



**BART POLICE DEPARTMENT
KENTON W. RAINEY, CHIEF OF POLICE**

TRAINING BULLETIN NO. 12-01

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**Community Oriented Policing and Problem Solving (COPPS) and
Zone/Public Service Area (PSA)**

Department Training Bulletins shall be used to advise members of current police techniques and procedures and shall constitute official policy.

Introduction

What Is Community Oriented Policing Problem Solving (COPPS)?

COPPS – is an organization-wide policing philosophy and management approach that promotes community, government, police partnerships and proactive problem solving to reduce a jurisdiction's crime and social disorder. Throughout this bulletin words community and commuters will be referred to and are meant to be interchangeable.

Just like any other jurisdiction, for a Transit Police Department—and a Transit District—to implement COPPS, it requires a clear focus, a strong determination to carry through with the necessary allocation of time and resources, and the consistent support of elected and appointed officials. In most jurisdictions, the transition from traditional, incident-driven policing to COPPS requires about ten years.

The successful implementation of COPPS requires it be embraced throughout a Police Department and the governmental entity. In fact, COPPS should probably be called community-involved government. Teams made up of employees from the various governmental Departments will be required to identify and solve some problems. However, the partnerships created between a Police Department and community often end up being partnerships between the police, the community and other stakeholder agencies and BART Transit Departments. Operations, Community Affairs, Parking Enforcement, and the Safety Departments play significant roles in assisting the Police and commuters to reduce crime and social disorder throughout the transit system.

COPPS is a policing philosophy based on the following two core beliefs:

1. A law-enforcement agency requires the cooperation of and a partnership with the community it serves.

2. A continuum exists between low-level crime and/or social disorder and serious crime. The philosophy of COPPS is based on the belief that a breakdown of community controls as evidenced by low-level crime and/or social disorder can and will lead to the community's disengagement from its commitment to public and transit system safety. This disengagement ultimately fosters a climate of crime and social disorder.

COPPS in a transit agency promotes commuter, government, and police partnerships and proactive problem solving to reduce a transit system's crime and social disorder. COPPS as a management approach means that a Police Department can use the philosophy and techniques of COPPS to help establish Department priorities, structure Department organization, and allocate Department resources. Each Department member plays a role with individual responsibilities for the successful implementation of COPPS.

In order to achieve BART's public-safety objectives, the Police Department cannot be the system's only public-safety provider. Everyone that is a stakeholder is responsible for public safety on BART. The other BART Departments, in addition to the Police, contribute to the system's well being. Promoting commuter partnerships means creating strategies for the mobilization of all relevant elements of the BART transit system. Commuters, Police, business people, youth, school administrators, other service providers, and other BART Departments work collaboratively to reduce BART's problems related to crime and social disorder.

A Transit Police Department has the obligation to invite, include, and involve the commuters in its operations. Only by inviting, including, and involving the commuters can a Transit Police Department establish the understanding, support, and collaboration between itself and the commuters necessary to achieve the Department's objectives. Commuter participation in public-safety issues is critical because commuter participation creates shared ownership of a problem, shared decision-making, and shared responsibility and accountability for problem solving.

Because each BART property may have different needs, COPPS requires policing be individualized to the problems of each property. Commuters tend to focus on and identify quality-of-life issues; Police tend to focus on and identify problems of a criminal nature. COPPS is based on the belief that these issues not only overlap but also nurture each other. Partnership with our commuters—and shared ownership of a problem—may require Police to take and review citizen surveys in order to allow a property or commuter line to determine what it identifies as its needs and priorities. Vehicle thefts and car burglaries may be a problem at our Contra Costa County Parking Garages and electronic or PDA robberies and aggressive panhandling may be problems in Downtown Oakland and San Francisco train platforms. Commuters must be educated in their responsibilities to ensure COPPS is fully implemented to impact either problem:

- Commuters need be told how they can participate in decreasing crime and solving problems in and within the BART system. Just as officers do, commuters need to be trained in problem identification and proactive problem solving.
- Commuters need to be educated in all the various ways of reporting emergency and non-emergency incidents to the appropriate BART Department.
- Commuters need to be informed about and encouraged to participate in the “See Something, Say Something” campaign, to attend Police/community meetings, and to serve as volunteers within local Police programs. COPPS empowers the BART system, and by empowering the system it decentralizes and shares the authority for problem identification and problem solving between the Police Department and the commuters.

