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FORWARD *through* FERGUSON

A PATH TOWARD RACIAL EQUITY

A printed companion to

FORWARDTHROUGHFERGUSON.ORG

as of September 14TH

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INTRODUCTION

THE CONTEXT OF THE FERGUSON COMMISSION REPORT

CLARIFYING OUR TERMS

The title of this report is "Forward Through Ferguson: A Path Toward Racial Equity." We want to take a few moments to explain what we mean.

"FORWARD THROUGH FERGUSON"

As with any organization that works closely together on serious issues, the Ferguson Commission has found itself coming back to several phrases again and again. One of those phrases has been, "The only way forward is through."

By this we mean that if we are to move forward as a region, if we are to make true, long-term, sustainable progress, we can't avoid our reality—we must confront it, and work through it. We believe that if we attempt to skirt the difficult truths, if we try to avoid talking about race, if we stop talking about Ferguson, as many in the region would like us to, then we cannot move forward. Progress is rarely simple, and it rarely goes in a straight line. But we are convinced that progress in the St. Louis region runs through Ferguson, and every issue that the phrase "Ferguson" now conjures.

Though some may be feeling "Ferguson fatigue," we believe that Ferguson can, and should, represent a collective awakening to the issues that many in our region knew and understood, but for many others were invisible. Now they are not.

This new, shared sense of understanding calls us to a shared sense of responsibility, and also brings a shared sense of opportunity. What would a more just, a more unified, a more equitable St. Louis be capable of? We must use the energy and the urgency inspired by Ferguson to find out.

"A PATH"

We have invested thousands of hours in researching, debating, and discussing the calls to action put forth in this report. Yet still, we cannot see the future.

Thus, we do not know for certain if these calls to action are the answer. We can't. But they are what we believe to be the best starting point, the beginning of a path toward a better St. Louis.

We expect that as we travel, the path will change, and we'll find ourselves navigating places we couldn't have imagined. That is the nature of efforts like this. But there must be a starting point, and we believe, based on the work we have done, that this is the right starting point.

We are certainly open to the idea that we will uncover new routes and unexpected roadblocks. Our challenge is to keep moving, and to define the ultimate contours over time.

One thing we know for certain: this is not the easy path. That would be avoidance, and avoidance will get us no closer to racial equity. The path to racial equity demands time and persistence, risk and resources.

It is a path that we must travel together.

"TOWARD RACIAL EQUITY"

We know that talking about race makes a lot of people uncomfortable.

But make no mistake: this is about race.

In her 2010 book "Flak-Catchers: One Hundred Years of Riot Commission Politics in America," author Lindsey Lupo examines five commissions that were appointed in response to race riots between 1919 and 1992. She argues that historically, these commissions are appointed to calm the public, and give the impression that the government is doing something—that they "give the appearance of action but are little more than a tool to maintain the status quo," and that, "social and racial issues in the cities are not actually addressed by the commission" (Lupo, 2010).

Lupo says that past commissions focused on economic revitalization "to the exclusion of social issues, such as racial tension, segregation, and discrimination. It is as though the commissions are arguing that our society has moved beyond race, thus the problems must be purely

economic. But race remains at the root of the violence, as evidenced by its very inception with *every* riot studied here being the result of white law enforcement harming a black civilian" (Lupo, 2010).

We have not moved beyond race.

St. Louis does not have a proud history on this topic, and we are still suffering the consequences of decisions made by our predecessors.

However, it's important to understand that racial inequity in our region is not the same as individual racism. We are not pointing fingers and calling individual people racist. We are not even suggesting that institutions or existing systems intend to be racist.

What we are pointing out is that the data suggests, time and again, that our institutions and existing systems are not equal, and that this has racial repercussions. Black people in the region feel those repercussions when it comes to law enforcement, the justice system, housing, health, education, and income.

For example, at its extreme in the St. Louis region, life expectancy differs by nearly 40 years depending on zip code (Comprehensive Planning Division, 2015). In mostly White, suburban Wildwood, Missouri, the life expectancy is 91.4 years. In the mostly Black, inner-ring suburb of Kinloch, Missouri, life expectancy is just 55.9 years (Comprehensive Planning Division, 2015).

The law says all citizens are equal.

But the data says not everyone is treated that way.

THE POWER OF CONTEXT

In conducting our work, we reviewed many thoroughly-researched investigative reports that already existed, examining the issues we were now focusing on. Some had a specific focus on St. Louis, while others were national in scope.

Yet as eye-opening as many of the findings in these reports were, the average St. Louisan had not heard of, let alone read them. Individually, these reports each reveal insight into a specific problem, and, in many cases, offer viable solutions. But individually, most of them fly well under the public's radar.

Taken together, however, a clearer picture emerges. One of the great strengths of the Commission has been to put all of this information into a larger context, so that individual citizens and community leaders alike can make sense of it. One of the great opportunities of the Commission is to use the attention and the platform we have to create broad awareness of that larger context, and in doing so, ensure that those leaders understand that they must do something about it.

References:

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2. Lupo, L. (2010). Flak-catchers: one hundred years of riot commission politics in America. Lexington Books
3. Public Policy Research Center. (2015). An Equity Assessment of the St. Louis Region. University of Missouri-St. Louis Retrieved from http://pprc.umsl.edu/pprc.umsl.edu/data/stl_equity_assessment_may2015.pdf

ABOUT THIS REPORT

WHAT THIS REPORT IS … AND WHAT IT IS NOT

The People's Report … Not a Typical Commission Report

First and foremost, this is the "people's report." What do we mean by that?

Our primary audience for this report is the people of the St. Louis region. The report is directed to the average citizens whose daily lives are affected by the issues we explored, and whose lives will be impacted by the calls to action we make. With that in mind, we have written this report to speak to an audience of average citizens—not lawyers, legislators, academics, politicians, or policy wonks.

We've written this report in plain language as much as possible. We've avoided jargon when we could, and tried to explain the jargon we used when we couldn't avoid it. Our goal is to present this important information in a way that anyone can understand.

We recognize and have heard citizen feedback that official documents produced by commissions like ours can be written in a way that is hard for the average citizen to understand, and a chore to read.

We have tried to make this document readable and interesting. If it's interesting and easy to read, you're more likely to read more of it—and we want you to read it. The more this report is read, the stronger the actions toward implementation will be. If we hide important ideas behind stuffy language, or bury key information, we would be disrespectful to the people who invested their time and energy into the work, and worse, we would be diminishing the importance of what we were charged to do.

That said, as you go deeper into the document, you may notice that the information does get more dense and complicated. While our focus is on speaking to the people, we also know that this document must be detailed and specific enough to be useful in directly impacting policy decisions. We have tried to keep these sections clear and readable, while meeting the needs of multiple audiences.

A Study of Underlying Issues … Not an Investigation of an Incident

This report is not in any way an investigation of what happened between Michael Brown Jr. and Officer Darren Wilson in Ferguson on August 9, 2014, nor is it an investigation of the response to the uprising that followed. Other bodies have been responsible for those investigations.

Consistent with our charge, this report is a "a wide-ranging, in-depth study of the underlying issues brought to light by the events in Ferguson." In other words, we have looked at a wide variety of factors—social, political, historic, economic, educational, and racial, among them—that contributed to the climate in which those events occurred.

Some of the things we look at may at first seem unrelated to the events in Ferguson. However, our work and the community feedback has shown that these factors have either a direct or indirect connection to the environment in the St. Louis region, and therefore must be considered when discussing any potential changes that might lead to progress.

A Narrative … Not a List of Policy Recommendations

While there are indeed many policy calls to action in this document—in total, there are 189—this report is not simply a list of policy recommendations.

We have tried to construct a narrative that takes these policy calls to action, which can often be very detailed, very data-driven, and somewhat abstract, and put them into a larger, more human context. The report aims to put a face on the calls to action, and to help you, the reader, see how the current state of affairs, and potential changes in policy, affect you and your neighbors. Ultimately, we want you to understand not only what is recommended, but also why it matters—and what it means for you. We also want to help you see the connections that link

these issues. Sometimes these are obvious, but often they are not. Too many of the issues examined here have been addressed in isolation for too long. When issues are addressed as if they are not connected, we as a region miss opportunities for collaboration, cooperation, and creative problem-solving. This report seeks to place our region's challenges in a larger context, highlight the connections between them, and encourage the partnerships, alliances, and actions that will be necessary to make lasting change.

The Outline of a Path …
Not an Implementation Plan

As a Commission, we were given a broad charge, but limited time to explore these issues and develop calls to action. Though we accomplished a significant amount of work in that time, engaging a tremendous number of citizens and exploring issues in depth, the timeframe dictated the level of detail we could provide. Moreover, there is a limit to the influence over decision-making that we as a Commission can have. No matter how sound our calls to action, they are calls—the Commission does not have the power to enact them.

This means that while this report includes many specific policy calls to action, it is not an implementation plan. Implementation may require legislation, policy changes, funding, public support, private support, or in most cases, a combination of these. Some calls to action identify half a dozen accountable bodies or more. Each individual or organization has a role in making these changes a reality.

What this means is that this report does not spell out step-by-step solutions, or answer questions about how proposed solutions will be funded. Those things are beyond our scope, as the Commission's charge was to identify needed changes and call on those accountable for that change to act.

Thus, the report provides the outline of a path forward. The report and the calls to action it includes are meant to serve as a springboard—as a way to initiate conversations and action around these urgent topics challenging our region.

The Beginning of the Work …
Not the End of the Discussion

This report is not meant to be the end of the discussion. It is not meant to provide the definitive, final answer, on any of these topics. It is meant to raise questions and offer important, community-informed calls to action on these topics. It is meant to identify resources, voices, and perspectives that should be considered when discussing these topics. And it is meant to spark extensive, nuanced, and in-depth conversations about the issues explored here, as well as the collective action to address them.

In "Flak-Catchers: One Hundred Years of Riot Commission Politics in America," Lindsey Lupo also offers a critique of commissions, particularly the later ones: "Recent [...] commissions are far less prominent, recognizable, or even known than their predecessors. [They] are rarely discussed publicly and garner little media attention. The result is that public pressure is eliminated and any recommendations that are made stand little chance of implementation …" (Lupo, 2010).

Though the Ferguson Commission differs in several substantive ways from the commissions Lupo studied, it does share similarities. Understanding those similarities, we have made it our goal that these findings and these calls to action will be discussed and debated publicly. The measure of success is not how well-researched or how well-written the report is. The measure of success is how much people engage with the report, because if the people engage with it—discuss, debate, and argue about it—there is a much greater chance that the calls to action presented here will be implemented. It will take the application of public pressure to ensure that we push forward, and not just ease back into the status quo.

Unflinching …
Not Just a Tour of the Bright Spots

This report is also a hard look at some hard truths. It is confronting our reality.

Governor Jay Nixon's executive order establishing the Ferguson Commission stated: "[T]he unrest and public discourse set in motion by the events of August 9 in Ferguson, Missouri underscore the need for a thorough, wide-ranging and unflinching study of the social and economic conditions that impede progress, equality and safety in the St. Louis region."

So often when we talk about our region's struggles, we flinch. We avoid talking about race, or poverty, or other factors that might make us uncomfortable, even though addressing those issues head-on is what is needed to move forward.

The Ferguson Commission has embraced the call to be "unflinching."

For us, being unflinching has meant confronting the reality of our region. It has meant getting comfortable with some very uncomfortable data—data that highlights harsh facts about St. Louis.

This has also meant listening, often uncomfortably, to the personal stories shared by citizens who came to our open meetings, and by people we interviewed throughout the

process of developing this report. Some of the stories people shared were uplifting and inspiring. But many were frustrating, depressing, infuriating, deflating, and heart-wrenching.

We are committed to honoring those stories, and facing those truths, throughout our work and in this report. To soften the edges, to try to polish up the rough spots and to just present the stories and statistics that put St. Louis in a positive light, would be a disservice to those citizens who spoke up, and even more so, a disservice to the future of the region. If we are to move forward, it's going to happen by confronting our reality, and moving forward through it.

WHY DIGITAL FIRST?

Why are we focusing primarily on the digital presentation versus a traditional printed report?

Engagement

There are several reasons why this report is designed with digital presentation at the forefront. First, it was important to the Commission that readers be able to engage with the content.

Our goal from the beginning has been to make this the "people's report." Releasing this report digitally makes it accessible to you wherever you are, and lets you engage with it whenever you have a moment—riding the MetroLink, walking the dog, taking a short break. This is increasingly how people interact with information, and we wanted the report to lend itself to this new reality.

Shareability

We also knew that if we wanted to increase the likelihood that people would engage with the report, we needed to make it easy for people to share sections that were exciting to them. Presenting the report digitally makes it easy for you to share content that interests you in a variety of ways.

Our hope is that when you come across a section that makes you say, "Wow, I didn't know that," your next thought will be to think of someone who should know about it, and share it with them, with a note that says, "Hey, you should check this out," or "See, this is what I've been saying!"

So many people today learn about new things via their various inboxes and feeds, and we value news and information that comes to us via our friends and trusted networks. By presenting the report digitally first, and empowering readers with social sharing tools, we hope to increase the likelihood that more people will read, engage with, and share the report. Encouraging social sharing opens a pathway for ongoing dialogue, debate, and community problem solving.

Much of the reason that Ferguson became a national and international news story so quickly was because people shared what was happening via social media, and social media has undoubtedly changed the shape of modern activism. The shareability we've built into this site is an acknowledgement of that seismic shift.

Clickability

As you read this report, we want you to feel a sense of control over your reading experience—and a sense that you are a part of the Commission's work. That's because you are.

To make the most of this report, don't just read—click. Click to explore a topic in more detail. Click to see the way different issues are connected, and click to make your own connections. Maybe the details of municipal court reform don't interest you, but you care deeply about education. Or maybe you've been hearing all about municipal court reform, and want to learn more about how it connects to law enforcement. Having the information in the report in a digital format gives you the power to easily navigate to find more of what matters to you.

It also encourages discovery. As you read, you'll see that this report is heavily linked throughout. Maybe you're a linear reader, and you want to read this report as if it were a typical document. But if you're like many modern readers, you'll find it easy to click around, follow interesting links, and make your own connections.

The linking throughout the document lets you dive deep on a single topic, but also laterally explore related topics. We hope that in the process you'll learn about topics you didn't know much about—but also that you will see the interconnectedness of all of the topics addressed here, and realize how interconnected all of these issues are.

The combination of text, photos, and video, of policy-focused language and personal stories, of broad-level views and specific details, offers a rich, clickable environment for exploration and investigation.

A Living Document

Finally, this is a living document. This means that unlike a traditional report, which would be considered final the day it was released, this report is just the beginning.

Because the report is being presented digitally, it's not

frozen in time. It can be updated to reflect new research, to connect you with additional resources that emerge to address these issues, and to provide progress updates on these issues and corresponding recommendations as residents engage and things change.

If we had released a traditional report, we would have increased the likelihood that the findings would simply sit on a shelf gathering dust. By releasing the report digitally, we've made sure that it stays alive, and will grow and evolve based on your engagement with it. We don't think there's ever been a commission report quite like it. We hope you'll agree.

ABOUT THE FERGUSON COMMISSION

WHAT IS THE FERGUSON COMMISSION?

The Ferguson Commission is an independent group appointed by Missouri Governor Jay Nixon on November 18, 2014, to conduct a "thorough, wide-ranging and unflinching study of the social and economic conditions that impede progress, equality and safety in the St. Louis region." The need to address these conditions was underscored by the unrest in the wake of the death of Michael Brown, Jr. in Ferguson on August 9, 2014.

The Commission's Charge

The Commission, composed of 16 diverse volunteer leaders, was charged with the following:

To examine the underlying causes of these conditions, including poverty, education, governance, and law enforcement;

To engage with local citizens, area organizations, national thought leaders, institutions, and experts to develop a thorough and comprehensive understanding of the concerns related to these conditions; and

To issue an unflinching report containing specific, practical policy recommendations for making the region a stronger, fairer place for everyone to live.

This is that report.

Beyond the Charge

The Governor's charge established the foundation for the Commission's work. But as the Commission met, and as we discussed the work before us, we established additional aims.

Knowing that implementing any policy changes will take the coordinated efforts of many stakeholders, we worked to engage a broad and diverse coalition of civic leaders, business leaders, faith leaders, and other respected members of the community in the process of developing our recommendations.

Understanding the importance of repairing the damaged trust many people feel toward public institutions, we made openness and transparency cornerstones of the Commission's work. Commission meetings have been open to the public and the media, and subject to the Sunshine Law. Notes, resources, transcripts, and video from Commission meetings have been openly shared online following each meeting.

Appreciating that the challenges we examined were not unique to our region, we sought the perspective and expert testimony of practitioners from around the country who could present new ways of seeing the evidence we were examining and provide new ideas and best practices from other communities that should be considered.

Similarly, we aspired to develop a work process that could serve as a model to other communities struggling with similar challenges, and to develop best practices that communities across the country could adopt locally.

Most importantly, we have embraced as our charge helping the community chart a new path toward healing and positive change for the residents of the St. Louis region.

Who Makes up the Commission?

The 16 volunteer members of the Commission come from a variety of backgrounds and represent a diversity of communities, experiences, and opinions. The Rev. Starsky Wilson and Rich McClure have led the Commission as co-chairs. A full list of Commissioners is available in the "Acknowledgements" section of the report and their biographies are on our webiste.

In addition to the 16 Commissioners, hundreds of citizens volunteered their time and expertise throughout the process, serving on Commission working groups, participating in open meetings, and making possible the numerous community events that were held in an effort to further engage the region.

HOW DID THE COMMISSION APPROACH ITS WORK?

As mentioned earlier, while our formal charge was to issue policy recommendations, we took as our informal charge to help chart a new path toward healing and positive change for the residents of the St. Louis region.

We knew that path started not with policy, but with people.

A Commitment to Community Engagement

And so we listened. At open community meetings all across the region, we invited people to speak. We had the opportunity to hear from people from communities throughout the region, from a variety of diverse backgrounds, of all ages, from all walks of life. When citizens stood up to share their thoughts and experiences, their remarks were unscripted and honest. From these frank discussions we heard about the challenges of daily life and the frustrations and struggles that many St. Louisans face every day.

While we also listened to experts from across the country, to researchers and scholars, to clergy and legislators, and to business, non-profit, and civic leaders, our commitment to listening to and honoring the voices of the people was the common thread running through our work.

This commitment to community engagement meant that we consistently got a raw view of what life was like for people in neighborhoods like Ferguson, and that we never forgot about the people who our policies were meant to serve.

Over the course of 17 full Commission meetings, which were open to the public and held in various neighborhoods around the region between November 2014 and September 2015, almost 2,000 people participated. Each of these open meetings included opportunities for open public comment, presentations from local and national experts on a wide variety of subjects, and, at several meetings, facilitated discussion in small breakout groups.

Working Groups

Based on community prioritization at the initial public meeting, the Commission was subdivided into four working groups, which met independently of the full Commission meetings. Each working group was co-chaired by a pair of Commissioners and included 10 to 20 local subject matter experts, professionals, practitioners, and citizens.

Since January 2015, the working groups have held 38 public meetings. Each group met regularly throughout the process, working with a clear charge to identify the key areas within their scope that needed to be addressed. They consulted with experts, heard community voices, and reviewed existing research.

It's important to note that by design, the working groups members didn't always agree. Each working group intentionally included voices and philosophies of practice that were in tension with one another. Members of each working group were selected because of their experience, depth of knowledge, demonstrated commitment to improving our region, and the Commission's commitment to the inclusion of diverse voices in this process.

As a result, our calls to action reflect what we believe is the result of ensuring all voices are heard. They reflect agreement in some areas, and compromise in others. The proposed calls to action from each working group do not necessarily reflect a consensus or universal agreement among participating working group members. In fact, there was disagreement on a number of major calls to action. Despite the contention, all working group members have agreed to align behind the final calls to action.

Those working groups were:

CITIZEN-LAW ENFORCEMENT RELATIONS

Working Group Co-Chairs:

Commissioner Dan Isom
Commissioner Brittany Packnett

Desired Changes:

Design accountability measures and policies that ensure law enforcement agencies serve and protect all citizens based on principles of:

- Trust;
- Mutual respect;
- Transparency;
- Cultural competence; and
- Justice

Topics Explored:

- Use of Force
- Civilian Oversight
- Anti-Bias & Cultural Competency
- Accreditation & Accountability
- Community Policing
- Public Demonstration
- Special Prosecution

- Officer Wellness
- Use of Technology

Review the full list of calls to action from this working group in the "Calls to Action" section of the report.

MUNICIPAL COURTS AND GOVERNANCE

Working Group Co-Chairs:

Commissioner Traci deVon Blackmon
Commissioner T.R. Carr

Desired Changes:

Just governance aimed at restoring community trust and enforcing laws in fair and intended ways with a focus on:

- Restorative justice and equity;
- Judicial independence;
- Fiscal responsibility; and
- Transparency

Topics Explored:

- Uniform List of Rights
- Informing Public on Court Procedures and Individual Rights
- Failure to Appear Charges
- Ability to Pay Hearings
- Restorative Justice
- Alternatives Sentences
- Establishment of Alternative Community Service
- Conflict of Interest

Review the full list of calls to action from this working group in the "Calls to Action" section of the report.

CHILD WELL-BEING AND EDUCATION EQUITY

Working Group Co-Chairs:

Commissioner Becky James-Hatter
Commissioner Grayling Tobias (December 1, 2014 – April 13, 2015)

Desired Changes:

Build a region that ensures that all children and youth, ages 0-25, are thriving in their daily lives by:

- Growing and developing to their full potential;
- Retaining the ability to be children; and
- Preparing to become fulfilled and contributing adults

Secure educational achievement, fairness, and opportunity for all youth by:

- Setting high expectations;
- Recognizing unique differences and developmental stages;
- Advancing outcome-based approaches;
- Aligning and coordinating customized services; and
- Producing college-ready and career-ready students

Topics Explored:

- School District and School Accreditation
- Hunger and Food Instability
- Public Education Funding
- College Access and Affordability
- Human Capital in Education
- Social Service Coordination with Schools
- Caring Adults (mentors, coaches)
- Early Childhood Education
- Parent Education and Engagement
- Childhood Health

Review the full list of calls to action from this working group in the "Calls to Action" section of the report.

ECONOMIC INEQUITY AND OPPORTUNITY

Working Group Co-Chairs:

Commissioner Felicia Pulliam
Commissioner Pat Sly

Desired Changes:

Enable new, proven, and innovative pathways for all residents to have equal access to economic opportunity by addressing critical needs through:

- Family and community stability;
- Institutions and organizations; and
- Systemic policy and practices

Topics Explored:

- Economic Mobility
- Job Skills and Training
- Employment and Income
- Transportation
- Housing
- Entrepreneurship and Small Business Growth
- Health and Wellness
- Youth Investment

Review the full list of calls to action from this working group in the "Calls to Action" section of the report.