The establishment, the nurturing, and the growth of this partnership between commuters and the Police are probably the most important element to the successful implementation of COPPS.

COPPS Promotes Proactive Problem Solving

Proactive means acting in advance to deal with an expected difficulty. A proactive approach to crime addresses the root causes of disorder, preventing crime before it occurs rather than reacting to it after the fact. Traditional policing employs an incident-driven style, handling each incident as if it had neither a past nor a future related to other BART issues or incidents. COPPS focuses a Police Department’s energies and talents on the underlying conditions that give rise to crime and repeated calls for Police assistance. By addressing the underlying causes of crime and blight instead of reacting to complaints and incidents, COPPS looks for long-term solutions to the entire BART transit system’s problems.

A broken window, for example, signifies untended property or “fair game” for people out for fun or plunder. Even people who ordinarily would not dream of doing such a thing and who consider themselves to be law-abiding might pick up a rock to try their luck at knocking out a second window if they feel conditions demonstrate that no one would notice or care. Believing that a broken window leads to commuters’ disengagement from the BART system and to a climate of social disorder, COPPS takes the steps necessary to fix the window, thereby deterring commuter disengagement and social disorder before it occurs.

The commuter and Police work together to identify a problem and share the responsibility for coming up with solutions. Once a problem has been identified, officers and commuters use the SARA model to gain an in-depth understanding of the problem and to generate solutions. SARA is an acronym for Scanning, Analysis, Response, and Assessment:

Scanning - Scanning involves identifying a problem. Officers look at a location and the calls for service at the location and identify the problem, the parties involved, and the crimes involved, if any.

Analysis - Analysis involves learning everything possible about the problem. Officers gather detailed information about the problem and work to understand the problem's scope, nature, and cause. Officers facilitate change by bringing people and groups together who can offer long-term solutions.

Response - Response involves designing and implementing a customized plan of action to address the problem. Officers implement a solution.

Assessment - Assessment determines if the plan of action solved the problem. Officers evaluate the solution, see how well it worked, and assess what they can do differently in the future.

Misconceptions about COPPS

Misunderstandings exist in many Police Departments and transit agencies about what COPPS is or should be. As an abstract concept, the phrase "COPPS" has generated widely different expectations, not all of which can be met. COPPS does not mean that direct control and daily management of a Police Department's resources belong with the commuter.

COPPS is not a quick fix or a panacea and should not be considered a failure when it does not provide a quick solution to long-standing problems. COPPS is a long-term strategy, requiring commitment from both the commuters and the Police. COPPS is not a tactic, technique, special program, public-relations' stunt, or a cosmetic. It is a new way of delivering Police services.

COPPS is not anti-technology. It employs computers, computerized call-management systems, the Internet, cellular phones, and every other technological advance that can contribute to accomplishing its mission. COPPS is not "soft" on crime. Officers make arrests, just as they always have. The difference is that commuters and police considers making arrests as only one important tool for solving problems—not the only measurement of a Police Department's success or failure.

COPPS is not a top-down approach to policing. COPPS shifts responsibility to the front line responders by requiring all members of a Police Department to find ways to apply the COPPS philosophy in their work.

Traditional Policing vs. COPPS

Traditional policing is incident-driven, reacting to crime after it occurs, where COPPS is proactive and preventive; it works to identify and address the underlying causes of crime before crime occurs.

The successful implementation of COPPS produces the following benefits to BART:

- Effective use of the entire BART transit system's talent and resources to help solve problems.
- Positive, productive relationships between the Police and commuters.
- Reduced levels of crime and social disorder.
- Greater job satisfaction for law-enforcement personnel.
- Improved quality of life for commuters.

The implementation of COPPS requires significant investment by the BART Transit District. The transition may require specialized training across multiple BART Departments, the restructuring of Police deployments, revised annual citizen surveys, new recruitment techniques and promotional incentives to bring about organizational change.

Both the public and BART Board of Directors cite reduction in crime and the countering of any widespread belief that BART is a crime-ridden transit system as a high priority. Crime and the perception of crime have an economic impact. The cost of implementing COPPS may prove far less expensive than continuing to react to crime as BART has done in the past. The adoption of COPPS as an organization-wide philosophy and management approach commits BART Department members to proactive problem solving and Police-commuter partnerships in order to address the causes of fear and crime in the BART transit system.

COPPS provides a framework for policing which is consistent with the highest professional ethics and standards consistent with commuter expectations. By improving trust and respect among Police personnel and commuters, COPPS inspires confidence in and support for the Department. COPPS is not and never should be presented as a panacea for all social problems that afflict the BART system. However, with patience and proper support, COPPS will have a deeply beneficial impact on the delivery of Police services and on the quality of life for BART commuters.

As the Department evolves and embarks in new directions, it shall be respectful of its past. However, it must remain attuned to its responsibility to adjust its service delivery model to the needs of today's environment.

Mutual Accountability

Partners must be held accountable to the goals of COPPS: reducing crime and the fear of crime by addressing the disorder that leads to crime. To ensure the achievement of

those goals, the partners must establish the standards and benchmarks against which they can measure performance and reward achievements.

Public Service Area (PSA) Structure

COPPS challenges Police and BART officials to provide the leadership necessary to address the multitude of safety and security issues confronting the BART District. Now with the inclusion of daily terrorism concerns to the ongoing threat of drugs, gangs, and other crimes, public safety transit agencies around the country are being forced to re-examine their service delivery models.

Over the years, the BART Police Department has endeavored to enhance its cooperation and interaction with its commuters. The Department enjoys strong commuter support. We also have been successful in addressing quality of life issues with a demonstrated commitment to Community Oriented Policing.

COPPS redefines the roles and relationships between the commuters and the Police by recognizing that commuters share responsibility with the police for controlling crime and social disorder issues. Both must work cooperatively to identify problems and develop proactive transit-wide solutions.

However, if we are to continue to be successful in maintaining the quality of life for the commuters who use our transit system, it is essential that we incorporate a Public Service Area (PSA) team policing structure within our current Patrol Zone Concept. Although larger than our existing patrol beats, the PSA structure breaks the Zones down into smaller more manageable areas that are more compatible with our existing span of control. This will enhance and support the delivery of our COPPS strategy.

Under our existing policing structure, the District is divided into four Patrol Zones. Currently, sergeants and officers are assigned to platoons and are only responsible for responding to public safety issues that take place during their work shift. The Zone Lieutenants are the only ones within the Police Department that have a continuous vertical relationship to our public safety mission. Therefore, whenever there is a non-emergency question, or long term problem that needs to be addressed, people have to wait until the Zone Lieutenant is on duty.

Under the new Zone/PSA policing structure, a Zone Lieutenant will now be in command of one of five patrol Zones within the BART transit district. Depending on the need, the Patrol Zones will be divided into two or more PSA's. The Patrol Sergeants, working under the command of the Zone Lieutenant, also will be accountable and responsible for addressing crime and social disorder within particular Zones/PSA's.

Each Zone/PSA also will have a cadre of officers and CSO's assigned to it for a six-month patrol deployment. There will be an emphasis to have at least one member of the Zone/PSA always working. Consequently, the entire Zone/PSA teams will be

responsible and accountable for providing “24-7” service to their areas within the District.

Utilizing the COPPS strategy, the priority for the Zone/PSA team will be to address all crime and social disorder issues occurring within its boundaries. Zone/PSA success and results will be depended upon and measured by outcomes (crime & fear reduction). Usually, law enforcement leaders mistakenly confuse simple outputs (arrests, citations, & F.I. cards production) with outcomes. Enforcement outputs are necessary and important and can and often do lead to successful outcomes. However, they are only one additional tool available to us in our quest to create a climate of voluntary compliance to the transit rules and regulations amongst our commuters.

Under this structure, there will be an increased expectation of improved service, familiarity with enforcement issues, businesses, commuters, and a more diligent response to identified problems. This structure furthers the development of supervisors and managers so they are more prepared to assume and ascend to management and command level positions within the agency.