RACIAL EQUITY AND RECONCILIATION

This was not a working group, but rather a topic that all working groups considered. All working groups were asked to "Intentionally apply a racial equity lens to the work" by asking the following three questions:

1. Whom does this recommendation benefit?
2. Does this recommendation differentially impact racial and ethnic groups?
3. What is missing from this recommendation that will decrease or eliminate racial disparities?

Our commitment to racial equity means that we intentionally and critically examined race and ethnicity when analyzing problems, proposing solutions, and measuring success. Therefore, these indicators are important to consider when making policy and evaluating effectiveness.

KEY CONSIDERATIONS

Throughout the process, our work was unified by a series of key considerations. Though the working groups explored very different topics, we recognize that these issues are interconnected. These common considerations ensured that every call to action we made would address these essential themes.

These considerations were:

Racial Equity. Race is a key factor in so many of the issues we explored. St. Louis is the 5th most racially segregated of 50 large metro areas in the United States. (Ihnen, 2013) The statistical racial disparities in poverty, education, employment, and wealth point to racial inequities that we believed must be considered in all of our deliberations.

Generational Change. Whatever change we hope to achieve, we know that it must be change that lasts beyond the short term and reaches across generations. Many of the problems that face our region have developed over several generations. To solve them, we must do so with an eye toward future generations. We want to do all we can to make things better for our children, and their children.

Health Equity. The life expectancy for a resident of zip code 63105 (Clayton), whose population is 9 percent Black, is 85 years. The life expectancy for a resident of zip code 63016 (North St. Louis), whose population is 95% Black, is 67 years (Purnell, et al., 2014). While there are also significant disparities between these two zip codes in unemployment, poverty, and median household income, this difference of 18 years of life between average residents in zip codes less than 10 miles away illustrates a health inequity that is alarming.

Supported by Research

The Governor's Executive Order directed the Commission to "take testimony and gather information, and […] engage the scholarly and research expertise necessary to help inform the commission about the issues …"

With that in mind, we reviewed dozens of previously published research reports from government agencies and non-profit organizations at the local, state, and federal levels. We also heard testimony and presentations from more than two dozen subject matter experts from the region and across the country.

In addition, the Commission contracted with the Institute of Public Policy, a division of the Harry S. Truman School of Public Affairs at the University of Missouri, for research support.

In the Calls to Action section of the report, you can explore some of the reports and documents the Commission reviewed in its work.

How did the Commission Determine Priorities?

Since the Governor's appointment, the Ferguson Commission convened regional leaders, subject matter experts, and community members to produce 189 calls to action. These calls to action identify specific policy recommendations that the Commission believes can better our region. Each call to action identifies specific accountable bodies—individuals and organizations whose cooperation and effort will be needed to make each call to action a reality.

Once the calls to action were developed, the Commission identified those calls we believed should be prioritized.

Three criteria were considered when determining the priority calls to action:

Transformative. Is the policy call to action innovative? Will it create an impact or cause positive change?

Urgent. Will this policy call to action address pressing issues?

Unflinching. Does the policy present cause-driven solutions that call out core issues in the region?

The calls identified as signature priorities are organized into three primary categories: Justice for All, Youth at the Center, and Opportunity to Thrive.

All the signature calls to action can be found in the Signature Priorities section of this report. All 189 calls to action produced by the Commission can be found in the Calls to Action section.

ABOUT THE SIGNATURE PRIORITIES

These are the signature priorities determined by the Commission through the prioritization process. To learn more about these priorities, and the calls to action specific to each, explore the Signature Priorities section.

Justice for All

The events in Ferguson shone a bright, national spotlight on law enforcement and the municipal courts, not just in Ferguson, but throughout the St. Louis region. The Commission identified priority calls to action for police reform, court reform, and consolidation of police departments and municipal courts.

Police reform calls to action address use of force, police training, civilian review, and response to demonstration. Court reform calls to action address sentencing practices, protection of constitutional rights, and conflicts of interest in municipal and county courts. Consolidation calls to action address consolidation among St. Louis County's 81 different municipal courts and 60 separate municipal police departments.

Youth at the Center

Our region's youth present our greatest opportunity to impact positive and lasting change, in this and future generations. These signature calls to action speak to the needs of children and youth. In the area of child well-being, the calls to action address supporting the whole child, ending hunger for children and families, reforming school discipline, and leveraging the influence of schools to improve childhood health. In the area of education infrastructure reform, the calls to action address early childhood education, education innovation, and school accreditation.

Opportunity to Thrive

Many factors impact an individual's opportunity to thrive. Key among them are health and financial stability. Unfortunately, for many in the St. Louis region, these are not a given. The calls to action in this signature priority focus on creating equity in opportunity to thrive, so that all the region's residents have a fair shot at achieving the American dream. The calls to action in this area address economic mobility, expanding Medicaid, employment, financial empowerment, housing, and transportation.

LESSONS AND LEGACY

Not long after the Commission began its work, people began asking what was going to be in the report. The Governor had commissioned us to produce a report, and our specific recommendations, as directed, would be included in that report. Understandably, people were interested in what that report would say, and what those recommendations would be.

But those involved in the work quickly came to understand that those calls to action, and this report, would not be the only products of the Commission's work. As we met, discussed, listened, and investigated, another—perhaps more important—product was being produced: our process.

Process as Product

From the beginning, we committed ourselves to abide by several adopted guiding principles: transparency, sustainable and enduring action with urgency, equity and fairness, civic engagement, diversity and inclusion, and integrity.

We believed these were sound principles for guiding our efforts. Considering the serious circumstances that led to the Commission's creation, and how much was at stake in our work, we believed we had a duty to adhere to them.

As we listened, it quickly became clear that people in communities all across the region not only wanted to talk about these issues, and needed to talk about these issues, they also wanted to do something about these issues.

What had been missing was a forum—and a process for engaging all that pent-up energy, frustration and vision.

By providing a space and an opportunity to talk honestly about these issues that have plagued our region for generations, and by consistently demonstrating to people that their concerns would be heard, the Ferguson Commission became a catalyst for citizen engagement and involvement.

By calling on community leaders and experts from different sectors from across the region, people gathered who had never sat together before to come to what became the region's "kitchen table" to explore these issues with a wide range of expertise, experiences, and perspectives. As those people came to the table, they listened to each other with patience, curiosity, and respect. Conversations that in the past might have been heated and contentious have been conducted with a sense of purpose, obligation, and resolve.

The process has led to new connections, new ideas, new

understanding, and a new vocabulary with which to talk about the issues we face. It has created new awareness of resources and tapped into deep wells of political will and personal conviction. It has highlighted an appetite for change and a new sense of urgency.

The response we have seen to the process says that people in St. Louis want to make a difference, and they believe that the region can be better. It also says they want to work together to do it.

This report, and the policy changes we have called for, will be part of the legacy of the Ferguson Commission. We hope that this process of engagement will equally be part of that legacy.

It is this process of engagement that drives the accountability and action that will move the region forward.

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THE PROCESS OF CHANGE

Before we go any further, let us recognize one thing:

Change is hard.

Change requires different choices, different decisions, different actions. Change requires new effort, new relationships, new habits. Change requires letting go of the known and wading through the unfamiliar found in the dark of the unknown.

Change requires admitting that what we've been doing up to this point isn't working and that it's time to try something else.

Is that something we can admit?

We're not saying that nothing works well in St. Louis. There is much that is right about our region. But the region has the capacity to be better—because unfortunately, some of the things that work well only work for some of us. And when that's the case, it impacts all of us.

Here are just a few of the statistics that we've gathered in the process of our work:

St. Louis is the 5th most racially segregated of 50 large metro areas in the United States (Ihnen, 2013).

Between 2000 and 2013, the number of residents living below the federal poverty line in St. Louis' suburbs grew by 53 percent (The Met Center, 2015).

In 2012, 17.8 percent of all children in St. Louis County and 41.7 percent of all children in St. Louis city lived below the poverty line (Annie E. Casey Foundation).

Failing to address the economic mobility of poor children is projected to decrease the United States GDP (Gross Domestic Product) by about 4 percent per year over the lifetime of these children, costing the entire country about $7 trillion (Putnam, 2015).

These divides we've created—between Black and White, between rich and poor and middle class—are bad for all of us, not just some of us. They may not be your fault, and you may not feel the pain as acutely as others do. But the burdens and the costs of a divided St. Louis fall on all of us, not just some of us.

Building a Problem-Solving Machine

The Ferguson Commission is not capable of solving all of the problems of the region itself. Moreover, we were not charged with executing solutions.

But together through our process of community engagement, we have begun to build a problem-solving machine. A catalyst that brings together people, organizations, and resources to study a problem, gain a deep understanding of the core issues underlying the problem, and develop a strategy for solving that problem.

A problem-solving machine encourages stakeholders to ask the tough questions, examine data in context, and confront difficult truths. It provides a model for collaboration that places outcomes before egos. It fosters connections, forges new alliances, asks for help, and keeps people at the table, even when—especially when—things get hard.

Because when the dynamic, flexible, and open catalyst exists, a problem-solving machine gives people the courage to try.

A Culture of Trying

If change is to happen, we first have to have a culture of trying.

It's true that there is no guarantee that any of this will work. But some of it might. The calls to action presented in this report leverage some of the best research, some of the best minds, some of the most amazing energy out there.

Still, it is possible that it might not work.

Or it might take more time than we think it will, more time than we think we have to give. Or it might take more money than we think it will, more money than we think we have the stomach for.

There are no easy answers. We are faced with many tough decisions. But inaction, sticking with the status quo, just isn't an option anymore.

If you live in a safe suburb, and you've got a good job, and you've got health insurance, and you never worry about your kids' schools, and you don't wonder if you might get pulled over because of the color of your skin, then maybe the status quo is working just fine for you.

But for thousands of St. Louisans, the status quo is killing them. The status quo means living in a food desert, with no grocery stores for miles around. The status quo means sending your children to underperforming schools that get fewer resources but dole out more punishments. The status quo means driving in fear of a court system that will put you in jail for failure to pay a traffic ticket.

Are we as a region really willing to live with that status quo?

As a Commission, we are not. We believe we've got to start trying.

In trying, new coalitions will be built, and a new sense of community will be developed. As the region tries together, people will learn new things from each other, and generate new ideas they never would have come up with if they'd said, "That's too risky to try," or, "Better to leave well enough alone," or worst of all, "That'll never work here."

The idea of "a culture of trying" is not new to the St. Louis region. Our opportunity in this moment is to apply that culture to the uncomfortable realities we've set aside for too long.

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NEXT STEPS

MONITORING AND MEASURING PROGRESS

The Ferguson Commission is committed to policy and practice calls to action that address racial disparities in the St. Louis region. But it is not enough to produce calls to action and hope for progress.

How will we know if the calls to action identified here are being implemented—and if they're working? Developing a way to measure and monitor important information over the short and long term will be essential to holding our region accountable.

The Commission suggests using the following indicators as a starting point for these measurements, but calls on scholars who understand the importance of involving community partners and practitioners in all aspects of evaluation and communicates findings in a way that is understandable and useful. We offer the metrics below for consideration:

Evaluating Implementation (Process Metrics):

Process metrics are based on progress made toward implementing the signature calls to action. In order to know how we're advancing or what's not working, it is important to develop an action plan, establish goals to be reached, and a timeframe to get there. This is a short-term measure of success.

Evaluating Impact (Impact Metrics):

Impact metrics are guideposts that track how the needle has moved toward improving life circumstances for the audience that the call to action was intended to affect. A set of specific community metrics that can be tracked to measure progress will be developed for each signature call to action. This is both a short-term and long-term measure of success.

An oversight body will track progress on implementation and impact, and keep the public informed on how the accountable bodies are advancing down the path toward positive change.

What's next for the Ferguson Commission?

Now that the report has been launched and signature priorities identified, the next step is building an infrastructure to make the vision a reality.

By this we mean determining the structure, scope, and leadership of an organization or partnership that will carry on the day-to-day work necessary to turn these calls to action into transformative change for the region.

Such an organization is needed to sustain momentum and keep the region's eye focused on execution of these signature priorities of Justice For All, Youth at the Center, and Opportunity to Thrive. This will require bringing together and engaging government entities, civic organizations, corporations, and residents; holding the accountable bodies accountable; and making sure that the set agenda created by the community stays intact.

The process of determining these next steps—of making a recommendation regarding that organization—will begin immediately following the release of this report, will be done publicly, and will conclude before the Commission's sunset on December 31, 2015.

Community Ownership

As we said earlier, this report is not an ending, but a beginning. While we've already achieved a great deal, the work that's been done so far has underscored the work that remains to be done.

But while the shape of the task ahead has come into focus, so has something else: the will of the people.

What we have seen these last ten months has been a revelation. We have seen a sense of ownership in the region, felt by all who engaged. We have felt a sense of urgency to act now, and not put off the problems to another day. This urgency has been an extension of the passion with which young leaders, activists and organizers have lifted their voices to call for answers and solutions. We have sensed excitement inspired by seeing new faces together at the table for the first time, and by seeing the energy, ideas, and enthusiasm generated when those

people rally together behind a common goal.

Cautiously at times, enthusiastically at others, what the people have said to us again and again is that they believe change is possible. They believe this is our moment.

They know what's at stake. They know the eyes of the nation are upon us. They have heard the skeptics and the doubters.

But the people believe, and we believe, that our region is up to the challenge.

STL POSITIVE CHANGE
THE FERGUSON COMMISSION
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SIGNATURE PRIORITIES

POLICE REFORM

The signature priorities in this section address four key areas the Commission believes merit urgent attention: use of force, police training, civilian review, and response to demonstration. Our primary goal in addressing these priorities is the preservation of and respect for human life in every situation a community faces. Ultimately, we hope to have communities, citizens, and police all be safer and treated fairly.

USE OF FORCE

Use of force is a part of law enforcement work, and law enforcement agencies have policies that outline the appropriate use of force. These policies describe a "Use-of-Force Continuum," an escalating series of actions an officer may take to resolve a situation, ranging from simple officer presence, where no force is used, up to use of lethal force, where a lethal weapon is used to gain control of a situation (National Institute of Justice, 2009).

Relationships between law enforcement and the community become strained when force is—or is perceived to be—used to resolve a situation that could have been resolved through alternate means farther down the use-of-force continuum.

Policies and training on use of force should authorize only the minimal amount of force necessary to protect citizen and officer safety, that is proportional to the incident, that brings an unlawful situation safely and effectively under control, and that preserves the constitutional and human rights of the citizen. The uses of force toward the lethal end of the continuum should be used only in the rarest, most dangerous of situations.

Excessive use of force has several negative consequences that the calls to action in this priority area aim to address. First is the disrespect of a citizen's constitutional and human rights. When citizens are treated with more force than their actions merit, then their rights have been violated.

But the negative consequences of excessive use of force extend beyond the individuals on the receiving end of that force. The regular use of force has led many citizens to view the police as an occupying force in their neighborhoods, damaging community trust, and making community safety even more difficult.

Relations between community and police in our region and in Ferguson were strained before August 9, 2014. But the events that occurred on that day and in the months that followed have forever changed the way many citizens in Ferguson—and throughout the region—see law enforcement. Repairing that relationship will not be easy, nor will it happen quickly.

However, any attempt to repair that relationship must begin through changes in use-of-force policies, officer training, and department culture. The burden for this initial work falls on officers and police departments, as sworn servants of the public, from whom they derive their power.

Decreased Use of Force Will Require Revised Policies, Training, and Culture

Decreasing the use of force has the ability to demonstrate greater respect for constitutional and human rights, repair damaged community/law enforcement relationships, reduce crime, and better equip our region's law enforcement officers to protect themselves and our citizens.

A policing approach known as procedural justice suggests that the way citizens view the justice system—including their treatment by law enforcement officers and the courts—is linked more with whether they perceive the *process* they experience to be fair, as opposed to whether they perceive the *outcome* to be fair. This is to say, if citizens feel heard and respected, and if they feel that they are interacting with an unbiased representative of the law who is treating them with fundamental fairness, then they are more likely to see the system as legitimate, respect the law enforcement process, and cooperate with law enforcement efforts (COPS, 2013).

We heard from many Black citizens in the St. Louis region who do not feel heard or respected when they interact with the police or the courts. They do not feel that they

are treated in an unbiased way. Rather, they feel that the presence of bias, a lack of respect, and an unwillingness to listen on the part of the police too often lead to unnecessary and/or excessive use of force.

Changing this reality will take more than simple changes in policy, though explicit policy changes regarding use of force are recommended. It will take more than training, though training in how and when to use de-escalation tactics and tactical withdrawal techniques, in social intelligence and social interaction skills, and in anti-bias and cultural responsiveness, are recommended here as well.

For policy and training changes to take hold, there must also be a change in law enforcement culture. Law enforcement organizations must adopt rules and policies that emphasize the guardian role, which is defined by procedural justice, respect, and the protection of human rights (President's Task Force on 21st Century Policing, 2015). Some independent agencies in our region have voluntarily done so already, but if those policies conflict with the existing culture, they will not be institutionalized and behavior will not change. Leadership and line officers alike must understand the negative impacts of excessive use of force, and commit to a law enforcement culture and organizational mindset that supports guardianship and minimal use of force.

When Force is Used, Investigations Must be Free from the Perception of Bias

Even if policies, training, and culture change, sometimes force must be used. When force is used, investigations into the use of force must be thorough and unbiased.

Today, public distrust in the police is compounded by the perception that when force is used, investigations into the use of force incident will be biased toward the law enforcement officer. This distrust stems from a system that relies on internal rather than independent investigations into these incidents.

Investigations into use of force are no doubt sensitive, and the desire of police departments and local prosecutors to maintain control of them is understandable. But at minimum, keeping such investigations in house undermines public trust in law enforcement and the justice system.

If the use of force is to be reformed, use-of-force policies must be examined and re-evaluated, officers must be trained to use the least amount of force necessary, and, when force is used, the incident must be reviewed through rigorous, fair investigations.

SIGNATURE CALLS TO ACTION THAT ADDRESS USE OF FORCE:

Assign Attorney General As Special Prosecutor in Use of Force Cases
The Attorney General shall serve as the special prosecutor in all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.
Accountable body(ies): County Prosecutors and Office of Attorney General

Assign Missouri Highway Patrol to Investigate Use of Force
The Missouri Highway Patrol shall be the default agency to create a task force with the requisite training and expertise that would be responsible for leading the criminal investigation in all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths. In cases where the Missouri Highway Patrol is the agency involved in a case of police use of force resulting in death, an appearance of a conflict of interest, an officer-involved shooting resulting in injury or death, or an in-custody death, the Attorney General shall be permitted to exercise his or her discretion to select members of non-involved law enforcement agencies to lead the investigation.
Accountable body(ies): Local Governments, Municipal Police Departments, Municipal Legislature, State Highway Patrol

Update Use of Force Statute for Fleeing Suspects
Update use of force statute to reflect the United States Supreme Court decision Tennessee v. Garner, which states that, under the Fourth Amendment, a law enforcement officer pursuing a fleeing suspect may not use deadly force to prevent escape unless "the officer has probable cause to believe that the suspect poses a significant threat of death or serious physical injury to the officer or others."
Accountable body(ies): Missouri Legislature, Governor

Establish Use of Force Database
Direct the state of Missouri to establish a statewide database on critical use of force statistics in order to improve department operations, state policy, and the public at large. The database must be publicly available, and in keeping with current sunshine laws, ensure a degree of anonymity that would not identify specific officers' involved. All police departments across the state shall be compelled to provide requested information. Proposed information would include:
[The following language is based on IACP model policy]:

- A complaint log;
- A central file for complaints in a secured area and in conformity with records retention requirements of state law;
- A regular audit of complaints to ascertain the

need for changes in training or policy;
- Use of force metrics identified in consultation with law enforcement officials and researchers
- Statistical or related information to identify trends involving all complaints of excessive force and abusive authority;

[The following language is based on the PERF report]: Prospective models for consolidated databases include the City of Ballwin in its operation of a "Document Center" locally and the Indiana Gateway for Government Unit's online collection platform.

Accountable body(ies): Department Executives, Missouri Legislature, Missouri Department of Public Safety, CALEA, MPCA

Revise Use of Force Policies and Training

Direct police departments across the state to revise their policies and training on use of force to authorize only the minimal amount of force necessary:

- To protect citizen and officer safety,
- That is proportional to the incident,
- That brings an unlawful situation safely and effectively under control, and
- That preserves the constitutional and human rights of the citizen.

Accountable body(ies): Department Executives, Missouri Legislature, Missouri Department of Public Safety, CALEA, MPCA

For More Detail, See:

Authorizing Appropriate Use of Force
Conducting Just Use of Force Investigations

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TRAINING

It would be unreasonable to expect that any person with no prior policing experience would be prepared to serve effectively as a police officer.

Rather, we expect that person to be trained extensively in the skills, practices, procedures, rules, and protocols of policing. We expect that person to learn from experienced mentors, to be given regular feedback, to be evaluated on performance by experts, and to be overseen by the citizens from whom they derive power.

We might expect this level of preparedness for someone in any job, but given the seriousness of the work and the ability of the officer to take life and seriously injure, we have even higher expectations of the training, preparation, and resulting professionalism of police officers.

In other words, we believe in the value, power, and potential of training to produce more effective, more capable, and better police officers.

Current Training is Insufficient and Inconsistent

The realities of policing today require a transformative approach to training. Our law enforcement officers need the executive-level relationship and communications training that supports their ability to build relationships with, communicate well with, and respect the communities that they serve.

To help decrease biased policing, officers need to be trained in cultural responsiveness and trained to recognize the impact of historical trauma. By understanding the issues related to topics such as implicit bias, racial profiling, fair and impartial policing, cultural and religious responsiveness, and concerns related to specific groups, including citizens with mental illness and members of the LGBTQ community, officers will be better able to understand the citizens they encounter, treat them fairly, and foster trust and mutual respect in diverse communities.

To support officer well-being and help officers manage the daily stress of policing, training and ongoing support must attend to the mental and physical wellness of officers. Ensuring physically and mentally strong officers helps secure public safety and ensure neighborhoods are patrolled by healthy personnel.

To ensure that all officers across the region receive training of a consistent quality that addresses the critical topics outlined above, officers should train together at a common training facility, sharing a common curriculum. The fractured nature of police departments in the region, with 60 different police departments, leads to inconsistent training, as well as problems of coordination and collaboration. Training officers together will provide consistent training in essential topics, foster coordination and collaboration, and also deliver economies of scale.