The Zone/PSA team policing structure will also allow officers to develop distinct familiarity with the safety and security issues within the areas that they are assigned. Specifically, with the Zone Lieutenant & Sergeants leading the way, the PSA team members will be responsible for establishing and maintaining the lines of communications with the other District Departments and governmental agencies that have resources needed to address problems that develop within their area of responsibility.

The PSA policing structure will allow us to receive real time input and feedback from our diverse communities regarding public safety problems and policing priorities and policies. We readily acknowledge that we cannot do the job of providing public safety alone and recognize that we have valuable resources available to us in our commuters.

The new Zone Boundaries are:

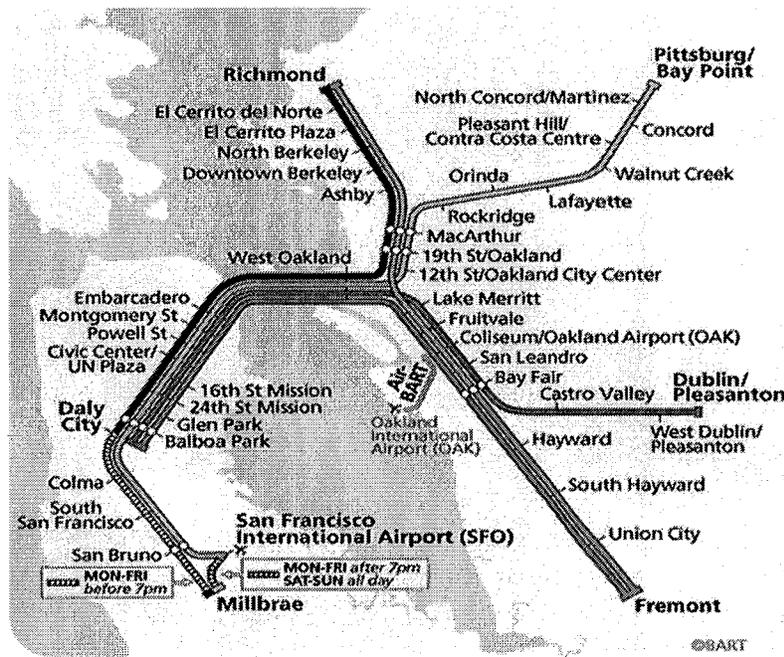
Zone 1/Headquarters (Downtown & Central Oakland Platforms) PSA One - West Oakland, 12th Street, 19th Street, MacArthur, & Rockridge Platforms; PSA Two – Lake Merritt, Fruitvale, & Coliseum Platforms.

Zone Two (Contra Costa County & City of Berkeley of Platforms) PSA One – Richmond, El Cerritto del Norte, & El Cerritto Plaza Platforms; PSA Two – North Berkeley, Downtown Berkeley, Ashby Platforms; PSA Three – Orinda, Lafayette, & Walnut Creek, & Pleasant Hill Platforms; PSA Four –Concord, North Concord & Pittsburg/Baypoint Platforms.

Zone Three (Alameda County Platforms) PSA One - San Leandro, Bay Fair, Castro Valley, West Dublin, & Dublin/Pleasanton Platforms; PSA Two – Hayward, South Hayward, Union City, & Fremont Platforms.

Zone Four (San Francisco City & County Platforms) PSA One - Embarcadero, Montgomery, Powell, & Civic Center Platforms; PSA Two – 16th Mission, 24th Mission, Glen Park, & Balboa Park Platforms.

Zone Five (San Mateo County Platforms) PSA One - Daly City, Colma, & South San Francisco Platforms; PSA Two – San Bruno, San Francisco Airport, & Millbrae Platforms.



Policy Recommendations

1. PSA officers and Operations personnel review crime statistics on a routine and regular basis.
2. Police Department reviews District-wide survey of commuters' perceptions of safety and security, analyzed on the basis of station boundaries.
3. The Interdepartmental Problem Solving Teams shall provide regular reports to the Chief of Police. The Chief of Police or his/her designee shall, in turn, report on Interdepartmental Team performance to the General Manager and/or Board of Directors.
4. Police Department supervisors shall consider commuter input as an indicator of an officer's commitment to the COPPS policy.

5. Reward outstanding COPPS achievements by both commuters and officers through public award ceremonies and promotional policies.

Critical Success Factors

The following factors are critical at all levels of the Department to the success of COPPS:

- Ensure that employee selection, training, supervisory and leadership practices are consistent with commuter expectations and ethical Police service.
- Acquire material and personnel resources and utilize them responsibly and efficiently in order to meet commuter needs and operational requirements.
- Implement strategies and participate in programs that reduce crime and decrease commuter fear.
- Increase confidence in and support for the Department by improving trust and respect among all personnel and commuters.

Position/Rank Responsibilities and Roles

In order to implement the Department's mission, vision, and values to achieve the objectives of the COPPS philosophy and PSA policing structure, the responsibilities of commuters and employees have been defined. The resulting statements serve a variety of purposes. Collectively, they state the Department's philosophy of policing—what it believes in and stands for—in clear terms and provide the basis for developing policies, programs, and procedures.

Employees can find these statements a source of job satisfaction as well as a guideline for making decisions and for the exercise of discretion. Supervisors can find in these statements a framework for assessing individual or group performance. These statements reflect commuters' expectations of the Police Department and serve as a standard of values by which the Department is willing to be evaluated.

Commuters

- Become familiar with your Zone and PSA officers
- Attend a local Citizen Police Academy
- Get to know your fellow daily commuters
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Join or start a local neighborhood watch. Get to know people who regularly commute with you
- When commuting, be aware of your surroundings "if you see something, say something"
- Assist in activities which help build a sense of community and neighborhood
- Inform BART officials about problems affecting the quality of life within the transit system

- Participate in a non-profit or civic organization

PSA Officers/CSO's, Dispatchers

- Become familiar with the different Zones and PSA's
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Work to know and be known by commuters and merchants within a specific PSA area or Zone
- Work with commuters and organizations to identify crime and nuisance problems, set policing priorities, and design appropriate problem-solving strategies
- Demonstrate a positive and professional identification with BART and its commuters—in word and deed
- Work in a collaborative manner and as part of a team to solve transit safety concerns
- Seek creative or innovative approaches to solving problems
- Locate or seek assistance in securing the resources to implement solutions.
- Provide peers, superiors, and commuter members with information or feedback about problem-solving efforts or results; maintain project files
- Anticipate crime trends and develop appropriate responses
- Share information with other Department members
- Work closely with employees of other BART Departments
- Deliver policing services in a fair and impartial manner

Detectives

- Become familiar with the different PSA's and Zones
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Look for offender patterns, repeat victims, or recidivists to develop efforts that contribute to crime prevention
- Develop a systemic and regular cooperative approach with other area law enforcement agencies
- Use public information sources such as TV, radio, newspaper, or other social media to develop information sources
- Ensure all prisoners are debriefed properly to gather intelligence and leads to other crimes
- Deliver policing services in a fair and impartial manner

PSA Sergeants

- Become familiar with the different Zones and PSA's
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Encourage subordinates to think in terms of problem solving as their primary goal
- Support a shift in emphasis from short-term quantity to long-term quality

- Develop a team approach
- Encourage members to look beyond traditional responses to crime and nuisance problems
- Trust subordinates
- Demand, expect, and ensure fair, equal, and courteous treatment of all commuters
- Seek employees' input; provide feedback on how it was used
- Get to know commuters and merchants; use the contacts to learn about commuter concerns and perceptions of officer and general employee performance
- Encourage subordinates to strive for continuous improvement in service delivery.
- Troubleshoot the system, remove obstacles
- Encourage creative problem solving and active commuter involvement
- Review and discuss commuter-involved policing problems with members; assist in achieving solutions
- Attend and actively participate in community meetings
- Learn where to find resources needed by officers. Assist officers in obtaining these resources
- Know the roles of officers and general employees and assist them with their responsibilities
- Help identify problem-solving projects which lend themselves to a COPPS approach
- Coordinate problem-solving efforts
- Monitor individual and team projects
- Assure the maintenance of COPPS project files
- Be the principal link between the police officer and command staff
- Shield patrol officers from any pressure to rely solely on traditional policing methods
- Develop a close familiarity with the work subordinates perform. Aid officers in their problem-solving process
- Be able to challenge ideas and issues instead of people
- Encourage, praise, or correct subordinates' efforts
- Provide or recommend incentives to encourage team-oriented efforts
- Reinforce COPPS through performance evaluations, awards, commendations, and incentives
- Identify COPPS successes and talk about them
- Work with commuter groups to provide a mechanism for those groups to recognize Department members who are providing exemplary service
- Recommend "workload reduction strategies" to give officers more time to devote to COPPS projects
- Deliver policing services in a fair and impartial manner