SIGNATURE CALLS TO ACTION THAT ADDRESS TRAINING:

Include Social Interaction Training in POST
POST shall ensure that basic police officer training includes lessons to improve social interaction as well as tactical skills. Topics shall include critical thinking, social intelligence, implicit bias, fair and impartial policing, historical trauma, and other topics that address capacity to build trust and legitimacy in diverse communities and offer better skills for gaining compliance without the use of physical force.
(Adapted from Recommendation 5.7 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): POST program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP, CALEA

Increase Police Training Hours
St. Louis area police departments shall develop and mandate tactical, wellness, and anti-bias training each year consisting of an additional 24 hours per year for a total of 72 hours in a three-year reporting period.
Accountable body(ies): St. Louis Area Police Departments, POST, Missouri Legislature

Include Implicit Bias and Cultural Responsiveness Training in POST
POST shall ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

- This shall occur with the assistance of advocacy groups that represent the viewpoints of communities that have adversarial relationships with law enforcement.
- Law enforcement agencies statewide shall implement training for officers that cover policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement; the Muslim, Arab, and South Asian communities; and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

POST shall conduct a periodic officer certification process for officers every 2 years to ensure anti-bias and culturally responsive policing practices are being utilized by individual law enforcement officers. The certification should include but not be limited to: review of office disciplinary records and citizen complaints, bias screening, and tactical and scenario-based screenings that assess culturally responsive practices.
(Adapted from Recommendation 5.9 and Action Item 5.9.2 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Consolidate Police Training Centers
St. Louis City and County shall combine their resources to create a single regional police training center that will offer basic, in-service, and advanced training for all police officers in the City and County, in line with Ferguson Commission proposed and approved training standards.
(Adapted from PERF Report's Recommendation #1)
Accountable body(ies): St. Louis City and St. Louis County leadership, County Board of Police Commissioners, County Council

For More Detail, See:
Strengthening Anti-Bias and Cultural Competency
Improving Officer Training

CIVILIAN REVIEW

A recurring theme that links many of the calls to action recommended by the Ferguson Commission is distrust between citizens and law enforcement. Underlying that distrust is a sense of distance and secrecy about law enforcement, a sense that the work they do is inaccessible to the average citizen.

This distance between citizens and law enforcement inhibits open and effective communication, prevents the establishment of relationships based on mutual respect, allows for bias, and discourages the patience and understanding that communication and respectful relationships cultivate. The resulting distrust makes citizens feel unsafe in their own communities and makes it harder for police to effectively and respectfully do their job.

Civilian review of law enforcement activity is a significant step toward addressing that mistrust. Giving civilians, who are critical stakeholders in community safety, and from whom police officers derive their power as public servants, a seat at the law enforcement table creates opportunities for increased communication, greater understanding of both community needs and law enforcement concerns, and a broader range of perspectives when policies and practices are discussed.

More importantly, having citizens at the table creates greater accountability for law enforcement, and a true opportunity for citizen voices to be heard in the law enforcement process, both of which are critical factors for rebuilding trust and legitimacy.

When Citizens Bring Perspective

Because they do not do police work every day, and because they do not have years of police training, citizens engaged in the oversight process will ask questions and challenge assumptions about police protocol that officers would never have thought to consider.

Feedback channels and opportunities for evaluation are beneficial to any organization. Civilian review boards help exercise this culture of awareness and serve as a formalized bridge into the community.

Citizens are needed at the law enforcement table not because they are experts in policing, but precisely because they are not experts. Their insight into the day-to-day lives of average citizens is the perspective that law enforcement agencies need to effectively protect and serve the community.

SIGNATURE CALLS TO ACTION THAT ADDRESS CIVILIAN REVIEW:

Create Civilian Review Boards at the Municipal Level
Municipalities (community organizations, municipal governments) shall establish independent civilian oversight boards designed to meet the unique needs of each municipality. In addition, independent civilian oversight boards shall have the power to review non-confidential police data and engage in regular meetings with police upper management to advise them on policies and practices. The purpose of the board shall be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed in light of incidents or events that may occur.
Accountable body(ies): Missouri General Assembly, Governor, St. Louis County Executive, Municipal governments, Community Organizations

Create Civilian Review Boards at the County Level
Counties across the state should establish independent civilian oversight boards designed to manage municipal oversight boards and civilian investigations particularly when local efforts cannot sufficiently address incidents under review. In addition, these independent investigative boards shall align with the following characteristics for effectiveness:

- Able and authorized to investigate potential criminal wrongdoing by officers and to make recommendations for prosecutions that are then evaluated by special prosecutors;
- Provided with a sufficient budget;
- Able and authorized to issue subpoenas and search warrants; and
- Provided with a well-defined jurisdiction and mandate

(Adapted from Harvard Law Review "Enhancing Accountability and Trust with Independent Investigations of Police Lethal Force")
Accountable body(ies): Missouri Legislature, Governor, St. Louis County Executive

For More Detail, See:
Expanding Civilian Oversight

RESPONSE TO DEMONSTRATION

The police response to demonstrators in the days following the death of Michael Brown was central to the rise of Ferguson as a national story, which across the next few months would lead to much criticism from protest groups, media outlets, and eventually the U.S. Department of Justice, whose September 2015 report contains nearly 50 critical findings (United States Department of Justice, 2015).

Specific criticisms cited violations of constitutional rights, escalation and use of excessive force, use of military-style weapons and gear, inappropriate use of K-9 units, communication breakdowns, and indiscriminate use of tear gas on crowds, which is banned by international law (United States Department of Justice, 2015).

What all these problems point to is the lack of an appropriate plan for dealing with demonstration.

St. Louis law enforcement agencies should aim to have a more human, non-militarized, proportional response to future protest or demonstration activity in the region. Thus, it is imperative that the entire region's law enforcement and partner units prepare for such activity by developing a comprehensive Demonstration Response Plan, constructed with community input. The plan proposed by the Ferguson Commission was developed in dialogue with grassroots organizations, activists, local policing officials, and national experts. Its focus is on prioritizing the preservation of human life, honoring the principles of community-based policing, and protecting the human and constitutional rights of all citizens who wish to exercise their right to protest.

SIGNATURE CALLS TO ACTION THAT ADDRESS RESPONSE TO DEMONSTRATION:

Develop a Comprehensive Demonstration Response Plan

Direct County and City Governments across the state to differentiate emergency and demonstration approaches by consulting with community members, community organizers and law enforcement officials to design a publicly available Demonstration Response Plan that:

- First prioritizes the preservation of human life and adheres to the principles of community policing, guardianship, and the protection of human and constitutional rights (Adapted from Rules of Engagement);
- Designates traditionally credentialed media as press only and not demonstrators, allowing them to perform their constitutional duties freely without threat of arrest;
- Recognizes the incendiary nature of the arrest of news media and clearly designated legal observers, and will refrain from arrest unless they interfere with police activities;
- Modifies the code 1000/2000 protocol in the case of demonstration activity such that, when a demonstration exceeds the capacity of a municipal police department to respond, the Saint Louis County Police Department shall serve as the primary line of command and, through mutual aid agreements, will determine how municipalities will assist in non-demonstration functions. It should be noted that the Saint Louis County Police Department shall fulfill this role in accordance with the preservation of human life and the principles of community policing, guardianship, and the protection of human and constitutional rights; and
- Directs police departments across the state to revise their policies and training on use of force to authorize only the minimal amount of force that is proportional to the incident, brings an unlawful situation safely and effectively under control, and preserves the constitutional and human rights of the citizen.

Accountable body(ies): St. Louis City and St. Louis County leadership, County Board of Police Commissioners, St. Louis Municipal Police Departments, State Highway Patrol, County Council, Statewide Police Department Subdivisions

For More Detail, See:

Re-envisioning Approach to Demonstration

References:

1. United States Department of Justice, Civil Rights Division. (2015). Investigation of the Ferguson Police Department. Retrieved from: http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

COURT REFORM

The signature priorities in this section address four key areas the Commission believes merit urgent attention: sentencing practices, protection of constitutional rights, conflicts of interest in municipal and county courts, and consolidation of municipal courts.

SENTENCING REFORM

One of the most basic tenets of justice is the idea that the punishment should fit the crime.

In the St. Louis region, minor offenses can easily lead to major, disproportionate punishments.

For instance, in Ferguson, from 2010 to December 2014, municipal arrest warrants were issued most often for Driving While License Is Suspended, Expired License Plates, Failure to Register a Vehicle, No Proof of Insurance, and Speed Limit violations (not including "Failure to Appear" violations) (United States Department of Justice, 2015).

While these violations of municipal code would not on their own result in jail time, once a warrant has been issued on the case, "arrest and detention are not uncommon" (United States Department of Justice, 2015). In fact, "during the roughly six-month period from April to September 2014, 256 people were booked into the Ferguson City Jail after being arrested at least in part for an outstanding warrant—96% of whom were African American. Of these individuals, 28 were held for longer than two days, and 27 of these 28 people were Black" (United States Department of Justice, 2015).

Issuing Arrest Warrants for Nonviolent Offenses is Common

This practice of issuing arrest warrants for nonviolent offenses is widespread in St. Louis County. In 2013 alone, the municipal court in Ferguson—a city of 21,135 people—issued 32,975 arrest warrants for nonviolent offenses, mostly driving violations. Pine Lawn, with a population of just 3,275, issued 5,333 new warrants, bringing its total outstanding warrants to 23,457 (ArchCity Defenders, 2014).

Yet Ferguson and Pine Lawn are not outliers—ArchCity Defenders estimates that more than half the courts in St. Louis County use these same practices (ArchCity Defenders, 2014).

Jailing Nonviolent Offenders Can Wreck Lives

When someone is jailed for failure to pay tickets, the justice system has not removed a dangerous criminal from the streets. In many cases, it has simply removed a poor person from the streets.

In these cases, the justice system also removes that poor person from their family, from their community, and in many cases, from their job. These sentences can have long-lasting, widely-felt consequences, none of which directly impact community safety.

Being put in jail for failing to pay a ticket for expired license plates may seem extreme on its own. But when added to the reality of why people often fail to pay those tickets—that they are low-income workers struggling to make ends meet and take care of a family with wages from an hourly job—it can become tragic.

When jail time results in three or four days of missed work, it can result in the loss of employment, making it even more difficult to pay mounting fines and consequently to find another job. A three or four day absence from the home can add further strain and stress on a parent struggling to be present for their children, and can result in trauma for children who can't understand why a parent was taken away.

This disproportionate judicial response is not effective for ensuring community safety, establishing trust in the courts, or maintaining justice.

Addressing Inequity through Community Justice Centers

In addition to reforming these sentencing practices, the calls to action in this signature priority also aim to establish community justice centers to help citizens navigate the justice system and to ensure that citizens are treated fairly.

The aim of a community justice center is to improve community engagement and decrease interactions with the court. Community justice centers can provide citizens with case management and social work services, offer citizens limited legal advice to help them avoid future violations, and connect people to organizations that can help them address a variety of issues, including insurance, housing, employment, mental health, and credit counseling—issues that are often behind traffic and other municipal violations.

Community justice centers can also help resolve community disputes; bring together law enforcement, community organizations, and community members to address pressing community issues; and can open up a broad range of alternative sentencing options for judges and prosecutors, including community service, community restitution, community mediation, and access to social services.

SIGNATURE CALLS TO ACTION THAT ADDRESS SENTENCING REFORM:

Eliminate Incarceration for Minor Offenses
Municipal courts shall not incarcerate individuals for minor, nonviolent offenses. They should also not issue "failure to appear" warrants on such charges, as these often lead to incarceration.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Establish Alternative Sentencing Options
Municipal courts shall establish effective alternatives to jail time, fines, and fees for violations of municipal ordinances, including payment plans and community service.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature

Treat Nonviolent Offenses as Civil Violations
Municipalities shall treat minor nonviolent offenses as civil violations rather than criminal cases.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Collect Municipal Court Debts Like Civil Debts
Municipal courts shall collect debts in a manner consistent with other civil debts.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Create Community Justice Centers
We strongly recommend that municipalities institute some form of community justice center that operates in conjunction with the municipal court for individuals charged with traffic violations and other types of violations who are unable to pay or otherwise in need. This community-based, municipal justice approach could include case management and social work services, providing judges and prosecutors with a broad range of alternative sentencing options (such as community service, community restitution, community mediation, and access to social services) and could help coordinate and cultivate new community service alternatives, as now required by law.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature, Circuit Courts

For More Detail, See:
Utilizing Community-Based Alternatives to Traditional Sentencing
Redefining the Municipal Court Response to Nonviolent Offenses

References:

1. ArchCity Defenders. (2014). Municipal courts white paper. Retrieved from: http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf
2. United States Department of Justice, Civil Rights Division. (2015). Investigation of the Ferguson Police Department. Retrieved from: http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

CONSTITUTIONAL RIGHTS

A fair and just court system rests on a foundation of constitutional rights. The United States Constitution is clear about these rights.

The Fifth Amendment states that, "No person shall be … deprived of life, liberty, or property, without due process of law …"

The Sixth Amendment states that, "In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the state and district wherein the crime shall have been committed … and to have the assistance of counsel for his defense."

The Fourteenth Amendment again emphasizes the importance of due process, this time at the state level, stating that, "No state shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any state deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws."

St. Louis municipal courts have been noted for detaining defendants for excessive periods of time without due process, for holding defendants for their inability to pay fines and fees, for failure to inform defendants that they have the right to counsel (which has led to unrepresented defendants entering guilty pleas without knowing of their right to counsel), and for failure to assign counsel to minors charged with crimes (ArchCity Defenders, 2014, and United States Department of Justice, 2015).

It is the duty of the courts to uphold the Constitution, meaning it is also the duty of the courts to make defendants aware of their right to counsel, to assign public defenders to criminally-charged minors, and to ensure that all defendants receive due process.

The calls to action in this signature priority address these issues directly. They also call for training for all municipal, jail, and city government employees in the constitutional rights of the citizens they interact with, so that they may consistently ensure due process of law, and the protections afforded by the Constitution.

These changes in policy and practice, and the corresponding training to ensure their proper execution, are essential to regaining the public's trust in its municipal courts.

SIGNATURE CALLS TO ACTION THAT ADDRESS CONSTITUTIONAL RIGHTS:

Inform Defendants of Right to Counsel
Municipal courts shall inform all defendants of their right to counsel and must obtain an informed waiver if defendants choose to proceed pro se. If a defendant requests counsel but cannot afford representation, the court shall appoint an attorney when constitutionally or statutorily required. Municipal courts shall provide attorneys for all minors and in additional instances where doing so is consistent with their policies.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Assign Public Defenders for Criminally-Charged Minors
Minors charged with a criminal offense with jail as a potential sentence shall be assigned a public defender.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Train Municipal Court, Jail, and City Government Employees in Constitutional Rights
All municipal court, jail, and city government employees shall receive annual cultural bias training and training on how to protect the constitutional rights of residents and defendants, and on how to effectively administer courts. Each employee must sign a written acknowledgement upon completion of training. This training shall ensure that personnel adequately understand that the following apply to their activities and duties:

- All relevant administrative rules of the Missouri Supreme Court, the applicable judicial circuit court, and the municipal court.
- All constitutional and statutory procedural rights afforded to citizens.
- All other constitutional protections for citizens, including the requirements that:
    - Consistent with the Equal Protection Clause of the Fourteenth Amendment to the United States Constitution, municipal courts shall not hold a person in custody after an arrest because the person is too

poor to post a monetary bond or bail payment.
  - Municipal courts shall not hold a person in jail for nonpayment at proceedings initiated by the municipality without a meaningful inquiry into the person's ability to pay (including notice and an opportunity to present evidence) and without the assistance of counsel or an informed waiver of assistance.
  - Municipal courts shall provide all inmates held in any municipal jail with a toothbrush, toothpaste, hand soap, shower access, reasonably sanitary surroundings, exercise, reading materials, adequate medical care, and nutritious meals. Feminine hygiene products shall be provided to inmates upon request. No person shall be charged any money for any time spent in jail or for the provision of basic needs while in jail.

Accountable body(ies): Principal actors in the system of municipal governance (e.g., municipal officials, police officers, prosecutors, municipal court judges, municipal court personnel), Municipal Courts, 21st Judicial Circuit Court, Office of State Court Administration, Missouri Supreme Court

For More Detail, See:
Protecting Constitutional Rights Through Effectively Administered Courts
Increasing Awareness of Rights and Procedures

References:

1. ArchCity Defenders. (2014). Municipal Courts White Paper. Retrieved from http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf
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CONFLICTS OF INTEREST

In Missouri's 21st Judicial Circuit municipal court system, attorneys serve multiple roles across multiple jurisdictions: as prosecutor in one municipality and judge in a neighboring one; as judge in multiple municipalities and private attorney in others; as prosecutor in multiple municipalities and private attorney in others; and as a city attorney and prosecutor for the same municipality.

Data compiled in March 2015 by St. Louis Public Radio showed that "three St. Louis-area firms provide prosecutors or judges for more than a quarter of the county's municipal courts, from Bel Nor to Valley Park" (Bouscaren, 2015).

Of the 83 municipalities in the St. Louis area, all but 14 had at least one connection to another municipality, where a "connection" is "sharing a judge or prosecutor, or having a judge or prosecutor who works for the same law firm as a judge or prosecutor in another municipality" (Bouscaren, 2015).

The National Prosecution Standards of the National District Attorneys Association state that, "Part-time prosecutors should not represent persons in criminal matters in other jurisdictions" (National District Attorneys Association, 2009).

At a time when trust in the municipal court system is low, and the fairness of the municipal courts is in doubt, the perception of conflicts of interest invited by the current practices undermines the legitimacy of the municipal courts and causes citizens to question whether justice is being consistently served.

The Commission's recommendations aim to increase transparency and accountability by ending these practices and preventing potential conflicts of interest in the municipal court system.

SIGNATURE CALLS TO ACTION THAT ADDRESS CONFLICT OF INTEREST:

Prevent Conflicts of Interest Among Judges
Municipal judges shall be prohibited from engaging in municipal court practice in the county in which they serve as a municipal judge.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature, Presiding Judge of the 21st Judicial Circuit, Municipal Courts, The Missouri Bar

Prevent Conflicts of Interest Among Prosecutors
Municipal prosecutors shall be prohibited from representing criminal defendants in municipal courts within the county in which they serve as a prosecutor.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature, Presiding Judge of the 21st Judicial Circuit, Municipal Courts, The Missouri Bar

For More Detail, See:
Preventing Conflicts of Interest

References

1. Bouscaren, D. (2015). Overlapping judges, prosecutors weave tangled web in St. Louis County municipal courts. St. Louis Public Radio. Retrieved from http://news.stlpublicradio.org/post/overlapping-judges-prosecutors-weave-tangled-web-st-louis-county-municipal-courts
2. National District Attorneys Association. (2009). National prosecution standards, Third Edition. Retrieved from http://www.ndaa.org/pdf/NDAA%20NPS%203rd%20Ed.%20w%20Revised%20Commentary.pdf

CONSOLIDATION

According to a report called "The Making of Ferguson," when the Black population grew in areas of St. Louis decades ago, White people began to leave and property values began to fall (Rothstein, 2014). Called 'White Flight,' this is an established pattern of migration witnessed across the country. The little towns that are left today throughout the St. Louis region are largely Black, and many of them have problems with budgets because of their small sizes (Better Together St. Louis, 2014).

These small municipalities often turn to their traffic cops and municipal courts in order to generate the revenue needed to balance their budgets (Better Together, 2014). According to the data collected by Better Together, three municipalities—Vinita Terrace (population 277), Calverton Park (population 1,293), and Pine Lawn (population 3,275)—received 51.83 percent, 66.32 percent, and 48.12 percent of their municipal revenue from their courts' fines and fees collection respectively (Better Together St. Louis, 2014). Vinita Terrace is 72.92 percent Black, Calverton Park is 42.23 percent Black, and Pine Lawn is 96.40 percent Black (Better Together St. Louis, 2014).

Webster Groves, on the other hand, has a population of 22,995, is 89.9 percent White, and the amount of money the municipality generates from court fines and fees is only seven percent of their overall revenue (Better Together St. Louis, 2014).

Many things unite the St. Louis region. But when it comes to municipal courts and law enforcement agencies, St. Louis is fragmented. And these numbers reveal just one of the ways the current state of municipal fragmentation is both a result of and a propagator of racial disparity.

St. Louis County has 81 different municipal courts.
St. Louis County has 60 separate municipal police departments.

Our findings are that this fragmentation of courts and police departments is not only costly and a grossly inefficient use of taxpayer resources, but more importantly presents as an impediment to justice for many of our region's citizens.

The Consequences of Court Fragmentation

Because municipalities operate many small courts, some courts have a lack of time and space, inadequate facilities, insufficient resources and processes for accurate record keeping, and lack the resources to provide their key personnel training beyond the basics.

Many of the 81 municipalities with courts are small, and none is large enough to hold court on a daily basis (ArchCity Defenders, 2014). Some, such as the municipality of Dellwood, only meet once a month. This means that citizens who have been arrested on a warrant and are unable to pay the bond can spend weeks in jail waiting to see a judge (ArchCity Defenders, 2014).

Because no municipal court meets daily, judges and prosecutors are necessarily part-time. But as discussed in the section on court reform, part-time judges and prosecutors often serve in multiple roles in multiple districts, creating the potential for—and perception of—conflicts of interest. Consolidated, full-time courts would eliminate this issue as well.

Managing and administering 81 municipal courts brings with it challenges that can impede the swift implementation of improvements. The average judicial circuit in Missouri oversees 8.6 municipal court divisions (Better Together, 2014). By comparison, the St. Louis County circuit oversees 81 municipal courts (Better Together, 2014). The presiding judge of the St. Louis County circuit oversees on the order of ten times as many courts as the average presiding judge in the state (Better Together, 2014).

Though these courts are under-resourced, in 2013, operating all 81 municipal courts in St. Louis County still cost more than $15.8 million. One projection shows that if these courts were consolidated into four full-time professional courts, the estimated costs would drop to between $6 million and $8 million a year (ArchCity Defenders, 2015).

Creating larger, better staffed courts could save money by leveraging shared resources and could raise public confidence in the effectiveness and efficiency of the courts by creating consistent procedures.

The Consequences of Police Fragmentation

Municipal police departments in St. Louis County range from the tiny (Bella Vista, Bel-Nor, and Flordell Hills Police Departments each have only five officers) to the mid-sized (Chesterfield and Florissant each have approximately 90 officers). All municipal police departments are dwarfed by the St. Louis County Police Department, which has almost 850 sworn officers, and the St. Louis Metropolitan Police Department, which has more than 1,200 sworn officers. Many of the smaller agencies rely on larger agencies for a range of services, including dispatch, detention, investigations, and crime scene processing (Police Executive Research Forum, 2015).

This fragmentation of departments and services creates inefficiencies. Though some services are shared, the costs for items like vehicles and equipment fall on each department, preventing smaller municipalities from taking advantage of economies of scale.

Fragmented emergency dispatch centers not only lead to inflated costs, they also affect public safety. At a town hall meeting conducted by the Police Executive Research Forum in January 2015, a resident of unincorporated St. Louis County explained that when she calls the police, it may take over 20 minutes for county police to respond. "It doesn't make any sense," she said. "I live right next to the Eureka Police Department. Why can't they just respond?" Another meeting participant shared that he had tried to report an apparently drunk driver he observed on the road, but kept getting transferred from one dispatch center to another, or told to call another department, because the drunk driver kept passing through different municipalities (Police Executive Research Forum, 2015).

This fragmentation also has the potential to lead to citizen harassment. For example, on a "busy 10-mile stretch of Route 115 (also known as Natural Bridge Road) [that] crosses through 16 different municipalities […] a motorist with a traffic violation such as expired license plates could get pulled over for the same violation in multiple jurisdictions on a single trip" (Police Executive Research Forum, 2015). In situations like this, police officers following the orders of their municipal leadership bear the brunt of citizen resentment.

Finally, and perhaps most crucially, fragmentation also gets in the way of cooperation. As stated by St. Louis County Police Chief John Belmar, "It is not realistic for my agency to have close relationships with five dozen different departments. Inter-agency coordination and cooperation—from everyday policing to major investigations and events—would be much easier if there were a more manageable number of municipal departments" (Police Executive Research Forum, 2015).

There will undoubtedly be logistical challenges involved with consolidating municipal courts and police departments. However, for the sake of the region, the Ferguson Commission recommends prioritizing consolidation of these two critical pieces of the justice system in pursuit of justice for all.

SIGNATURE CALLS TO ACTION THAT ADDRESS CONSOLIDATION:

Consolidate Law Enforcement Agencies
Law enforcement agencies across the St. Louis region shall consolidate contiguous jurisdictions. For the purpose of the consolidation process, the agencies shall designate anchor departments through an evaluation process which determines the department that best aligns with the vision for policing in the St. Louis region described by the Commission. Consolidation clusters may include those enumerated in the Police Executive Research Forum report "Overcoming the Challenges and Creating a Regional Approach to Policing in St. Louis City and County" (PERF Report)
Accountable body(ies): County Council, SLCPD, Affected Political Subdivisions, Missouri Legislature, Missouri Police Chiefs Charitable Foundation, POST

Consolidate Municipal Courts
The Missouri Supreme Court shall take direct jurisdiction of municipal court functions through the associate circuit court and consolidate into an appropriate number the municipal courts for the purpose of the efficient administration of justice.
Accountable body(ies): Municipalities, Municipal organizations (e.g., 24:1), Presiding judge of 21st Judicial Circuit, Missouri Supreme Court (under Article V of MO Constitution), Missouri Legislature, Federal Government

For More Detail, See:
Facilitating Efficiency through Consolidation of Police Departments
Facilitating Efficiency through Consolidation (Municipal Courts)

References

1. ArchCity Defenders. (2014). Municipal courts white paper. Retrieved from http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf
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JUSTICE FOR ALL - RACIAL EQUITY LENS ASSESSMENT

Our commitment to racial equity means that we intentionally and critically examine race and ethnicity when analyzing problems, proposing solutions, and measuring success. Therefore, these indicators are important to consider when making policy and
evaluating effectiveness.

SIGNATURE CALLS TO ACTION (Headlines only)	***INDICATORS***
Assign Attorney General to serve as Special Prosecutor in Use of Force Investigations; Assign MO Highway Patrol to Investigate Critical Use of Force; Update Use of Force Statute to Reflect Tennessee vs. Garner; Establish Use of Force Database; Revise Policies and Training on Use of Force	• 50 percent of those killed in the U.S. by police are minorities. Minorities make up about 37 percent of the population (The Guardian, 2015). • 60 percent of minorities killed by police in the U.S. were unarmed (The Guardian, 2015).
Include Social Interaction Training in POST; Increase Police Training Hours	• 37 percent of Black Americans have a great deal of trust in police, compared to 59 percent of White Americans (Newport, 2014). • 45 percent of Black Americans say police officers have high or very high levels of honesty and ethics, compared to 59 percent of White Americans (Newport, 2014).
Include Implicit Bias and Cultural Responsiveness Training in POST	• In Missouri, Black motorists are 75 percent more likely than White motorists to be stopped in traffic stops (Koster, 2014). • In Missouri, Black and Hispanic residents are more than 70 percent more likely to be searched, and 90 percent more likely to be arrested (Koster, 2014).
Municipality and County Civilian Oversight Boards	• The City of St. Louis and 15 municipalities in St. Louis County have a disparity index (where Disparity index = (proportion of stops / proportion of population. A value of 1 represents no disparity; values greater than 1 indicate over-representation; values less than 1 indicate under-representation) that exceeds 5.0. Statewide, the disparity index is 1.59 (Koster, 2014).
Enhance Police Department Demonstration Procedures and Protocols	• No Data Indicators Currently Identified
Consolidate Police Training Centers	• No Data Indicators Currently Identified
Consolidate Law Enforcement Agencies	• No Data Indicators Currently Identified

Incarceration and Alternative Sentencing	• In the US in 2011, the rate of juvenile placement in residential correction facilities for Black males was 733 per 100,000, for White males it was 153 per 100,000 (National Center for Education Statistics, 2015). • In MO in 2014, 36 percent of the 31,942 incarcerated offenders in the state were Black (Missouri Department of Correction, 2014). • In MO in 2014, 26.6 percent of the 62,429 offenders on probation or parole in the state were Black (Missouri Department of Correction, 2014).
Treat Nonviolent Offenses as Civil Violations	• In Ferguson in 2015, Black residents were 68 percent less likely than others to have their cases dismissed by the municipal judge (United States Department of Justice, 2015). • In Ferguson in 2013, African Americans were at least 50 percent more likely to have their cases lead to an arrest warrant (US Department of Justice, 2015). • In Ferguson in 2013, Black residents accounted for 92 percent of cases in which an arrest warrant was issued (US Department of Justice, 2015).

Train Municipal, Jail, and City Government Employees in Constitutional Rights	• In Ferguson in 2015, Black citizens accounted for:
	  • 95 percent of Manner of Walking charges
	  • 94 percent of all Fail to Comply charges
	  • 92 percent of all Resisting Arrest charges
	  • 92 percent of all Peace Disturbance charges
	  • 89 percent of all Failure to Obey charges (US Department of Justice, 2015)

Consolidate Municipal Courts	• Whereas 24 percent of St. Louis County identify as African-American, 62 percent of residents in the twenty-one municipalities relying most disproportionately on court fines and fees identify as African-American (Better Together, 2014).
Establish Community Justice Centers	• No Data Indicators Currently Identified
Inform Defendants of Right to Counsel	• No Data Indicators Currently Identified
Assign Public Defenders for Criminally-Charged Minors	• No Data Indicators Currently Identified
Prevent Conflict of Interest Among Judges	• No Data Indicators Currently Identified
Prevent Conflict of Interest Among Prosecutors	• No Data Indicators Currently Identified

References:

1. Better Together. (2014). Public safety - municipal courts. Retrieved from http://www.bettertogetherstl.com/wp-content/uploads/2014/10/BT-Municipal-Courts-Report-Full- Report1.pdf
2. The Guardian. (2015). The counted: People killed by police in the US. Retrieved from http://www.theguardian.com/us-news/ng-interactive/2015/jun/01/the-counted-map-us-police-killings.
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It's impossible to know how society will change in the next few generations, and our goal was not to plan for specific contingencies. Rather, our hope was to learn from our history and our current state, to examine our current structures and systems to see which hold children back and which build them up, and to recommend new policies, structures and systems that do less holding back and more building up.

In evaluating our efforts, one of the core questions that the Ferguson Commission working groups emphasized was how our recommendations impact generational change—that is, how they impact not only the current generation, but generations to come.

In thinking about what is best for children and youth, we are, of course, thinking about what is best for the region in the long term, and so the themes that apply throughout this report apply here.

We must think strategically at the systems level when considering changes, making sure to consider side effects, and weighing the potential impact. We must think at the community level, understanding the many stakeholders who will be affected and can be valuable allies in supporting decisions. We must think about ways to collaborate and cooperate, and to avoid the fragmentation that too often keeps our region from working together. We must measure our success and hold ourselves accountable through data, and be transparent about the results of that data. And because change of the type we seek requires a significant investment of time, energy, and resources, we must concentrate and align our efforts where they will make the most impact.

SUPPORTING THE WHOLE CHILD

As adults, we instinctively understand that we are complex, intricate, interconnected beings.

When things aren't going well at home, we struggle to focus at work. When things aren't going well at work, we don't sleep well at night. When we don't sleep well at night, our health suffers, our energy drops, and our work and relationships suffer. When we are hungry, we lose patience, and we are quick to anger. When we are angry and impatient, we more easily damage our relationships. When we damage our relationships with others, we get down on ourselves. When we get down on ourselves, we don't make healthy choices about eating, sleeping, and exercise. When we don't make healthy choices, we are not at our best, and our work and our relationships and our state of mind suffer.

In other words, it's complicated. It's always complicated.

Day after day, week after week, we struggle with this push and pull, challenged to balance the ever-shifting demands of adult life.

Knowing the depth and complexity of these internal connections—not to mention how that complexity multiplies when family, friends, neighbors, and co-workers are added to the equation, or how we are affected by our immediate surroundings—we understand that our struggles belong in a larger context. We hope and expect others to consider our struggles in that larger context as well. We no more want to be judged for our failings in a single facet of our lives than we want others to assume that a single facet of our lives represents the entirety of who we are.

Yet when we talk about the struggles that children face, we too often compartmentalize them, as though they can be easily separated from each other.

To support the whole child is to appreciate how hunger not only affects health, but also how it affects a child's behavior in school, and how a child's behavior in school—and the kind and severity of discipline that school leaders use to address that behavior—affects that child's education. To support the whole child is to appreciate how that child's education affects not only his or her own future well-being—career prospects, access to health care, ability to build wealth, etc.—but also, by definition, the well-being of the next generation, to which that child will be a parent.

Considering the whole child—thinking about every child as a developing human being with unknowable, infinite potential—impels us to think holistically about how we as a society, as a community, as a region, can support

that child.

That's why the calls to action recommended in this section aim to address specific issues that are essential to child well-being, but more importantly, aim to consider these in the context of the whole child.

Addressing Hunger

In Missouri, more than one of every five children lives in a home where food security is a concern (Feeding America, 2013). This means that, at some point during the year, those children suffer from a lack of sufficient food or the limited availability of nutritionally-adequate foods (USDA, 2015).

The effects of hunger can be severe and far-reaching. Insufficient nutritional intake in a child's first two years of life can lead to increased susceptibility to short-term and long-term illness, as well as slowed mental development and physical growth (Hoddinott et al, 2008).

The Supplemental Nutrition Assistance Program (SNAP) and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) are two federal programs that address hunger and are available to households with income below a designated threshold.

In Missouri, approximately 1.04 million people were eligible for SNAP (more commonly known as food stamps) in 2012, with approximately 89 percent of those participating in the program (Cunnyngham, 2015). More than 255,000 Missourians were eligible for WIC benefits in 2011, but only approximately 57 percent of those participated (USDA, 2014).

While many economic factors lead to hunger and food insecurity, and this report aims to address them as well, there are administrative and logistical hurdles that keep Missourians from making the most of the federal food programs that already exist.

One simple example, described by the organization Empower Missouri, is that when people try to enroll at the Department of Social Services office, they submit written paperwork and then must wait for a phone call to complete their application and activate the service (Weilundemo, 2015).

However, many applicants to these programs work shift jobs and cannot easily answer phone calls while at work. Missing a call sends the applicant to the back of the line, delaying the process—and in doing so, potentially keeps a child hungry. An administrative approach that places the client first will more effectively meet the needs of hungry people in Missouri.

The Ferguson Commission calls on the accountable bodies to work together to remove these hurdles, raise awareness of these and other programs, and maximize the impact that existing resources can have in feeding hungry Missourians, especially children.

Schools as Centers of Health

One of the primary ways to address childhood hunger is through public school breakfast and lunch programs. During the school year, students enrolled in programs like the School Breakfast Program and the National School Lunch Program get at least one nutritious meal a day (Benefits.gov, 2015).

However, schools can have an impact on childhood health beyond breakfast and lunch.

Given the role that schools play in most children's lives, they are natural partners in the mission to support overall student health and well-being. School-based health centers can provide access to the services—medical, nursing, behavioral counseling, oral health care, reproductive health counseling, nutrition education, and general health promotion—that enable children and adolescents to thrive. By preventing illness and addressing behavioral health issues that lead to suspension and expulsion, these services can keep kids in school, sports, and activities, and help ensure that their physical, mental, social, and emotional needs are met.

School-based health centers can also serve as entry points to other federal programs that promote health, such as the Children's Health Insurance Program (CHIP) and Medicaid, by identifying students who receive free or reduced school lunches—and are thus likely to qualify for other federal programs—and working with parents to enroll them in these programs.

Reforming School Discipline

For a child to receive all the health and well-being benefits that can come from school, the child has to be in school.

However, current school discipline policies keep many children out of school—away from those benefits and away from the classroom learning they need to succeed academically.

This discipline begins at a young age. Some schools in the St. Louis region discipline students as young as pre-kindergarten through 3rd grade with out-of-school suspensions and expulsions (Losen et. al.,2015). And out-of-school suspension for such young students sets off a cascade of aftershocks.

A 2014 study found that fourth graders who missed three

days of school in the month before taking a national academic performance exam scored a full grade lower in reading (Ginsberg, et al., 2014). Higher suspension rates are also closely tied to higher dropout and delinquency rates—which ultimately have tremendous economic costs for not only the suspended students, but also society as a whole (Marchbanks et al., 2015; Losen, 2015).

How Unconscious Bias Creates a Discipline Gap

Data shows that school discipline is not distributed equally. In the 2011-2012 school year, 14.3 percent of Black elementary school students in Missouri were suspended, compared to 1.8 percent of White students. Missouri's discipline gap between Black students and White students was the largest among the 48 states studied (Losen et al., 2015).

In addition to hurting academic performance, this disproportionate discipline of Black students lowers teacher expectations and has been shown to increase the likelihood of future incarceration (Okonofua & Eberhardt, 2015). Some experts say that out-of-school suspensions, especially in early grades, direct children toward the so-called "school-to-prison pipeline." The stigma of having been suspended and the academic disadvantage caused by missing class time follows students. As they move up, new teachers expect bad behavior. And if academic performance continues to suffer, this lowers the teacher's expectations for academic success, as well as the student's.

Research suggests that some of the discipline gap can be attributed to teacher bias, which predisposes them to expect less of minority students and to discipline them more frequently and more harshly. In an experiment where teachers compared school records and were asked whether the student was a troublemaker, the researchers found that student names, which could have signified their race, (e.g., LaShawn vs. Jake), could not only influence "how perceivers interpret a specific behavior, but also can enhance perceivers' detection of behavioral patterns across time." In most cases, teachers—including Black ones—were more likely to label students they believed were Black as troublemakers (Okonofua & Eberhardt, 2015).

The calls to action in this signature priority focus on raising awareness of these unconscious biases (as well as any conscious biases) and providing cultural responsiveness and anti-bias training for teachers and school staff, reforming the policies and practices that disproportionately impact Black students, tracking and monitoring school discipline data to identify disparities in school discipline, and working to align school discipline policies with positive youth development and restorative justice frameworks.

SIGNATURE CALLS TO ACTION THAT ADDRESS SUPPORTING THE WHOLE CHILD:

Establish School-Based Health Centers

Improve childhood physical and mental health:

- Establish School Based Health Centers: The creation of comprehensive school based health centers in the region should include access to mental health, case management and reproductive health. These centers keep kids in school (both by preventing illness and addressing behavioral health issues that lead to suspension and expulsion), in sports, in activities and help kids and families get their needs met. Lastly these centers in schools could be resources to help impact broader school health including health literacy, healthy eating and promotion of healthy activity for children and youth.
- Create trauma-informed schools and districts. Ensure evidenced-based trauma-informed training and support is offered to families, teachers and students. Build on and partner with the Alive and Well Campaign and include multiple other youth serving partners in the schools. This work could also help to improve rates of out of school suspensions and expulsions. Model: http://traumasensitiveschools.org

Accountable body(ies): Local School Districts, Child Serving Systems, Philanthropic Community, Missouri Congressional Delegation

Reform School Discipline Policies

Reform policies and practices that disproportionately impact youth of color and students with disabilities and further compromise their ability to thrive and succeed:

- Reform rules pertaining to school disproportionality of behavior referrals, suspensions, expulsions, special education, advanced courses, etc. and ensure that multi-tiered levels of support are in place to prevent disproportionality and systems are created to monitor and create accountability.
- Eliminate the option for out- of-school suspensions and expulsions for students in pre-kindergarten through 3rd grade.
- Update school discipline policies to align with positive youth development and restorative justice frameworks.
- School personnel, where appropriate, should work collaboratively with parents, students, and community organizations, including law clinics and legal service organizations to develop alternative interventions for different types of behavior

- Mandate annual cultural responsiveness and anti-racism professional development training for teachers and staff – including teachers, staff, community partners and law enforcement officers in schools (i.e. School Resource Officer – SRO).
- Ensure that any school-based law enforcement officers' roles focus on improving school safety while reducing inappropriate referrals to law enforcement.
- Create a public reporting system for discipline data and alternative education placements. Ensure that data can be disaggregated by misbehavior type, age, gender, race/ethnicity, date of incident and response. For each student referred to alternative education, data collection should also include alternative service provider name, attendance, actual services provided, and graduation. All data should be carefully reviewed for disproportionality with special attention given to: (1) high schools where suspension and expulsion rates and consequences can be high; (2) disparities in suspensions and services for African American students, especially boys; (3) prevention and de-escalation of conflict, especially between students and teachers
- Juvenile court, municipal court, and related staff and service providers should be trained on educational rights issues, anti-bias, and cultural responsiveness and ensure court-involved, court-supervised, and/or state-placed youth are provided with appropriate educational services and supports, including change-of-placement reviews, special education services, and other supports. To ensure accountability and enforcement, create the Missouri Youth Justice Ombudsman Office.
- Mandate training for school personnel and partnering community-based organizations on the needs and legal and constitutional rights of students, as well as resources available for students.

Accountable body(ies): DESE, Missouri Legislature, Missouri Courts, Governor, Local School Districts

End Hunger for Children and Families:

- Create policies and procedures that are client-centric. (i.e. Individuals employed in shift work jobs cannot easily answer telephone calls. Failure to answer call forces individual to go to the "back of the line").
- Support and advocate for the expansion of SNAP (Supplemental Nutrition Assistance Program) and WIC (Women, Infant and Children) programs.
- Ensure the ease of SNAP/WIC enrollment by increasing positions in Family Services Division and creating an online enrollment system and implement "presumptive eligibility" into SNAP for all children on free and reduced lunch.
- Identify students, before the end of the school year, who need summer feeding programs and link families to available food resources.
- Coordinate region wide, summer food programs and dinner food programs including a regional volunteer recruitment effort to staff summer and dinner programs.
- Broadly examine food insecurity in the region with a goal to end hunger in the region.
- Encourage institutions and non-profit organizations serving youth and families to incorporate a two question, food screening tool to determine if a child/family are at high risk of hunger.
- Educate schools with 40%+ students determined eligible for free and reduced lunch that they are eligible to participate in the Community Eligibility Provision Program (CEP).

Accountable body(ies): Missouri Governor, Missouri Legislature, Food Banks and Pantries

For More Detail, See:

Reforming School-Based Discipline
Ending Childhood Hunger
Increasing Access to Care

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EDUCATION INFRASTRUCTURE REFORM

Any efforts to address child well-being must pay significant attention to education. The Ferguson Commission examined the state of education in the region extensively and developed a number of recommendations that it believes can make significant improvement in the region's education infrastructure.

Investing in Early Childhood Education

Research supports the long-term benefits of investing in early childhood education. During the first few years of life the human brain develops rapidly, and the foundation is laid for future cognitive skills in reading, math, science, and learning in general. During these critical years, children form budding character, social, emotional, gross-motor, and executive-function skills (Phillips & Shonkoff, 2000).

Children who participate in early-learning programs perform better academically and socially than those who receive no formal early education (Karoly et al., 1998; Barnett, 1995). They are less likely to have to repeat a grade, less likely to be placed in special education classes, and more likely to graduate from high school (Karoly et al., 1998; Barnett, 1995; Barnett, 2008).

And these benefits extend beyond school: children who participate in early childhood education are less likely to engage in criminal activity, be unemployed, visit the emergency room, or become pregnant as teens (Karoly et al., 1998; Zigler et al., 1992). Researchers from the Federal Reserve Bank of Minneapolis estimate that for every dollar invested in high-quality pre-K programs, the community sees a rate of return between 7 and 20 percent (Grunewald & Rolnick, 2010).

Despite the abundance of evidence pointing to benefits that far outweigh the costs, from 2011 to 2013, 64 percent of Missouri children below 200 percent of the federal poverty level were not enrolled in preschool, compared to 48 percent of children at or above 200 percent of the federal poverty level. (Kids Count Data Center, 2013).

The calls to action here emphasize supporting evidence-based early childhood education for all children in Missouri, starting with assisting parents and caregivers with educational resources beginning at birth. This support includes funding expanded training for new and established early childcare workers, as well as developing creative ways, such as combined education and job training initiatives, to make it easier for parents to put their children into early childcare programs.

Supporting Education Innovation

In addition to investing in early childhood education, the St. Louis region should also look for ways to support innovation in education, giving special consideration to innovations that address systemic challenges and racial inequity. The Commission recommends pursuing these objectives through an Education Design and Financing Task Force, and the development of an Innovative Education Hub.

The role of the Task Force would be to study the current education landscape in the St. Louis region as it relates to structure, systems, and financing, and propose changes to the education infrastructure that give all children, regardless of where they live, equal opportunity to succeed. These proposed changes should include a school financing model that supports equity and innovation.