Zone and Field Lieutenants and Watch Commanders

- Become familiar with the different Zones and PSA's

- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Know the roles of subordinates and offer appropriate assistance to them
- Develop action steps for accomplishing COPPS objectives
- Support COPPS and direct the efforts of subordinates in accomplishing their COPPS goals and objectives
- Seek out opportunities to recognize COPPS successes
- Ensure that projects are not only created but are thoroughly documented for review and evaluation purposes
- Encourage problem solving and commuter partnerships
- Seek employees' input and provide feedback on how it was used
- Monitor PSA Area projects
- Develop a customer-service orientation towards citizens and employees. Be visible and accessible
- Promote COPPS as a team effort
- Think of sergeants as part of the management team
- Take corrective action quickly to solve operational and personnel problems
- Be knowledgeable about the location(s) of resources and the procedures for obtaining them
- Although not required, voluntarily serve on the Board of Directors of a not-for-profit organization
- Demand, expect, and ensure fair, equal, and courteous treatment of all citizens
- Display and embody the leadership required to ensure that COPPS is understood and its objectives achieved
- Ensure that policing services are delivered in a fair and impartial manner

Deputy Chiefs

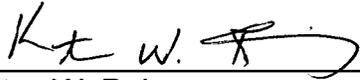
- Become familiar with the different Zones and PSA's
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Know the roles of subordinate commanders, supervisor, officers, and general employees and assist them in fulfilling these roles
- Champion the District and Department and promote organizational goals
- Evaluate the performance of personnel based upon COPPS criteria. De-emphasize traditional indicators of performance which stress quantity over quality
- Encourage risk taking by your subordinates. Take risks yourself
- Be visible and accessible to members, employees, and commuters
- Demand, expect, and ensure fair, equal, and courteous treatment of all citizens by subordinates
- Seek employees' input. Provide feedback on how it was used
- Develop a customer-service orientation towards commuters and employees
- Explain COPPS expectations, objectives, and issues to personnel.
- Deal with personnel honestly, equally, and fairly as professional partners.
- Take action quickly to solve operational and personnel problems or to recognize individual or team excellence.

- Continuously evaluate operations and take or recommend appropriate actions to improve operating efficiency, cost effectiveness, and service delivery.
- Provide leadership in involving commuters and other public or private agencies in solving safety and quality-of-life issues.
- Foster open communication and a positive attitude among members of the Department and the commuters.
- Represent the Department in presentations at professional conferences or before governmental or civic groups.
- Ensure that information is disseminated up, down, or across the organization accurately, timely, and in sufficient detail.
- Assist in the personal growth and professional development of subordinates.
- Evaluate and act on “workload reduction strategies” intended to give personnel more time to devote to COPPS projects and efforts.
- Recommend or take budgetary or deployment actions, which supply resources, needed to support specific COPPS projects.
- Although not required, voluntarily serve on the board of directors of a not-for-profit or civic organization
- Ensure that policing services are delivered in a fair and impartial manner

Chief of Police

- Become familiar with the different Zones and PSA’s
- Understand how to use the SARA model (Scanning, Analysis, Response, & Assessment)
- Establish working partnerships with other BART Department heads, community leaders and elected officials to leverage limited resources towards problem solving
- Provide the leadership and support to ensure that all the aforementioned subordinate roles and responsibilities are met and organizational goals are attained
- Know the roles of subordinate commanders, supervisor, officers, and general employees and assist them in fulfilling these roles
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