The Innovative Education Hub would serve as a developmental laboratory where teachers, education leaders, parents, community leaders, youth, colleges and universities, non-profits, entrepreneurs, business leaders, and philanthropists could experiment, collaborate, and innovate. Having a shared space to explore new ideas and incubate developing educational concepts can accelerate the implementation of effective strategies and best practices across the region.

The Hub would tackle critical education issues such as designing effective classroom strategies, creating engaging and safe school cultures, integrating new learning technologies, strengthening teacher workforce, and developing new school board models. It would also present an opportunity to tap into the full capacity of the region's talent base, including those who historically have not been engaged in education reform, and for the region as a whole to come together to solve the complex, structural problems facing education today.

Fixing School Accreditation

One of the key structural issues impacting the education system in Missouri is the current accreditation system.

A 1993 Missouri law decreed that students in an unaccredited district could transfer to an accredited district in the same or adjoining county without expense to their family. Tuition and transportation costs (to at least one "receiving school") for students who wished to transfer were the responsibility of the unaccredited school district (Missouri Revised Statutes, 1993).

In recent years, St. Louis has seen the impact of this law first-hand. In 2006, the Riverview Gardens School District lost its accreditation. In January 2013, the Normandy School District followed. As of early 2014, the Normandy and Riverview Gardens districts were paying up to $20,000 in tuition per year per child—meaning those districts were paying more than $9 million total to educate students attending schools in other districts (Crouch & Bock, 2014).

While students who transfer to new schools often find themselves in a better educational environment, many also find themselves taking long, early-morning bus rides to get there. Those students who stay in unaccredited schools find themselves in a school where budgets are tighter, and where some of the most motivated students—including students who have served as leaders, tutors, and behavior models for success—have left the district.

And while these accreditation and transfer laws add considerable strain to both the districts that lose accreditation and the districts who receive transferring students, they fail to fix the schools that have lost accreditation or to address the core issues that led to losing accreditation. They simply send motivated students, and money, away.

The schools that have fared the worst in this process are unlikely to make a sustainable turnaround without significant, thoughtful intervention. The signature calls to action that address this issue call for a revision of the Missouri accreditation system and call on the accountable bodies to include all key stakeholders in the process. The new system should be simple to understand, driven by content mastery and life-long success, and provide clear and transparent information about its progress. The system should also consider the whole child and be equitable—that is, it should address the racial, health, and income equity issues that currently create unequal educational opportunities across the St. Louis region.

SIGNATURE CALLS TO ACTION THAT ADDRESS EDUCATION INFRASTRUCTURE REFORM:

Support Early Childhood Education
Ensure sufficient early childhood development and education programs to meet the demand and align all efforts around a high-quality model that produces measurable child outcomes:

- Birth to 3 years of age:
    - Scale-up and integrate, for the region's most needy children and families, evidence-based early childhood programs for a continuum of care, including but not limited to, home visitation programs;
    - Combine education/job training programs for adults with childcare and pre-school for kids (equal eligibility requirements, same site and hours availability, common transportation options, etc.);
    - Increase state funding for childcare subsidies or pilot regional strategies to fund such services;
    - Fund expanded college-training and professional development opportunities for early child care workers, building on Regional Early Childhood Coordinating Committee efforts.
- 3-4 years of age:
    - Create universal Pre-K for children ages 3-4.
- 5+ years of age:
    - Change Missouri compulsory school attendance age from 7 years old to 5 years old;
    - Create an effective and efficient collaborative model between school district's early childhood programs and community based programs.

Models: Parents As Teachers, Oklahoma Universal Pre-K; North Carolina work in licensing centers and professional support for providers through a regional system known as TEACH; Missouri Coordinating Board for Early Childhood Pre-K Panel

Accountable body(ies): Governor, Missouri Legislature, Local School Districts, Early Childhood Providers, Philanthropic Community, Non-profits

Create an Innovative Education Hub
Create an "innovative education center/hub" capable of building an inclusive, collaborative, and multi-disciplined education environment focused on leading our region into the 21st Century from early childhood to post-secondary. All efforts should be coordinated and represented by a broad and diverse constituency including but not limited to school district leaders representing low income districts, engaged citizens, innovators/entrepreneurs, youth, low income parents with school aged youth; colleges and universities, non-profits, business and philanthropic community.

The center's/hub's charge should be focused on creatively solving our region's most entrenched educational issues including by but not limited to:

- Attracting, developing and retaining the most effective district/school leadership and teacher workforce in America. Ensuring that as a fundamental part of preparing leaders and teachers, they must participate in authentic development experiences and must have training in urban issues, anti-bias, and cultural competency;
- Developing school board models of the future; ensure the existence of a transparent accountability system that monitors best practices and overall board effectiveness
- Creating and supporting great school climates and cultures capable of developing engaged parents and high achieving students:
- Ensuring that school buildings/spaces are inspiring, open to family and community and equipped with relevant technology
- Creating staffing structures, job descriptions and compensation and benefit models that reflect the needs and challenges of educators, especially those serving the poorest and most needy youth

Model: d:school at Stanford
Accountable body(ies): Governor, DESE, Colleges and Universities, Local School Districts, Philanthropic and Business Community, EdPlus

Create an Education Design and Financing Task Force
The role of the task force is to study the current education landscape in the St. Louis region as it relates to structure, financing and support/opportunity systems including Saint Louis Public Schools, school districts in Saint Louis County and the Special School District.
The task force's charge is to design a system where all children are given the opportunity to succeed and where the financing model supports equity and innovation.
The task force's review must include, and give consideration to the following:

- Consolidation of school districts
- Recovery school district
- Open enrollment zones
- Missouri foundation formula
- Collection and distribution of property taxes

The design must clearly address the integration of schools.

The task force's membership should be broad in its perspective and interests, racially diverse, and inclusive of families and youth.

The final recommendations should be made 12 months from the date of its creation.
Accountable body(ies): Better Together, St. Louis Black Leadership Roundtable, Department of Elementary and Secondary Education (DESE), EdPlus, Ready by 21, Regional School Boards and School Board Members, the Ferguson Commission

Revise School Accreditation System
Revise the Missouri accreditation system (MSIP5). Ensure that the process of revision incorporates the following:

- Inclusive Participation – ensure that the revision team includes broad representation including:
    - K-12 - district superintendents, principals and teachers
    - Higher education representatives
    - Parents and students
    - Business, philanthropic and community social support representatives
- Lens Assessment – ensure that the new system meets the following expectations:
    - Simple – Does the new system make it easy for everyone, including parents, to understand how students, overall and in sub-groups, are performing in each school district and each school?
    - Equitable – Does the new system address racial, health and income equity issues?
    - Mastery Driven – Does the new system create a model that elevates content mastery and life-long success for children and teens?
    - Timely and Transparent – Does the new system provide clear and transparent information in a timely manner?
    - Best in Class – Does the new system lead the nation in its approach?

Accountable body(ies): Governor, Missouri Legislature, Department of Elementary and Secondary Education

For More Detail, See:
Providing Quality Early Childhood Education
Aligning Resources to Foster Innovation and Build Capacity
Optimizing School Accreditation and Transfers

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YOUTH AT THE CENTER - RACIAL EQUITY LENS ASSESSMENT

Our commitment to racial equity means that we intentionally and critically examine race and ethnicity when analyzing problems, proposing solutions, and measuring success. Therefore, these indicators are important to consider when making policy and evaluating effectiveness.

SIGNATURE CALLS TO ACTION (Headlines Only)	*INDICATORS*
Support Early Childhood Education	• In the US in 2013, 38 percent of 3 to 5 year olds were enrolled in preschool programs, 37 percent of Black students 3-5 were enrolled compared to 41 percent of White students. • In the US in 2013, 27 percent of 3 to 5 year olds were enrolled in kindergarten programs, 33 percent of Black students 3-5 were enrolled compared to 25 percent of White students. • In the US in 2010, average Approaches to Learning ratings (teacher's reports on kindergarten readiness) were lower for Black children at 2.8 and Hispanic children at 2.9 compared to White children at 3.0 on a 4 point scale.
Increasing Access to Care for Children	• In MO in 2013, 14 percent of live births to Black mothers were low birth weight, compared to 7 percent of births to White mothers that were low birth weight.

Reform School Discipline Policies	• In the US in 2012:
	  • Black students
	  • Enrollment 16 percent
	  • In-school-suspension 32 percent
	  • Out-of-school (single) 33 percent
	  • Out-of-school suspension (multiple) 42 percent
	  • Expulsions 34 percent
	  • White students
	  • Enrollment 51 percent
	  • In-school-suspension 40 percent
	  • Out-of-school suspension (single) 36 percent
	  • Out-of-school suspension (multiple) 31 percent
	  • Expulsions 36 percent
	• In MO in 2011-2012
	  • 14.3 percent of Black students were suspended compared to 1.8 percent of White students.
	  • MO ranked 50th in racial discipline gap among primary school-aged children.
	  • MO ranked 47th in racial discipline gap among secondary school students.

End Hunger for Children and Families	• In the US in 2013, the national average for households with a prevalence of food insecurity was 14.3 percent, compared with 26.1 percent for Black households.
Revise School Accreditation System	• In MO in 2010, 69.6 percent of Black 5th grade students scored at the below basic/basic level in "communication arts" on state-wide MAP tests, compared with 42.9 percent of White students. • In MO in 2010, 70.9 percent of Black 5th grade students scored at the below basic/basic level in "mathematics" on state-wide MAP tests, compared with 42.1 percent of White students. • In MO in 2010, 80 percent of Black 5th grade students scored at the below basic/basic level in "science" on state-wide MAP tests, compared with 43.3 percent of White students.
Create an Innovative Education Hub	• In MO, the 2013 graduation rate for Black students was 72.1 percent compared with 89.1 percent of White students. • In the United States in 2013, the average reading scores of 12th grade White male students was 290, compared to 262 for Black male students. • In the United States in 2013, the average reading scores of 12th grade White female students was 302, compared to 272 for Black female students. • In the United States in 2013, the average mathematics scores of 12th grade White male students was 162, compared to 132 for Black male students. • In the United States in 2013, the average mathematics scores of 12th grade White female students was 160, compared to 131 for Black female students. • In the United States, 2013 enrollment in a 2 or 4 year college for males ages 18 -24 was 31 percent for Black males and 38 percent for White males. • In the United States, 2013 enrollment in a 2 or 4 year college for females ages 18 -24 was 38 percent for Black females and 45 percent for White females.

OPPORTUNITY TO THRIVE

Economic mobility is defined as the likelihood that a family will move up the income ladder from one generation to the next. Unfortunately, St. Louis ranks 42nd out of the 50 largest metro areas in the country in economic mobility (Chetty, 2014). St. Louis also has significant racial economic gaps, with stark differences between the White population and people of color in unemployment rates, hourly wages, and rates of homeownership (Chetty, 2014).

When people do not have equal opportunity to thrive, the entire region pays a price. The University of Missouri-St. Louis Public Policy Research Center's Equity Assessment says, "Eliminating racial income gaps would boost the St. Louis economy by $14 billion. If there had been no racial gaps in income in 2012, the St. Louis regional economy would have been $13.56 billion larger" (Public Policy Research Center, 2015).

The signature priorities in the Opportunity to Thrive section address five key areas the Commission believes address economic inequality, and merit urgent attention: expanding Medicaid, employment, financial empowerment, housing, and transportation.

ASSURING ACCESS TO AFFORDABLE HEALTH CARE

For an adult to be eligible for Medicaid in Missouri today, he or she must have a dependent child and earn no more than approximately 18 percent of the poverty level, or roughly $2,900 for a single mother with two children (Missouri Foundation for Health, 2014). Childless individuals are not eligible for Medicaid under any income circumstances unless they are disabled or pregnant.

In addition to establishing a marketplace for purchasing private health insurance, and offering subsidies to those making between 100 percent and 400 percent of the federal poverty level, the Affordable Care Act also provides states with federal funding to expand their Medicaid programs to cover adults under the age of 65 with incomes up to 138 percent of the federal poverty level. States were allowed to individually decide whether or not to accept these funds and expand eligibility for Medicaid. Missouri is currently one of 19 states that have not yet expanded Medicaid (Families USA, 2015).

While Medicaid expansion could cover hundreds of thousands of Missourians below the federal poverty level ($24,250 for a family of four) these individuals currently do not qualify for Medicaid or for federal subsidies to help them purchase private insurance. This absence of options for childless adults making between 0 and 100 percent of the federal poverty level, and for parents making between 19 and 138 percent of the federal poverty level, is termed the coverage "gap." In the current system, a family of four earning up to $95,000 a year qualifies for assistance (on the Marketplace). Parents in a similar family earning $32,000 qualify for nothing. In Missouri, nearly 200,000 adults fall into this gap (Joiner, 2013).
For those who fall into the gap, one of the few resources available is low-or no-cost outpatient care and medications provided through such programs as Gateway to Better Health (or "Gateway") in St. Louis City and County. Each year, Gateway provides primary, specialty, and urgent care coverage to approximately 22,000 uninsured adults in St. Louis City and County, ages 19-64, through a network of community providers (Regional Health Commission, 2014).

While there are costs for expanding Medicaid eligibility, the potential benefits of taking steps to insure Missouri's low-income citizens are many: not just greater health and fewer work days lost to illness, but also a decrease in uninsured individuals relying on emergency care as their source of primary care. Ultimately, gaining access to lower cost health care settings provides a savings to taxpayers and reduces cost shifting to third-party business purchasers of care. The Commission recommends that Missouri join the other 31 states that have expanded Medicaid, and take additional steps to ensure that all of its citizens have access to affordable health care (Families USA, 2015).

SIGNATURE CALLS TO ACTION THAT ADDRESS EXPANDING MEDICAID:

Expand Medicaid Eligibility
Expand eligibility for Medicaid to 138% of the federal poverty level (or an annual income of $32,913 for a family of four) so that Missouri can take full advantage of federal funds available to meet the health needs of Missourians.
Accountable body(ies): Missouri Legislature

For More Detail, See:
Increasing Access to Care

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FINANCIAL EMPOWERMENT

In determining the priority calls to action in the area of financial empowerment, the Commission identified several different, but related issues, including the minimum wage, predatory lending, child and family development accounts, and financial empowerment centers.

Minimum Wage

A recent study by the National Low Income Housing Coalition recently found that the average hourly wage to afford a basic two-bedroom apartment in St. Louis is $15.69 (Bolton et al., 2015). This value was calculated based on the Department of Housing and Urban Development's estimated Fair Market Rent (FMR), and the idea that a family or individual should not spend more than 30% of their income on housing costs (Bolton et al., 2015).

The current minimum wage in Missouri is $7.65 per hour. This low hourly wage means Missourians can work a full-time job (usually 2,080 hours per year, earning $15,912) and still earn below the federal poverty level ($15,930 for a family of two) (Office of the Assistant Secretary for Planning and Evaluation, 2015). Low wages such as these make it difficult to care for a family, secure housing, and cover basic living expenses.

Per an August 2015 bill passed by the St. Louis Board of Aldermen and signed by Mayor Francis Slay, the minimum wage in St. Louis is scheduled to rise to $11 per hour by 2018 (Board Bill 83, 2015). Nationally, similar efforts are underway to enact legislation intended to increase the minimum wage to a living wage gradually in three to five years.

Predatory Lending

While low wages make it difficult to escape poverty, predatory lending often makes poverty worse. Low-income households in Missouri with limited access to credit frequently seek high-cost "payday" loans to handle increased or unexpected emergency expenditures. These lenders, who are often the only lending option in low-income neighborhoods, charge exorbitant interest rates on their loans. University of Missouri research found that in Missouri, the average annual percentage rate (APR) of interest for payday loans is 444.61 percent (University of Missouri, 2012).

That same report found that high-cost, predatory lenders concentrate in low-income communities, and that Missouri's lax regulatory environment has allowed payday lending to thrive. Further, compared to our eight contiguous states, Missouri has the highest APRs (University of Missouri, 2012).

Capping the maximum APR at 36 percent and changing repayment terms, underwriting standards, and collection practices can protect borrowers from predatory lending.

Child and Family Development Accounts

Asset-building has long-term improvements on community, familial, and individual health; alongside early childhood education, it provides children and their families with a valuable tool for educational and financial development.

The power of assets is not just that they can be deployed productively or tapped to weather unexpected events, but they have behavioral effects that can change the manner in which people think about and plan for the future (OECD, 2003). Some studies suggest positive effects of assets on life satisfaction and self-efficacy, and negative effects of lack of assets on depression and alcohol

abuse (Sherraden, 2008; Corporation for Enterprise Development, 2008; Mason et al., 2009). Assets appear to be associated with being self-directed, and future oriented (Sherraden, 2008; Corporation for Enterprise Development, 2008; Mason et al., 2009).

The asset-building method of Child Development Accounts (CDAs), Individual Development Accounts (IDAs), and Family Development Accounts (FDAs) is a promising pathway to inclusive asset building in the United States. By providing youth with automatic, opt-out accounts, youth can participate in early asset communication and long-term development of financial security. With such accounts, parents and young children can save for college. Creating assets for education changes how parents think about and engage with their children's early development, which in the long term has correlated to improvements in grade retention and better social/emotional development for children (Sherraden, 2008).

Financial Empowerment Centers

Historically, there are fewer banking facilities in distressed communities (Schwartz, 2011). This reality, combined with distrust of and unfamiliarity with the traditional banking system, lead many in these communities to be unbanked or underbanked. 'Unbanked' is an umbrella term used to describe diverse groups of individuals who do not use banks or credit unions for their financial transactions (Beard, 2010). They have neither a checking nor savings account. 'Underbanked' consumers have either a checking or savings account, but also rely on alternative financial services (Beard, 2010). The most common groups of unbanked and underbanked persons include low-income individuals and families, those who are less-educated, households headed by women, young adults and immigrants. In Missouri, 27.5% of adults are un-or underbanked (Sherraden, 2008).

Unbanked individuals are less likely to have the financial history and know how to apply for credit for a car or a home (Beard, 2010). More importantly, they are more likely to have to use alternative financial services that are far more costly and that therefore impede financial health. Check cashing services are one example. Unbanked consumers spend approximately 2.5 to 3 percent of a government benefits check and between 4 percent and 5 percent of payroll check just to cash them (Beard, 2010). Additional dollars are spent to purchase money orders to pay routine monthly expenses. When unbanked individuals face unexpected needs, they often turn to payday or installment lenders.

In many areas, the number of alternative financial service providers (check cashers, title lenders and payday lenders) far exceeds the number of bank and credit union branches. Alternative financial service providers can be attractive because of proximity, and convenience—many offer a range of payment services, such as cashing pay checks, selling money orders with stamped envelopes, serving as agents for utility bill payments, and transmitting funds electronically for money transfers, all in one location.

Financial empowerment centers, in contrast, seek to provide a one-stop-shop for the un-or under-banked that provides community development banking, multi-generational financial education, and convenient financial services with reasonable interest rates. The Commission recommends the development and support of these centers. It has been shown that very poor families can save and accumulate assets when well-structured products, programs, and policies are accessible (Grinstein-Weiss et. al., 2014).

SIGNATURE CALLS TO ACTION THAT ADDRESS FINANCIAL EMPOWERMENT:

Raise the Minimum wage
Raise the minimum wage to $15/hr.
Accountable body(ies): City of St. Louis Board Bill; St. Louis County Council; Statewide voters; Missouri Legislature

End Predatory Lending
End predatory lending by changing repayment terms, underwriting standards, collection practices and by capping the maximum APR at the rate of 36 percent.
Accountable body(ies): Missouri Legislature, the Consumer Financial Protection Bureau

Create Universal Child Development Accounts
Expand the current scope of the MOST 529 Matching Grant Program so it is used as a platform for progressive universal Child Development Accounts that are: statewide and automatic (opt-out)
Accountable body(ies): Missouri State Treasurer, Capacity-building organization for public-private partnerships, Missouri Legislature, Governor

Create Individual and Family Development Accounts
Provide progressive Individual Development Accounts (IDAs) and Family Development Accounts (FDAs) offered statewide by means of a dedicated funding stream from the state. Additional potential funding sources include:

- Using the Community Reinvestment Act to provide banks with credit for funding development accounts;
- Offering corporate tax breaks for contributions to development accounts;
- Redirecting unclaimed savings account funds turned over to the state; or
- Restoring the state-funded matching program to

it original $4 million.
Accountable body(ies): Bank and Credit Union Regulators, Missouri Legislature, and Banks and Credit Unions, Governor

Concentrate Financial Services through Empowerment Sites
Identify empowerment sites throughout the St. Louis region to concentrate financial services that provide community development banking and multi-generational financial education (e.g., Prosperity Connection)
Accountable body(ies): Non-profit organizations, funding bodies

For More Detail, See:
Promoting Asset Building
Ending Poverty
Building Equity through Enhanced Access to Banking

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EMPLOYMENT

Finding employment still remains a struggle for many in the St. Louis region, specifically low and very-low income residents. Job training and creation is an important part of the solution for increasing economic mobility for all in the region.

Key to regional economic development is a skilled workforce able to meet the needs of employers. But in its 2015 employer survey, St. Louis Community College Center for Workforce Development found that the most frequently cited barrier to expanding employment is shortage of workers with knowledge or skills, surpassing economic conditions and government policies or regulations (St. Louis Community College: Workforce Solutions Group, 2015). To address this shortfall, employers must train new employees themselves, offer higher wages to find the skilled workers they need, or leave positions unfilled.

Skills such as critical thinking, communication, collaboration, and creativity are becoming ever more important to organizations, but they often fall outside of the typical academic curriculum. Communication and collaboration between educators and employers, however, can help narrow employment skills gaps and increase the relevancy of education to career development and attainment, supporting both businesses and students.

One model used by educational institutions and community and faith-based organizations are, individually or in partnership, offer accelerated programs to quickly teach skills and reattach potential employees to the workforce. Programs that focus on mentoring based on authentic relationships rooted in a common commitment have the best opportunity for success (United States Department of Labor, 2014). Aligning such efforts with a regional strategy and common indicators to measure progress can assist in creating stronger regional talent development initiatives.

Internships and apprenticeships are valuable programs to both help students succeed in their careers, and help employers ensure they have a competent, trained workforce. By expanding internship and apprenticeship opportunities for high school and college students, and fostering collaboration between educators and employers in the development of these programs, Missouri can support better learning and economic outcomes that benefit individuals, companies, and communities.

There are bridges to economic opportunity available. One challenge is to make employers, job applicants and employees aware of these tools and encourage them to take advantage of them. Another challenge is providing adequate funding for successful job training and creation models that already exist. Efforts must focus on increasing both employers' and job seekers' knowledge of the accelerated training opportunities available to them. Job applicants and employees should be more aware of career advancement pathways and supports (St. Louis Community College: Workforce Solutions Group, 2015).

SIGNATURE CALLS TO ACTION THAT ADDRESS EMPLOYMENT:

Enhance Collaboration Between Educational Institutions and Employers

Enhance and expand collaboration between educational institutions and employers statewide by:

- Establishing a regional intermediary to ensure greater public-private collaboration in assessing workforce needs and communicating those needs with K-12 institutions, job training programs, and post-secondary education institutions;
- Developing a regional strategy for aligning educational programs to workforce needs that has clearly established indicators to measure progress in creating stronger regional talent development initiatives;
- Encouraging schools, especially community colleges, to utilize industry professionals as trainers to develop joint programs that educate and train area students for jobs that are available or coming in a diversity of industries (e.g., the partnership between St. Louis Community College- Florissant Valley and Boeing);
- Requiring public schools, both K-12 and post-secondary, to align instruction to college and career readiness standards that are more comprehensive; and
- Investing in public schools (including in North County), both K-12 and post-secondary, to integrate high quality career and technical education (CTE) into the curriculum in part through work-based learning through internships and other opportunities borne of strong relationships with the business community (e.g., Clyde C. Miller Academy).

Accountable Body(ies): Governor, Missouri Legislature, local governments, chambers of commerce, STL Economic Development Partnership, RBC, DESE, district superintendents and administrative bodies, school districts, high schools, college, universities, trade schools, funding bodies, private sector, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Ensure Employer-Educator Collaborations Build a Love of Learning

Ensure all efforts and models designed to align K-12, higher education and workforce development support the social and emotional development of children, youth and young adults and broadly build life-long skills and a love of learning.

Accountable bodies: Governor, Missouri Legislature, Local School Districts, EdPlus

Preferentially Fund Job Training Programs that Show Impact

Funding for job training programs throughout the state shall be prioritized for those programs that successfully serve, place, and retain job seekers as measured by dedicated performance metrics.

Accountable body(ies): Capacity-building organizations

For More Detail, See:

Realigning Incentives and Funding to Improve Job Training and Creation
Bolstering Employer-Educator Collaboration
Supporting Career Readiness

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HOUSING

Where we live matters. It impacts our access to education, safety, quality housing, healthcare, food, and jobs. In the St. Louis area, one way we can see how place matters is by looking at disparities in length of life from one zip code to another. In 63105, Clayton, the life expectancy is 85 years. In 63106, near the Jeff-Vander-Lou neighborhood, average life expectancy is 67—a difference of 18 years (Purnell et al., 2014).

And though St. Louis is widely considered an affordable place to live, many low-income St. Louisans still find it difficult to afford housing, especially in safe, thriving neighborhoods

The Low Income Housing Tax Credit (LIHTC) Program provides tax credits to developers of affordable rental housing, with the aim of encouraging developers to build affordable housing for low-income residents in

neighborhoods where these residents can access jobs, health care, and other vital services (Freedman & McGavock, 2015).

The LIHTC program is administered by state allocating agencies, and each state issues a Qualified Allocation Plan (QAP), which describes the criteria the state will use when awarding its tax credits (Ellen et al., 2015). Each year a process is set for administering those funds. Most recently the body responsible for doing so, the Missouri Housing Development Commission, set several restrictions in its 2015-16 QAP to ensure these funds do not concentrate subsidized housing in low-income neighborhoods, which can lead to neighborhood decline (Missouri Housing Development Commission, 2015).

The Commission supports the Missouri Housing Development Commission's 2015-2016 QAP, as it provides a sound approach to making new low-income housing maximally beneficial to residents and neighborhoods.

In addition, the Commission calls on all units of government with zoning powers to use inclusionary zoning ordinances. Inclusionary zoning policies "require or encourage developers to set aside a certain percentage of housing units in new or rehabilitated projects for low- and moderate-income residents" (HUD, 2013). Improving the use of LIHTC funds, and enacting inclusionary zoning ordinances are both steps toward addressing some of the housing inequity in the St. Louis region.

SIGNATURE CALLS TO ACTION THAT ADDRESS HOUSING:

Build Healthy, Affordable Housing
Support the Missouri Housing Development Commission's 2015-16 Qualified Allocation Plan (QAP) as it references unit sizes, investment of LIHTC, and workforce housing namely with respect to:

1. Limiting applications to fifty (50) affordable units (with exceptions mentioned in the QAP)
2. Prohibiting new construction and conversion in locations where the total publically subsidized housing units (as defined in the Market Study Guidelines) equal more than 20% of all units in the census tract where the development will be located
3. Prohibiting (with exceptions listed in the QAP) proposed development in the Kansas City or St. Louis region within one mile of any development that has been approved for State Low Income Housing Tax Credit (LIHTC), Federal LIHTC, Home Investment Partnership Program (HOME) or Fund Balance funding through the Missouri Housing Development Commission (MHDC) within the previous two fiscal-year funding cycles and is less than 90% leased-up at the time of application submission
4. Requiring that developments address the affordable housing needs of the state, region, and locality where they will be located and with the considerations listed in the QAP
5. Prioritizing the development of service-enriched housing.

Accountable body(ies): Missouri Housing Development Commission, Housing Authorities in the region

Enact Inclusionary Zoning Ordinances
Enact inclusionary zoning ordinances to promote access to affordable housing for low-income individuals.
Accountable body(ies): All units of government in the region with land use (zoning) powers

For More Detail, See:
Optimizing Existing Housing Supports

References:

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TRANSPORTATION

Public transit is a key to expanding opportunity for all St. Louisans. A safe, reliable, affordable, and efficient public transportation system can increase access to health care, education, and employment. Moreover, public transit affects how long it takes many low-income citizens to get to work, and in research from Harvard, "commuting time has emerged as the single strongest factor in the odds of escaping poverty. The longer an average commute in a given county, the worse the chances of low-income families there moving up the ladder" (Chetty & Hendren, 2015).

Effective public transit, and the mobility it enables, can also provide economic benefits to the region as a whole. Transit reduces household expenses; attracts talent and business; and in leading people to drive less, has the potential to decrease traffic congestion, air pollution, and roadway wear and tear (Osborne, 2015).

However, a shortage of funding is keeping the region from pursuing many of its transporation proposals and moving forward with transit expansion.

The Ferguson Commission echoes the recommendation of Beth Osborne, Senior Policy Adviser for Transportation for America, that stakeholders must work together to determine which project or projects will be prioritized (Cella, 2015). This prioritization will enable the region to focus resources where they will bring the greatest return, and ensure efficient, effective implementation of those projects.

Once priorities have been established, it is essential to develop a state funding plan for public transportation projects. State funded transit development matches are required to compete for necessary federal funding and such a plan will make Missouri eligible for federal matching funds for transportation infrastructure. Federal funds, as part of a broader funding plan, are critical to the long-term success of transportation development.

SIGNATURE CALLS TO ACTION THAT ADDRESS TRANSPORTATION:

Identify Priority Transportation Projects for the St. Louis Region
Identify agreed upon priority transportation project(s) for the St. Louis region (e.g., extending MetroLink on the proposed North-South corridor, implementing Bus Rapid Transit) in order to elevate the importance of key projects for the region and make tangible the need and potential benefits of transit.
Accountable body(ies): East-West Gateway Board of Directors, St. Louis City, St. Louis County, Transit Alliance

Develop a State Supported Funding Plan for Public Transit
Develop a State supported funding plan for public transit in order to fill a significant funding deficit when seeking federal dollars for transit capital projects requiring matching funds.
Accountable body(ies): Governor, Missouri Legislature

For More Detail, See:
Enhancing Access to Transportation

Suggested Reading List:

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OPPORTUNITY TO THRIVE - RACIAL EQUITY LENS ASSESSMENT

Our commitment to racial equity means that we intentionally and critically examine race and ethnicity when analyzing problems, proposing solutions, and measuring success. Therefore, these indicators are important to consider when making policy and evaluating effectiveness.

SIGNATURE CALLS TO ACTION ("Headlines" only)	INDICATORS
Expand Medicaid Eligibility	• In St. Louis County, 17.57 percent of Black residents are uninsured compared to 7.18 percent of White residents (American Community Survey, 2010-2012). • In St. Louis City, 23.37 percent of Black residents are uninsured compared to 13.84 percent of White residents (American Community Survey, 2010-2012).
Enhance and Expand Collaboration between Educators and Employers	• In 2013, nationally the unemployment rate for Black Americans is 10.2 percent, compared to 4.7 percent for White Americans (Bureau of Labor Statistics, 2014). • For youth ages 16-19, the unemployment rate is 30.1 percent for Black Americans compared to 15.5 percent for White Americans (Bureau of Labor Statistics, 2014). • In MO, the unemployment rate for Black residents is 18.2 percent, compared to 5.2 percent unemployment for White residents (Bureau of Labor Statistics, 2014).
Encourage Life-long Learning and Funding for Job Training Programs	• In St. Louis County, 13.5 percent of Black residents have no high school diploma compared with 6.11 percent of White residents (American Community Survey, 2009-2013). • In St. Louis City, 23.13 percent of Black residents have no high school diploma compared with 11.15 percent of White residents (American Community Survey, 2009-2013).
Raise the Minimum Wage	• In St. Louis County, 22.66 percent of Black residents are at or below the poverty level compared with 6.54 percent of White residents (American Community Survey, 2009-2013). • In St. Louis City, 38.41 percent of Black residents are at or below the poverty level compared with 15.34 percent of White residents (American Community Survey, 2009-2013). • In MO, 29.17 percent of Black Missourians are at or below the poverty level, compared with 13.09 percent of White Missourians (American Community Survey, 2009-2013). • In the US, 27.13 percent of Black Americans are at or below the poverty level, compared with 12.53 percent of White Americans (American Community Survey, 2009-2013).

End Predatory Lending	• In the US in 2012, 12 percent of Black Americans had used a payday loan compared with 4 percent of White Americans (Bourke et al., 2012).
	• In the US foreclosures in 2007-2009 per 10,000 loans that originated in 2005-2008 (Bocian et al., 2010):
	  • Black Americans – 790
	  • White Americans - 452

Provide Universal Child Development Accounts	• In St. Louis County, 35.1 percent of Black children (0-17) are at or below the poverty level compared with 6.38 percent of White children (American Community Survey, 2009-2013.) • In St. Louis City, 53.88 percent of Black children (0-17) are at or below the poverty level compared with 17.08 percent of White children (American Community Survey, 2009-2013). • In MO, 41.58 percent of Black children (0-17) are at or below the poverty level compared with 16.7 percent of White children (American Community Survey, 2009-2013). • In the US, 38.18 percent of Black children (0-17) are at or below the poverty level compared with 12.96 percent of White children (American Community Survey, 2009-2013). • In 2013, of the 17.5 million undergraduate students in the US, 2.5 million were Black, 2.9 million were Hispanic and 9.9 million were White (National Center for Education Statistics, 2015).
Implement Individual Development and Family Development Accounts	• In 2013, the median annual household income for Black households of $32,028 is 63.5 percent of that of White households at $50,400 (Sullivan et al., 2015). • In 2013, the median wealth of all Black households was just $11,184, compared to $134,008 for White households (Emmons & Noeth, 2015).
Identify Financial Empowerment Centers	• The conventional home loan denial rate in the St. Louis metro area in 2000 was 35.4 percent for Black Americans and 16.0 percent for White Americans (Diversity Data, 2010). • In 2013, 33 percent of Black loan applicants in the St. Louis metro were denied their applications for conventional housing based on credit history, compared to 21 percent of White applicants denied for the same reason (Federal Financial Institutions Examination Councils, 2013). • In 2013, 13 percent of Black loan applicants in the St. Louis metro were denied their applications for conventional housing based on insufficient cash, compared to 7 percent of White applicants denied for the same reason (Federal Financial Institutions Examination Councils, 2013).

Improve Use of LIHTC Funds	• In the US, 45 percent of Black American households are homeowners compared with 73 percent of White American households (Sullivan et al., 2015). • In St. Louis County, 49 percent of Black residents own their homes, compared to 78% of Whites (Sullivan et al., 2015). • In St. Louis City, 32 percent of Black residents own their homes compared to 56 percent of White residents (Sullivan et al., 2015). • In the US, Black households have $50,000 in home equity, compared to $86,800 in home equity for White households (Sullivan et al., 2015). • In St. Louis County, the median home value for Black owned homes is $108,600 compared with $195,600 for White owned homes (Sullivan et al., 2015). • In St. Louis City, the median home value for Black owned homes is $82,900 compared with $145,700 for White owned homes (American Community Survey, 2006-2010).
Enact Inclusionary Zoning Ordinances	• In 2010, the number of households in the City of St. Louis with a housing cost burden of over 50 percent was 9,340 of White households, compared to 17,380 of Black households (St. Louis City, 2014). • The percentage of housing choice voucher holders in 2000 in the St. Louis metro area was 70.5 percent for non-Hispanic Black residents and 28.8 percent for non-Hispanic White residents (St. Louis City, 2014). • In 2014 in St. Louis County, 101 complaints were filed with the Equal Housing Opportunity Council and the Missouri Commission on Human Rights based on allegations of discrimination based on color/race (St. Louis County, 2014).
Develop a State Supported Funding Plan for Public Transit, Identify Priority Transportation Projects for the St. Louis Region	• In St. Louis, 73 percent of public transportation commuters are Black, compared with 18 percent who are White (American Community Survey, 2010-2012).

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RACIAL EQUITY

As the overarching theme in the report, racial equity is at the heart of many of our calls to action. The calls in this section address intentional investments and practices aimed to build infrastructure and connective tissue for racial equity for work in the St. Louis region.

SIGNATURE CALLS TO ACTION THAT FURTHER RACIAL EQUITY IN THE REGION

Broadly Apply a Racial Equity Framework
Intentionally apply a racial equity framework to existing and new regional policies, initiatives, programs and projects in order to address and eliminate existing disparities for racial and ethnic populations. The following focus questions to be included at a minimum:

- Who does this recommendation benefit?
- Does this recommendation differentially impact racial and ethnic groups?
- What is missing from the recommendation that will decrease or eliminate racial disparities?

Accountable body(ies): Corporations, Non-Profits, Government Organizations, Collective Impact Initiatives

Create a 25-year Managed Fund

Create a 25-year managed fund to solely support regional racial equity infrastructure for all sectors. Funding for racial equity capacity, needs and training assessment, analysis, implementation, impact, sustained strategies and accountability.
Accountable body(ies): City of St. Louis, St. Louis County, Health Departments, SLEDP, RCGA, Civic Progress, Community Foundation, United Way, RAC, Arts & Education Council, Missouri Humanities Council, Gateway Center for Giving

Engage the Faith Community in the Racial Equity Mission
Faith communities and authorized faith leaders are called to directly engage in networks and tables of policy discussion across the region to shape how we work together and inform the conversation directly.

Develop new and provide existing assets to the region with a multi-faith set of resources for racial equity and reconciliation informed by various theologies and accessible for use in diverse communities of faith. These may include statements of faith, liturgical resources, litanies, etc.
Accountable body(ies): Theological Institutions with Alumni Leaders, Interfaith Partnership and the Cabinet, Authorized Faith Leaders

RACIAL EQUITY LENS ASSESSMENT

Our commitment to racial equity means that we intentionally and critically examine race and ethnicity when analyzing problems, proposing solutions, and measuring success. Therefore, these indicators are important to consider when making policy and evaluating effectiveness.

SIGNATURE CALLS TO ACTION ("Headlines" only)	INDICATORS
Create a 25-year fund to support racial equality; Broadly Apply a Racial Equality Framework; Enhance Police Department Demonstration Procedures and Protocols	• Economists estimate that the 2012 gross domestic product (GDP) for the St. Louis region would have been 10 percent higher-- $151.3 billion instead of $136.67 billion--if there had not been a racial income gap (Public Policy Research Center, 2015). • The St. Louis region ranks 42 out of 50 large metropolitan areas for economic mobility, defined as a person, family or group's ability to improve their economic status by moving up in income (Chetty, 2014). • Researchers found that less racial segregation is one of the five predictors of upward economic mobility (Chetty, 2014). St. Louis currently is the sixth most segregated metropolitan area in the country (East-West Gateway Council of Governments 2014). • The National Urban League Policy Institute found that racial disparities in health cost the U.S. $60 billion in excess medical costs and $22 billion in lost productivity in 2009 (National Urban League Policy Institute, 2012). They projected that if these health disparities remain, the burden will to rise to $126 billion by 2020 and $363 billion by 2050 (National Urban League Policy Institute, 2012). An additional economic loss due to premature deaths was valued at $250 billion in 2009 (National Urban League Policy Institute, 2012). • In St. Louis, Black individuals are significantly more likely than White individuals to suffer from several chronic diseases and conditions including obesity, asthma, and diabetes (Purnell et al., 2014). There are differences between African Americans and Whites for several chronic diseases and conditions (Purnell et al., 2014).

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CALLS TO ACTION

Justice For All

AUTHORIZING APPROPRIATE USE OF FORCE

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Following investigation of the Ferguson Police Department, the U.S. Department of Justice (DOJ) issued a report on March 4, 2015, which noted that Ferguson's police sometimes violate citizens' Fourth Amendment rights through the use of excessive force (DOJ, 2015). The DOJ's report noted instances of unnecessary uses of Tasers, canines, and other force in the region, escalating rather than defusing tense situations. According to the DOJ report: "The overwhelming majority of force — almost 90% — is used against African Americans" (DOJ, 2015). The report also noted that the Ferguson Police Department's use of force review system is ineffective: officers' use of force often goes unreported, and even when it is, meaningful review by supervisors is rare (DOJ, 2015).
- The National Institute of Justice (NIJ) has raised the issue that there is no nationally recognized definition for "use of force," making it difficult to determine whether a specific instance of force was justified or excessive (NIJ, 2015). No national database exists, much less one in Missouri, to track all officer-involved shootings or excessive uses of force (NIJ, 2015).
- In *Tennessee v. Garner*, the U.S. Supreme Court addressed the use of deadly force against a fleeing unarmed suspect. The Court held that police officers may not use deadly force against such a suspect to prevent the suspect's escape unless the officer has probable cause to believe that the suspect poses a threat of death or serious bodily injury to the officer or others (Tennessee v. Garner, 1985).
- In Missouri, police officers' use of force in making an arrest is outlined in Chapter 563 of the Missouri Revised Statutes (Mo. Rev. Stat. § 563.046). Deviating from *Tennessee v. Garner*, § 563.046 permits an officer to use deadly force to effect an arrest where the officer "reasonably believes that such use of deadly force isimmediately necessary to effect the arrest" and also "reasonably believes that the person to be arrested … has committed or attempted to commit a felony" (Mo. Rev. Stat. § 563.046.3(2)(a)).

These findings prompted the Commission to draft several recommendations calling for revisions to and training in police departments' use-of-force policies, in an effort to eliminate excessive uses of force against citizens and improve citizens' trust and confidence in the police.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Update Use of Force Statute for Fleeing Suspects
Update use of force statute to reflect the United States Supreme Court decision *Tennessee v. Garner*, which states that, under the Fourth Amendment, a law enforcement officer pursuing a fleeing suspect may not use deadly force to prevent escape unless "the officer has probable cause to believe that the suspect poses a significant threat of death or serious physical injury to the officer or others."
Accountable body(ies): Missouri Legislature, Governor

Revise Use of Force Policies and Training
Direct police departments across the state to revise their policies and training on use of force to authorize only the minimal amount of force necessary:

- To protect citizen and officer safety,
- That is proportional to the incident,
- That brings an unlawful situation safely and effectively under control, and
- That preserves the constitutional and human rights of the citizen.

Accountable body(ies): Department Executives, Missouri Legislature, Missouri Department of Public Safety, CALEA, MPCA

Prioritize De-Escalation and Tactical Withdrawal
Direct police departments across the state to revise use of force policies and training to prioritize de-escalation and to clarify the instances when officers should engage in tactical withdrawal. Policies and training should orient officers toward least harmful decisions possible.
Accountable body(ies): Department Executives, Missouri Legislature,

Missouri Department of Public Safety, CALEA, MPCA

Establish Use of Force Database

Direct the state of Missouri to establish a statewide database on critical use of force statistics in order to improve department operations, state policy, and the public at large. The database must be publicly available, and in keeping with current sunshine laws, ensure a degree of anonymity that would not identify specific officers' involved. All police departments across the state shall be compelled to provide requested information. Proposed information would include:

[The following language is based on IACP model policy]:

- A complaint log;
- A central file for complaints in a secured area and in conformity with records retention requirements of state law;
- A regular audit of complaints to ascertain the need for changes in training or policy;
- Use of force metrics identified in consultation with law enforcement officials and researchers
- Statistical or related information to identify trends involving all complaints of excessive force and abusive authority;

[The following language is based on the PERF report]: Prospective models for consolidated databases include the City of Ballwin in its operation of a "Document Center" locally and the Indiana Gateway for Government Unit's online collection platform.

Accountable body(ies): Department Executives, Missouri Legislature, Missouri Department of Public Safety, CALEA, MPCA

Minimize Use of Militarized Weaponry

Direct the state to cease providing, and local departments to cease using, militarized weaponry that does not align with a use of force continuum that authorizes only the minimal amount of force necessary:

- To protect citizen and officer safety,
- That is proportional to the incident,
- That brings an unlawful situation safely and effectively under control, and
- That preserves the constitutional and human rights of the citizen.

Accountable body(ies): Department executives, MO General Assembly, MO Department of Public Safety, CALEA and MPCA Foundation

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CONDUCTING JUST USE OF FORCE INVESTIGATIONS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In the United States, immigrant communities and ethnic minorities often become disproportionate targets of the traditional crime control model that uses physical force (Simmons, 2010). New York City's Civilian Complaint Review Board (CCRB) found that while Blacks comprised 23 percent of the city's population, they represented 55 percent of reported victims of alleged police misconduct from 2008 to 2013; Hispanics were 29 percent of the population and accounted for 26 percent of complaints; and Whites were 34 percent of the population but only 9% of the alleged victims of police misconduct (N.Y.C. Civilian, 2014). In 2013, 53 percent of all complaints against police departments were for alleged misconduct in use of force (N.Y.C. Civilian, 2014). The most severe of these instances of use of force resulted in the death of a civilian.
- Police-involved deaths are generally investigated through a two-pronged approach. The first investigation, which is aimed at determining whether an officer has committed a crime, is usually conducted internally by detectives from a homicide squad or force investigation squad (L.A. Police Department, 2014; Katz, 2015). The first stage may be conducted by a neighboring department if the officer's own agency is too small and doesn't have the resources (Sullivan, 2014; Katz, 2015). With the findings of this investigation in hand, the local prosecutor determines whether to file charges against the officer through procedures that might involve convening a grand jury, depending on the jurisdiction (Sullivan, 2014). The second investigation considers whether or not the officer disregarded department policies (Sullivan, 2014; Katz, 2015).
- A large collection of research demonstrates that "public perceptions of the *fairness* of the justice system in the United States are more significant in shaping its legitimacy than perceptions that it is *effective*" (Katz, 2015; Hough et. al., 2010).
- Opinion polls taken after the death of Michael Brown demonstrate that significant cross-sections of the public did not have confidence in the investigations into the shooting (Pew Research, 2014; Peter Moore, 2014). For example, 76% of Black people surveyed by the Pew Research Center had little confidence or no confidence in the investigation of Mr. Brown's shooting (Pew Research, 2014). In a poll by YouGov, less than half— only 42%—of Whites "trust[ed] the justice system to properly investigate" police-involved deaths, while a mere 19% of African Americans had such trust in the existing system (Moore, 2014).

These findings prompted the Commission to draft several calls to action to change use-of-force investigations in an effort to create a fairer justice system and improve citizens' trust and confidence in the investigation process for use-of-force incidents. In addition to the inputs noted at the beginning of this document, these recommendations are based on the research and work of a group of former U.S Attorneys and Assistant U.S. Attorneys based in St. Louis with the intent of avoiding even the appearance of impropriety in the prosecution of use of force cases.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Assign Attorney General As Special Prosecutor in Use of Force Cases

The Attorney General shall serve as the special prosecutor in all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

Accountable body(ies): County Prosecutors and Office of Attorney General

Appoint Special Prosecutor in Use of Force Cases Short-Term

In the interim (until the previous call is adopted) Missouri courts having criminal jurisdiction over prosecutions shall interpret the Missouri statute that governs the appointment of special prosecutors as requiring the appointment of a special prosecutor where the court believes that there is even an appearance that the prosecuting attorney is "interested."[1]

[1.] Missouri Revised Statute § 56.110 provides, in relevant part, that:

If the prosecuting attorney and assistant prosecuting attorney be interested or shall have been employed as counsel in any case where such employment is inconsistent with the duties of his or her office, or shall be related to the defendant in any criminal prosecution, either by blood or by marriage, the court having criminal jurisdiction may appoint some other attorney to prosecute or defend the cause.

Accountable body(ies): Missouri Supreme Court, Circuit Courts

Assign Missouri Highway Patrol to Investigate Use of Force

The Missouri Highway Patrol shall be the default agency to create a task force with the requisite training and expertise that would be responsible for leading the criminal investigation in all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths. In cases where the Missouri Highway Patrol is the agency involved in a case of police use of force resulting in death, an appearance of a conflict of interest, an officer-involved shooting resulting in injury or death, or an in-custody death, the Attorney General shall be permitted to exercise his or her discretion to select members of non-involved law enforcement agencies to lead the investigation.

Accountable body(ies): Local Governments, Municipal Police Departments, Municipal Legislature, State Highway Patrol

Create Task Forces for Short-Term Investigation of Use of Force

In the interim (until the previous call is adopted), each major police force shall create a task force of diverse and experienced investigators to investigate all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.[1]

These law enforcement agencies should then enter into agreements to have their task force lead investigations of other law enforcement agencies in all cases of police use of force resulting in death, officer-involved shootings resulting in injury or death, or in-custody deaths.

[1.] The St. Louis City Police Department's Force Investigative Unit is an existing model for what these task forces could look like.

Accountable body(ies): Local Governments, Municipal Police Departments, Municipal Legislature, State Highway Patrol

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ENCOURAGING APPROPRIATE USE OF TECHNOLOGY IN CITIZEN-LAW ENFORCEMENT INTERACTIONS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- The U.S. Department of Justice (DOJ) researched the police response to demonstrations that occurred after Michael Brown was killed in August 2014 and found that the use of military-grade weapons and vehicles was "inappropriate, inflamed tensions, and created fear among demonstrators" (DOJ, 2015). During the first week of the demonstrations, the police placed military-style, armored vehicles visibly in front of the community (DOJ, 2015).
- Weapons like Tasers and tear gas were used in the St. Louis region during the unrest following Michael Brown's death (DOJ, 2015). Nationally, in 2013, 81 percent of local law enforcement agencies have authorized their officers to use energy weapons, such as Tasers, against citizens, up from 60 percent in 2007 (BJS, 2015).
- Technology often requires additional expenses including those needed for modifications and additions to legacy systems to support interoperability, additional training, and data storage.
- In 2013, 71 percent of local police departments required their officers to wear protective armor at all time, up from 65 percent in 2007 (BJS, 2015). From 2007 to 2013, the proportion of local police departments that used in-car video cameras rose from 61 percent to 68 percent. And, nationally, in 2013, 32 percent of local police departments used body-cameras (BJS, 2015).
- No national database exists to track the types and number of weapons and equipment that local police departments purchase using federal funding, or to track how those weapons and equipment are put to use (McCaskill, 2015a). There is likewise no reliable national data on the uses, composition, and sizes of SWAT teams, although it is estimated that the percentage of small towns in the United States that had SWAT teams has increased from 20 percent in the 1980s to 80 percent by the mid-2000s (McCaskill, 2015a). In the 1980s, SWAT teams were deployed approximately 3,000 times per year, but that number has grown to approximately 50,000 deployments per year (The Economist, 2015). In 2013 and 2014, 624 local police departments received Mine Resistant Ambush Protected vehicles (MRAPs) from the U.S. Department of Defense, which are vehicles that can weigh up to 17 tons, cost up to $600,000, and damage roads because of their weight (McCaskill, 2015a).
- In 2015, U.S. Senator Claire McCaskill (MO) proposed legislation entitled, "Protecting Communities and Police Act" (McCaskill, 2015b). The bill is designed to reform the processes by which local law enforcement agencies receive weapons and equipment from the federal government, increase training requirements for police departments, and improve data collection on the uses of weapons and equipment by local police departments (McCaskill, 2015b).

These findings prompted the Commission to draft several calls to action to encourage policy changes regarding the use of technology by law enforcement with the hope that these calls will help eliminate unsafe and unnecessary police practices, increase accountability and data collection of police departments, and improve citizens' trust and confidence in the police.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Pass the Protecting Communities and Police Act
The Protecting Communities and Police Act, a bill proposed by Senator Claire McCaskill and which reforms federal programs that send equipment and funding to local police departments, shall be passed and implemented as efficiently as possible.
Accountable body(ies): United States House of Representatives and Senate, President

Develop Policies for Use of Technology to Serve Special Needs and Disabled Populations
Law enforcement agencies shall develop policies for the use of new technologies that will help them better serve people with special needs or disabilities.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Local and state governmental entities that oversee law enforcement agencies.

Use Technology to Limit Use of Force
The State of Missouri shall promote technology and weaponry that utilize the least amount of force necessary so as to reduce the number of fatal police interventions; new technologies will be subject to the appropriate use of force continuum restrictions.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Department of Public Safety

Ensure Adequate Bandwidth for Use of Technology
Law enforcement agencies within the State of Missouri shall apply FirstNet or comparable services to provide sufficient bandwidth for the exclusive use of law enforcement that would allow for instantaneous communication, video transmission from body-worn cameras (BWCs), and other technology applications.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Department of Public Safety

Fund Technology Storage
Law enforcement agencies statewide shall receive additional resources to support technology storage fees.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Legislature, Governor

Engage Community Advisory Boards for Technology Policy
Law enforcement agencies across the state shall engage and collaborate with community members, using community advisory bodies, when they develop a policy for use of technology; exceptions shall be made for proprietary technology the public knowledge of which would impede law enforcement's capabilities. Applicant screening practices and confidentiality policies endorsed by Citizen Review Boards shall be applied to use of technology community advisory boards.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Local and state governmental entities that oversee law enforcement agencies.

Evaluate Effectiveness of Technology
Law enforcement agencies statewide shall include an evaluation or assessment process to gauge the effectiveness of any new technology, soliciting input from all levels of the agency, from line officer to leadership, as well as assessment from members of the community. Exceptions shall be made for proprietary technology the public knowledge of which would impede law enforcement's capabilities. Applicant screening practices and confidentiality policies endorsed by Citizen Review Boards shall be applied to participating citizens.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Local and state governmental entities that oversee law enforcement agencies.

Create Technology Clearinghouse
Law enforcement agencies statewide shall establish and continuously update a regional one-stop clearinghouse of information and resources about the constitutional use of multiple forms of innovative technology, in collaboration with a national model set by the U.S. Department of Justice.
Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report
Accountable body(ies): Local and state governmental entities that oversee law enforcement agencies.

Clarify Public Record Laws
Legislative bodies within the State of Missouri shall update public record laws, such that the relationship between public access and privacy of individuals is clarified. Policies and practices should at a minimum increase transparency and accessibility, provide access to information (e.g. crime statistics, characteristics of use of force incidents, current calls for service, department organizational information), allow for public posting of policy and procedures, and enable access and usage for persons with special needs or disabilities.
Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report
Accountable body(ies): Missouri Legislature, Governor

Suggested Reading List:

1. Department of Justice (DOJ). (2015). After-Action Assessment of the Police Response to the August 2014 Demonstrations in Ferguson. Office of Community Oriented Policing Services. Retrieved from http://ric-zai-inc.com/Publications/cops-p317-pub.pdf

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2. McCaskill, C. (2015a). Protecting Communities and Police Act. Senator Claire McCaskill-Full Bill. Retreived from: http://www.mccaskill.senate.gov/imo/media/doc/Protecting%20Communities%20and%20Police%20Act.pdf

3. McCaskill, C. (2015b). Protecting Communities and Police Act. Senator Claire McCaskill-Bill Summary. Retreived from http://www.mccaskill.senate.gov/protecting-communities-and-police-act
4. The Economist. (2014). Cops or soldiers? Retrieved from http://www.economist.com/news/united-states/21599349-americas-police-have-become-too-militarised-cops-or-soldiers

ENCOURAGING EFFICIENCY AND TRANSPARENCY THROUGH ROBUST ADMINISTRATIVE STANDARDS AND RECORD KEEPING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Court barriers to transparency include: records that are closed, that never existed, or that disappeared; inefficient and costly processes for gaining access to public records, sometimes requiring days or weeks; private electronic databases to which interested citizens lack access; and records that are maintained in forms that are difficult for individuals to access (Mann & Deere, 2015).
- One investigation into municipal court processes found "a pervasive lack of transparency. Court hearings are conducted in assembly-line fashion and in hushed tones, without any way for the public to learn what is happening with each case. Public records are sparse—viewing a single case file can often take days of waiting and require permission from a city attorney. Then there are the side deals, which are hidden but prolific. Even in court sessions that are theoretically open, judges often speak in whispers at the bench, making it impossible to hear exchanges with defendants who don't have attorneys. It's here where they quietly discuss what a person can pay and when." (Mann & Deere, 2015).
- Regarding traffic cases, "[w]ith no hearing or public discussion, agreements get tucked away into individual case files, apparent only to those who know to look for them. The courts don't keep a list of amended charges and aren't required to report these deals to the state." (Mann & Deere, 2015).
- One report by Radley Balko describes interviews with a Cool Valley resident who discovered a pending warrant for his arrest after he was stopped by a police officer (Balko, 2014). The warrant stemmed from a 20-year-old speeding ticket and came with $615 in late fees and fines. However, no one from the court offices could produce the original ticket, and an attorney could not use the individual's record to find the warrant because Cool Valley does not use the designated legal database. Failure to use the designated legal database is not uncommon among municipalities (Balko, 2014).
- Balko also reported a St. Louis attorney stating, "I've asked prosecutors for a client's file and they've flat turned me down. They'll say 'Here's a list of his warrants, but we can't show them to you. Just trust us.' Or they'll just staple a blank form to a manila envelope, write my client's name on it, and call that his 'file.' They're giving me the runaround, and I'm an attorney. So you can imagine what happens when people try to work within the system by themselves." (Balko, 2014).
- Documented experiences of difficulty in gaining access to public records include:
    - Post-Dispatch requests for documents from the St. Louis County area's municipal courts were frequently met with silence and denials (Mann & Deere, 2015). Some municipal courts sent the requests to the Regional Justice Information Service (REJIS), which maintains a regional database of criminal information for about 50 municipal courts, for which the newspaper was charged. After nearly a month, the newspaper received the reports, several of which provided very little information (Mann & Deere, 2015).
    - Another set of requests to the municipal courts was met by denials urged on by a prosecutor in Olivette who was also a city attorney in Pagedale and a judge in Edmundson (Mann & Deere, 2015). The responses to the requests insisted that municipal courts are not required to share the information requested and that the courts could keep their databases private, unlike state and federal courts (Mann & Deere, 2015).

These findings prompted the Commission to draft several calls to action for more robust recordkeeping standards and more transparent court procedures, with the goal of improving public trust in the municipal justice system.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Fund Existing and New Laws
The State Legislature and/or Supreme Court shall provide adequate funding for enforcement of existing and new laws relating to municipal courts and governance.
Accountable body(ies): Missouri Legislature, Missouri Supreme Court

Formalize and Standardize Court Documenting Procedures
All municipal courts shall explicitly establish formal and uniform systems of documentation and record keeping at every stage of defendants' court involvement. Whenever possible and appropriate, such documents and records shall be available to defendants.
Accountable body(ies): Municipal courts, Presiding judge of 21st Judicial Circuit, Office of State Court Administration, Missouri Supreme Court

Clearly Define Municipal Court Procedures
All operating procedures of municipal courts shall be clearly defined and followed, and all staff shall be trained in those procedures.
Accountable body(ies): Municipal courts, Presiding judge of 21st Judicial Circuit, Office of State Court Administration, Missouri Supreme Court

Eliminate Sharing of Municipal Files
To limit inappropriate sharing of information, all municipal courts and municipal prosecutors shall maintain separate files.
Accountable body(ies): Municipal courts, Presiding judge of 21st Judicial Circuit, Office of State Court Administration, Missouri Supreme Court

Conduct Annual Municipal Court Audits
Annual audits of municipal courts shall be implemented, and municipal courts shall be required to deliver copies of case records and documents to the Office of State Courts Administrator in compliance with audit requests.
Accountable body(ies): Municipal courts, Presiding judge of 21st Judicial Circuit, Office of State Court Administration, Missouri Supreme Court

Ensure Staffing of Annual Court Audits
The Supreme Court shall consider temporarily assigning additional judges or administrative personnel to assist with the annual audit of municipal courts.
Accountable body(ies): Missouri Supreme Court

Suggested Reading List:

1. ArchCity Defenders. (2014). Municipal Courts White Paper. Retrieved from: http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf
2. Department of Justice (DOJ). (2015). Investigation of the Ferguson Police Department. United States Department of Justice. Retrieved from: http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

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1. Balko, R. (2014). How municipalities in St. Louis County, Mo., profit from poverty. Washington Post. Retrieved from: https://www.washingtonpost.com/news/the-watch/wp/2014/09/03/how-st-louis-county-missouri-profits-from-poverty/
2. Freivogel, W. (2014). Two visions of municipal court reform. St. Louis Public Radio. Retrieved from: http://news.stlpublicradio.org/post/two-visions-municipal-court-reform
3. Lippmann, R. (2015). Despite Ferguson, change comes slowly to Mo. municipal courts. NPR. Retrieved from: http://www.npr.org/2015/02/08/384695759/change-comes-slowly-to-missouri-municipal-courts
4. Mann, J. & Deere, S. (2015). Municipal courts operate in secret and work hard to keep it that way. St. Louis Post-Dispatch. Retrieved from: http://www.stltoday.com/news/local/crime-and-courts/municipal-courts-operate-in-secret-and-work-hard-to-keep/article_785bb87d-0b44-5d8f-a4e4-1de3ea38321a.html

EXPANDING CIVILIAN OVERSIGHT

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In the wake of the shooting death of Michael Brown, public perception of police legitimacy and effectiveness and trust in procedural justice have decreased as compared to before the shooting. Public estimates of frequency of misconduct have gone up (Kochel, 2015).
- According to the U.S. Commission on Civil Rights, "A civilian review board is an entity external to the police department's internal affairs, and consists of citizens from outside the department, appointed by the mayor or other senior government officials. A civilian review board is generally charged with the duty of reviewing complaints and making recommendations as to disciplinary action after the police department has completed its own investigation and made a disciplinary recommendation" (West Virginia Advisory Committee to U.S. Commission on Civil Rights, 2004).
- Civilian review of complaints regarding police misconduct empowers citizens to participate in the oversight of decisions by officers and agencies (Walker, 2001).
- Civilian review boards have been growing in popularity for the past several decades in large part due to the community policing movement and its emphasis on police accountability (Finn, 2001). An integral part of this movement is the development of police-community partnerships and an enhanced role for the public (Bayley, 1994; 1996; Grinc, 1994; Kerley and Benson, 2000; Maguire and Mastrofski, 2000).
- The National Institute of Justice has observed: "[T]here is no single model of citizen oversight. However, most procedures have features that fall into one of four types of oversight systems:
    - Type 1: Citizens investigate allegations of police misconduct and recommend findings to the chief or sheriff.
    - Type 2: Police officers investigate allegations and develop findings; citizens review and recommend that the chief or sheriff approve or reject the findings.
    - Type 3: Complainants may appeal findings established by the police or sheriff's department to citizens, who review them and then recommend their own findings to the chief or sheriff.
    - Type 4: An auditor investigates the process by which the police or sheriff's department accepts and investigates complaints and reports on the thoroughness and fairness of the process to the department and the public" (Finn, 2001).
- When measured in 2002, about one in five large municipal police departments had a civilian review board of some variety (Hickman, 2006).
- In 2002, those departments with a review board received more force complaints that those without a review board (11.09 complaints vs. 6.6 complaints per 100 officers) (Hickman, 2006).
- Citizen oversight can be obtained at varying costs depending largely upon the purview the oversight boards are given, which determines the amount of support they need (Finn, 2001).

These findings prompted the Commission to draft several recommendations that call for the expansion of civilian oversight of law enforcement.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create Civilian Review Boards at the Municipal Level

Municipalities (community organizations, municipal governments) shall establish independent civilian oversight boards designed to meet the unique needs of each municipality. In addition, independent civilian oversight boards shall have the power to review non-confidential police data and engage in regular meetings with police upper management to advise them on policies and practices. The purpose of the board shall be to identify any administrative, supervisory, training, tactical, or policy issues that need to be addressed in light of incidents or

events that may occur.
Accountable body(ies): Missouri General Assembly, Governor, St. Louis County Executive, Municipal governments, Community Organizations

Create Civilian Review Boards at the County Level

Counties across the state should establish independent civilian oversight boards designed to manage municipal oversight boards and civilian investigations particularly when local efforts cannot sufficiently address incidents under review. In addition, these independent investigative boards shall align with the following characteristics for effectiveness:

- Able and authorized to investigate potential criminal wrongdoing by officers and to make recommendations for prosecutions that are then evaluated by special prosecutors;
- Provided with a sufficient budget;
- Able and authorized to issue subpoenas and search warrants; and
- Provided with a well-defined jurisdiction and mandate

(Adapted from Harvard Law Review "Enhancing Accountability and Trust with Independent Investigations of Police Lethal Force")
Accountable body(ies): Missouri Legislature, Governor, St. Louis County Executive

Handle Serious Incidents Swiftly, Openly, and Neutrally

When serious incidents occur, including those involving alleged police misconduct and those that have the potential to damage community trust or confidence in the agency, agencies shall communicate with citizens and the media swiftly, openly, and neutrally, respecting areas where the law requires confidentiality. Policies should state what types of information will be released, when, and in what situation, to maintain transparency.
(Adapted from Action Items 1.3.2 and 2.2.5 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Police Departments statewide, State Highway Patrol

Suggested Reading List:

1. Finn, P. (2001). Citizen review of police: Approaches and implementation. National Institute of Justice. Retrieved from: https://www.ncjrs.gov/pdffiles1/nij/184430.pdf

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2. Finn, P. (2001). Citizen review of police: Approaches and implementation. National Institute of Justice. Retrieved from: https://www.ncjrs.gov/pdffiles1/nij/184430.pdf
3. Grinc, R.M. (1994). Angels in marble: problems in stimulating community involvement in community policing. *Crime and Delinquency*. *Vol. 40* (3), pp. 437-68.
4. Hickman, M. (2006). Citizen complaints about police use of force. Department of Justice. Retrieved from: http://www.bjs.gov/content/pub/pdf/ccpuf.pdf
5. Kerley, K.R. and Benson, M.L. (2000), "Does community-oriented policing help build stronger communities?", *Police Quarterly, Vol. 3 (*1), pp. 46-69. Retrieved from: http://www.researchgate.net/publication/255658928_Does_Community-
6. Kochel, T. (2015). Assessing the initial impact of the Michael Brown shooting and police and public responses to it on St. Louis County residents' views about police. OpenSIUC. Retrieved from: http://opensiuc.lib.siu.edu/cgi/viewcontent.cgi?article=1001&context=ccj_reports
7. Maguire, E.R. & Mastrofski, S.D. (2000). Patterns of community policing in the United States. *Police Quarterly. Vol. 3* .(1,) pp. 4-45. Retrieved from: http://pqx.sagepub.com/content/3/1/4.abstract
8. Walker, S.L. (2001), Police accountability: The role of citizen oversight, Wadsworth, Belmont, CA.
9. West Virginia Advisory Committee to the U.S. Commission on Civil Right. Coping with police misconduct in West Virginia: Citizen involvement in officer disciplinary procedures. U.S. Commission on Civil Rights. Retrieved from: http://www.usccr.gov/pubs/sac/wv0104/ch4.htm

FACILITATING EFFICIENCY THROUGH CONSOLIDATION OF POLICE DEPARTMENTS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- The St. Louis region is currently served by 60 police departments of varying sizes and service levels.
- The region's 60 police departments range from large, full-service agencies to small municipal departments. The St. Louis Metropolitan Police Department and the St. Louis County Police Department are larger departments; both are well-established, comprised of several hundred sworn officers, and accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA) (PERF Report, 2015). The St. Louis County Police Department also provides other services, including dispatch, jail, investigative and forensic support, and SWAT/special operations, to several municipal departments in the county. In contrast, St. Louis County's 58 municipal police departments are generally smaller--some have only five to 10 officers serving geographic areas as small as a tenth of a square mile--and rely on other area agencies for support beyond basic patrol services (PERF Report, 2015).
- In a series of three reports on policing in the St. Louis region, which were commissioned by Better Together, the Police Executive Forum identified several negative consequences of policing fragmentation. These consequences include confusion and anxiety among civilians, inefficiency, variation in the quality and professionalism of police services, and difficulty fostering and maintaining interdepartment partnerships due to the large number of local departments (PERF Report, 2015).
    - Better Together's first report painted a deeply fragmented picture: "Rarely are the day-to-day lives and safety of residents in our region solely the responsibility of the municipality in which they live. For example, a resident of Ellisville traveling to a Cardinals game at Busch Stadium in downtown St. Louis passes through the jurisdictions of 10 police departments. A Brentwood resident flying to California would pass through 6 states while in 1 flight, but only after driving through 15 separate police jurisdictions during a 14-minute trip to Lambert St. Louis International Airport" (Better Together, 2015a).
    - Better Together's second report identified significant differences in police training, accreditation, and licensure across the 60 area police departments (Better Together, 2015b).
    - Better Together's third report showed significant disparities between departments with respect to the equipment and resources afforded to officers: "[S]ome departments provide everything from body armor to service weapons to radios to winter caps. Other departments provide nothing more than a badge and an identification card. Still others issue body armor only 'when funds are available.' The data shows that departments' ability to keep their officers safe and well-equipped varies from municipality to municipality" (Better Together, 2015c). This report also showed that over 20 dispatch hubs handle calls for help (Better Together, 2015c).
- Policing services cost the St. Louis region approximately $355 per person as compared to $242 per person in Indianapolis/Marion County and $257 in Louisville/Jefferson County (Better Together, 2015a).

These findings prompted the Commission to draft several recommendations regarding the consolidation of area police departments in order to improve both efficiency and the quality of policing.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Consolidate Law Enforcement Agencies
Law enforcement agencies across the St. Louis region shall consolidate contiguous jurisdictions. For the purpose of the consolidation process, the agencies shall designate anchor departments through an evaluation process which determines the department that best aligns with the vision for policing in the St. Louis region described by the Commission. Consolidation clusters may include those enumerated in the Police Executive Research Forum report "Overcoming the Challenges and Creating a Regional Approach to Policing in St. Louis City and County" (PERF Report)
Accountable body(ies): County Council, SLCPD, Affected Political Subdivisions, Missouri Legislature, Missouri Police Chiefs Charitable Foundation, POST

Evaluate Consolidated Departments
Newly consolidated departments shall be assessed periodically through independent civilian evaluation, as well as assessment from all levels of the agency, from line officer to leadership, to ensure accordance with the vision for policing in the St. Louis region described by t he Commission
Accountable body(ies): Missouri Legislature, Governor, Department of Public Safety, POST, Missouri Police Chiefs Charitable Foundation

Hold Non-Consolidated Agencies to Shared Standards
The State of Missouri shall require non-consolidated agencies to follow the standards set forth by the "Vision for Policing in the St. Louis Region." Non-consolidated agencies shall integrate independent civilian evaluation, as well as assessment from all levels of the agency, from line officer to leadership, to ensure accordance with the Vision.
Adapted from PERF Report's Recommendation #13
Accountable body(ies): Missouri Legislature, Governor, Department of Public Safety

Consolidate Dispatch Centers
Reduce the number of dispatch centers in the County to reduce confusion among residents and promote efficiency.
Adapted from PERF Report's Recommendation #5
Accountable body(ies): St. Louis County, Municipalities, and Fire Districts

Suggested Reading List:

1. Police Executive Research Forum (PERF) (2015). Overcoming the Challenges and Creating a Regional Approach to Policing in St. Louis City and County. Retrieved from: http://www.policeforum.org/assets/stlouis.pdf

References:

1. Better Together. (2015a). Police report #1: Regional overview. Retrieved from: http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-1-Full-Report-FINAL1.pdf
2. Better Together. (2015b). Police report #2: Licensure and accreditation. Retrieved from: http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-2-Licensure-and-Accreditation-Full-Report-FINAL1.pdf
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IMPROVING EFFICIENCY AND EFFECTIVENESS THROUGH CONSOLIDATION

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- The presiding judge of the 21st Circuit (which includes St. Louis County) is charged with oversight of 81 municipal courts – almost ten times the average number of municipal courts in other judicial circuits (Better Together, 2014).
- Jim Buford, former CEO and President of Urban League of Metropolitan St. Louis and a current member of the board of Better Together, stated "Fragmentation serves as a structural impediment to community reinvestment […] neither our infrastructure nor our collective conscience can afford this current level of fragmentation" (Buford, 2014).
- Research by Better Together "revealed that fines-and-fees revenue increased at a time when property-tax revenue declined. Desperate to maintain their income stream in the face of dwindling property values, many municipalities turned to the municipal courts for revenue. Financially, this strategy yielded the results needed for the municipal governments to survive. 2013 data shows that of the 81 municipal courts in St. Louis County, 73 brought in more revenue than they require to operate. In fact, on average, a municipal court in St. Louis County costs $223,149 to operate yet brings in an average of $711,506 in revenue from fines and fees each year, for an average net revenue of $488,357" (Better Together, 2014).
- It costs an estimated $15.8 million a year to operate St. Louis County's 81 municipal courts (ArchCity Defenders, 2015). In contrast, one study suggests if the 81 municipal courts were consolidated into four full-time courts, the estimated costs would be cut to between $6 million and $8 million a year (ArchCity Defenders, 2015). Another study suggests that economic growth in a region can be stymied when there are high levels of "metropolitan political fragmentation, higher levels of racial segregation, and most significantly (both for theory and in terms of statistical significance) higher level of income inequality" (Benner & Pastor, 2013).
- ArchCity Defenders, SLU Law Legal Clinics, Better Together, Missourians Organizing for Reform and Empowerment, and the Organization for Black Struggle all recommend consolidating St. Louis County's 81 municipal courts (ArchCity Defenders, 2015). These organizations identify the following as likely benefits of consolidation (ArchCity Defenders, 2015):
  - "lessen the incentive to use racially discriminatory fines and fees as a revenue stream"
  - "make it easier for poor and Black people to navigate the legal system in St. Louis County"
  - "make it easier for organizers and legal watchdogs to monitor compliance"
  - "save millions of dollars in court operation costs"
- Between 1979 and 2001, 16 Missouri counties have consolidated trial courts and 8 counties have combined a portion of their operations into a centralized court. In a study conducted by the National Center for State Courts, a vast majority of court clerks reported improvements in (Moyer, 2001):
  - Efficiency within the court: increased flexibility, communication, and coordination between staff, and faster case processing;
  - Greater public access to court facilities: 87% say public trust and confidence in court system improved;
  - Cost effectiveness: cost savings from shared supplies and equipment, and greater interest income;
  - 86 percent said, if given the choice, they would not go back to the prior court structure.

These findings prompted the Commission to draft a recommendation calling for the consolidation of municipal courts.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Consolidate Municipal Courts

The Missouri Supreme Court shall take direct jurisdiction of municipal court functions through the associate circuit court and consolidate into an appropriate number the municipal courts for the purpose of the efficient administration of justice.

Accountable body(ies): Municipalities, Municipal organizations (e.g., 24:1), Presiding judge of 21st Judicial Circuit, Missouri Supreme Court (under Article V of MO Constitution), Missouri Legislature, Federal Government

Suggested Reading List:

1. Capps, K. (2014). For anything to change, Missouri should consolidate St. Louis. CityLab. Retrieved from http://www.citylab.com/crime/2014/08/why-missouri-should-consolidate-st-louis/378728
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1. ArchCity Defenders. (2015). It's not just Ferguson: Missouri Supreme Court should consolidate the municipal court system. Retrieved from http://www.archcitydefenders.org/wp-content/uploads/2014/07/Its-Not-Just-Ferguson-Consolidate-the-Municipal-Courts.pdf
2. Barrett, K. & Greene, R. (2011). Is government consolidation always good? Governing. Retrieved from http://www.governing.com/columns/smart-mgmt/col-government-consolidation-always-good.html
3. Benner, C., & Pastor, M. (2013). Buddy, can you spare some time? Social inclusion and sustained prosperity in America's metropolitan regions. MacArthur Foundation Network on Building Resilient Regions. Retrieved from http://brr.berkeley.edu/wp-content/uploads/2013/05/Benner-Pastor-Buddy-Spare-Some-Time.pdf
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IMPROVING OFFICER TRAINING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In St. Louis City and the County, 75 percent of the police departments are unaccredited (Better Together, 2015). The State of Missouri does not require police departments to be accredited, perhaps explaining why in St. Louis City and County only 15 of 60 police departments are accredited by either the Commission on Accreditation for Law Enforcement Agencies (CALEA) or the Missouri Police Chiefs Charitable Foundation (MPCCF) (Better Together, 2015). Although there are requirements for individual officers to be licensed, the practice does not extend to the departments themselves (Better Together, 2015).
- Disparities in training practices exist between St. Louis City and County's 60 police departments (Better Together, 2015). For example, there are inconsistent psychological evaluation standards for police officer screenings; some departments require screening by a psychiatrist or psychologist, while others apply vague requirements, such as a finding of "good emotional health" (Better Together, 2015). Similar disparities exist between departments' background-check processes (Better Together, 2015).
- The large number of police departments in the St. Louis region makes it difficult to form effective partnerships between law enforcement agencies to combat crime and protect citizens (PERF, 2015). Such fragmentation is inefficient and subverts police operations (PERF, 2015).
- One issue in police standards and professionalism in the St. Louis region is the shuffling of police officers among departments. For example, an officer who is fired for disciplinary or performance issues in one department may be swiftly rehired by a neighboring department, because it may be costlier to recruit and train new officers than to hire an experienced officer with a history of performance issues (PERF, 2015). Hiring officers who have been fired for disciplinary or performance issues in other departments can compromise the quality of policing in the region (PERF, 2015).

These findings prompted the Commission to draft several recommendations calling for changes to officer training to help improve the personal and professional lives of police officers and the citizens they serve.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Consolidate Police Training Centers
St. Louis City and County shall combine their resources to create a single regional police training center that will offer basic, in-service, and advanced training for all police officers in the City and County, in line with Ferguson Commission proposed and approved training standards. (Adapted from PERF Report's Recommendation #1)
Accountable body(ies): St. Louis City and St. Louis County leadership, County Board of Police Commissioners, County Council

Increase Funding and Support for POST
The State of Missouri shall provide additional resources that support Peace Officer Standards and Training (POST) monitoring, oversight, and investigative roles.
Accountable body(ies): Missouri Legislature, Governor, Department of Public Safety

Increase Police Training Hours
St. Louis area police departments should develop and mandate tactical, wellness, and anti-bias training each year consisting of an additional 24 hours per year for a total of 72 hours in a three-year reporting period.
Accountable body(ies): St. Louis Area Police Departments, POST, Missouri Legislature

Suggested Reading List:

1. Better Together. (2015). Public safety study, police report #2: police officer certification & requirements. Retrieved from http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-2-Executive-Summary1.pdf
2. President's Task Force on 21st Century Policing. (2015). Final report of President's Task Force on 21st Century Policing, Office of Community Oriented Policing Services. Retrieved from http://www.cops.usdoj.gov/policingtaskforce

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2. Better Together. (2015). Public safety study, police report #2: Police officer certification & requirements. Retrieved from http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-2-Executive-Summary1.pdf
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6. President's Task Force on 21st Century Policing. (2015). Final report of President's Task Force on 21st Century Policing, Office of Community Oriented Policing Services. Retrieved from http://www.cops.usdoj.gov/policingtaskforce
7. Stoughton, S. (2014). How police training contributes to avoidable deaths. Retrieved from http://www.theatlantic.com/national/archive/2014/12/police-gun-shooting-training-ferguson/383681/
8. Violanti, J. M., Burchfiel, C. M., Miller, D. B., Andrew, M. E., Dorn, J., Wactawski-Wende, J., ... & Trevisan, M. (2006). The buffalo cardio-metabolic occupational police stress (BCOPS) pilot study: Methods and participant characteristics. Annals of Epidemiology, 16(2), 148-156.

INCREASING AWARENESS OF RIGHTS AND PROCEDURES

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Individuals who receive a municipal citation or summons in many St. Louis County municipalities often are not provided with essential facts critical to navigating the judicial process. The procedures used in Ferguson, MO are an example of this problem: The Department of Justice found that individuals receiving a municipal citation or summons often are unaware of how much they owe, where and how to pay the ticket, what the different payment options are, what rights the individual has in the process, and what the consequences are for various actions or oversights. The communication that happens between courts and defendants is "haphazard and known by the court to be unreliable"—often delivered by judges verbally on an ad hoc basis and/or inaccurately and incompletely on municipal websites (DOJ, 2015).
    - The DOJ further found that "[m]any times... [Ferguson Police Department] officers omit critical information from the citation, which makes it impossible for a person to determine the specific nature of the offense charged, the amount of the fine owed, or whether a court appearance is required or some alternative method of payment is available. In some cases, citations fail to indicate the offense charged altogether. . . . In other cases, a ticket will indicate a charge but omit other crucial information" (DOJ, 2015).
    - Court staff often do not follow official procedures to notify a defendant with a missed court date of a new court date, or that missing the next court date will result in issuing an arrest warrant (DOJ, 2015).
    - Individuals against whom an arrest warrant has been issued can clear the warrant by paying a bond at the court window. However, individuals can avail themselves of this option only if they know that a warrant has been issued and if the payment option has been communicated to them, neither of which is a guaranteed to happen (DOJ, 2015).
    - The DOJ found that "a lack of transparency regarding rights and responsibilities" and "basic access deficiencies that frustrate a person's ability to resolve even those charges that do not require in-court appearance" are two of five factors that "impose considerable hardship." As a result, individuals often appear in court multiple times—sometimes more than ten occasions— attempting to resolve one case. Throughout this process, the individual will likely be assessed additional fines, fees, or have arrest warrants issued against them (DOJ, 2015).
- In the ArchCity Defenders observation of over sixty courts, they found that "in all but very few, these municipalities fail to provide lawyers for those who cannot afford counsel. As a result, unrepresented defendants often enter pleas of guilty without knowing they have the right to consult a lawyer, although this information is on many court websites" (ArchCity Defenders, 2014).

These findings prompted the Commission to draft several recommendations, calling for changes in ticketing practices, municipal court practices, notice procedures, and processes to appoint counsel, with the aim to increase individual's awareness of their own rights and of municipal court processes. This increased awareness will, in turn, stop an individual's single citation from escalating into an ever-increasing number of court dates and fines and fees.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create a Municipal Courts "Bill of Rights"
Residents shall be informed of their rights and of municipal court procedures via a written "bill of rights" that is drafted, established, and approved by the applicable Missouri circuit court and delivered with every ticket and via signage posted at each location where municipal court meetings are held.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Communicate Rights to Defendants in Person
Municipal judges, clerks, and attorneys shall inform

residents of municipal court procedures and their constitutional or other procedural rights as defendants at all court appearances and prior to adjudication of their cases.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Provide Defendants with Clear Written Notice of Court Hearing Details
Municipal courts shall provide all defendants with written notice of the time, date, and location of any court hearing they must attend. If a municipal court must change the time, date, or location of any court session, notice must be provided in writing at least 14 days prior to the original court date.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Open Municipal Court Sessions
Municipal court sessions shall be open and accessible to the public, including children.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Inform Defendants of Right to Counsel
Municipal courts shall inform all defendants of their right to counsel and must obtain an informed waiver if defendants choose to proceed pro se. If a defendant requests counsel but cannot afford representation, the court shall appoint an attorney when constitutionally or statutorily required. Municipal courts shall provide attorneys for all minors and in additional instances where doing so is consistent with their policies.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Assign Public Defenders for Criminally-Charged Minors
Minors charged with a criminal offense with jail as a potential sentence shall be assigned a public defender.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Suggested Reading List:

1. Freivogel, W. (2014). Two visions of municipal court reform. STL Public Radio. Retrieved from: http://news.stlpublicradio.org/post/two-visions-municipal-court-reform
2. Lippmann, R. (2015). Despite Ferguson, change comes slowly to Mo. municipal courts. NPR. Retrieved from: http://www.npr.org/2015/02/08/384695759/change-comes-slowly-to-missouri-municipal-courts
3. Weich, S. (2014). Municipal court judges in St. Louis county are told to open doors. St. Louis Post-Dispatch. Retrieved from: http://www.stltoday.com/news/local/crime-and-courts/municipal-court-judges-in-st-louis-county-are-told-to/article_e965d081-758d-500a-abb7-a054916edad2.html

References:

1. ArchCity Defenders. (2015). It's not just Ferguson: Missouri Supreme Court should consolidate the municipal court system. ArchCity Defenders. Retrieved from: http://www.archcitydefenders.org/wp-content/uploads/2014/07/Its-Not-Just-Ferguson-Consolidate-the-Municipal-Courts.pdf
2. ArchCity Defenders. (2014). Municipal courts white paper. ArchCity Defenders. Retrieved from: http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf
3. Better Together. (2014). Public safety – Municipal courts. Better Together. Retrieved from: http://www.bettertogetherstl.com/wp-content/uploads/2014/10/BT-Municipal-Courts-Report-Full-Report1.pdf
4. Department of Justice (DOJ). (2015). Investigation of the Ferguson Police Department. Retrieved from: http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf
5. Tokarz, K., Stragand, S., Blanton, J. & Terrell, J. Forthcoming 2015. Moving beyond Ferguson: The growing imperative to revamp our nation's municipal courts and develop community justice centers to rebuild public trust, repair seriously fractured community relations, and advance restorative justice. Washington University Journal of Law & Policy.

PREVENTING CONFLICTS OF INTEREST

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In the current 21st Judicial Circuit municipal court system (which covers St. Louis County), attorneys often serve in multiple roles across multiple jurisdictions. According to data compiled in March 2015, 13 attorneys in St. Louis County have positions in three or more municipalities, and 20 hold positions in two municipalities (Bouscaren, 2015). Of these, nine attorneys work as a judge in one municipality and a prosecutor in another (Bouscaren, 2015).
- The same study showed that "Three St. Louis-area firms provide prosecutors or judges for more than a quarter of the county's municipal courts, from Bel Nor to Valley Park" (Bouscaren, 2015).
- Of the 83 municipalities in the St. Louis area, all but 14 had at least one connection to another municipality (Bouscaren, 2015). A "connection" is "sharing a judge or prosecutor...or having a judge or prosecutor who works for the same law firm as a judge or prosecutor in another municipality" (Bouscaren, 2015).
- Perceived conflicts of interest, whether substantial or inconsequential, sow seeds of distrust: "I had a felony criminal case in state court a few weeks ago,' says a local defense attorney, in a Washington Post article, "Sometimes criminal cases can get contentious. You have to do everything you can to defend your client, and sometime your interaction with a prosecutor can get combative. A few days later, I was representing a client who had a few warrants in a municipal court where the same prosecutor I was just battling with is now the judge. Is my client is going to get a fair hearing? You hope so. But it sure looks like a conflict to me" (Balko, 2014).
- Other states use models that address conflicts of interest:
    - The Colorado Code of Judicial Conduct prohibits a part-time judge from practicing law in "the court on which the judge serves or in any comparable level court in the same judicial district on which the judge serves or in any court subject to the appellate jurisdiction of the court on which the judge serves" (Colorado Supreme Court).
    - The New York Administrative Rules of the Unified Court System & Uniform Rules of the Trial Courts state that a part-time judge "shall not practice law in the court on which the judge serves, or in any other court in the county in which his or her court is located" (New York State Unified Court System). Furthermore, a part-time judge " shall not permit his or her partners or associates to practice law in the court in which he or she is a judge, and shall not permit the practice of law in his or her court by the law partners or associates of another judge of the same court who is permitted to practice law. . ." (New York State Unified Court System).
    - The Ohio Code of Judicial Conduct states: "A part-time judge shall not practice law . . . in any court subject to the appellate jurisdiction of the court on which the judge serves . . . ." (Supreme Court of Ohio).
    - The Nevada Code of Judicial Conduct states: "A continuing part-time judge shall not practice law in the court on which the judge serves or in any court subject to the appellate jurisdiction of the court on which the judge serves . . ." (Nevada State Supreme Court).
    - The National District Attorneys Association provides in its model rules that "part-time prosecutors should not represent persons in criminal matters in other jurisdictions. This is because of the potential for conflicts with his or her duties as a prosecutor and because of the perception that such representation would decrease his or her dedication to the performance of prosecutorial functions" (National Prosecution Standards Third Edition).

These findings prompted the Commission to draft several recommendations that call for additional conflict-of-interest rules and changes to the application of existing rules.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Prevent Conflicts of Interest Among Judges
Municipal judges shall be prohibited from engaging in municipal court practice in the county in which they serve as a municipal judge.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature, Presiding Judge of the 21st Judicial Circuit, Municipal Courts, The Missouri Bar

Prevent Conflicts of Interest Among Prosecutors
Municipal prosecutors shall be prohibited from representing criminal defendants in municipal courts within the county in which they serve as a prosecutor.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature, Presiding Judge of the 21st Judicial Circuit, Municipal Courts, The Missouri Bar

Apply Conflict-of-Interest Rules Universally
The Missouri Supreme Court shall not exempt municipal court personnel from its conflict-of-interest rules.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature, Presiding Judge of the 21st Judicial Circuit, Municipal Courts, The Missouri Bar

Prevent Targeting and Collusion in the Municipal Governance System
The Legislature and the Supreme Court shall create rules to require the principal actors in the entire system of municipal governance (municipal officials, police officers, prosecutors, municipal court judges) to sign an annual code of ethics that prohibits targeting or collusion.
Accountable body(ies): Missouri Supreme Court, Missouri Legislature

Suggested Reading List:

1. Freivogel, W. (2014). Two visions of municipal court reform. St. Louis Public Radio. Retrieved from http://news.stlpublicradio.org/post/two-visions-municipal-court-reform
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1. Balko, R. (2014). How municipalities in St. Louis County, Mo., profit from poverty. Washington Post. Retrieved from https://www.washingtonpost.com/news/the-watch/wp/2014/09/03/how-st-louis-county-missouri-profits-from-poverty/
2. Bouscaren, D. (2015). Overlapping judges, prosecutors weave tangled web in St. Louis County municipal courts. St. Louis Public Radio. Retrieved from http://news.stlpublicradio.org/post/overlapping-judges-prosecutors-weave-tangled-web-st-louis-county-municipal-courts
3. Colorado Supreme Court. The Colorado Rules of Judicial Discipline; Colorado Code of Judicial Conduct Chapter 24 III. Retrieved from: http://1.usa.gov/1LqEPhH
4. National District Attorneys Association (NDAA). National prosecution standards. Retrieved from: http://bit.ly/1M-M4Mv9
5. Nevada State Supreme Court. Code of judicial conduct Part VI Application (III)(c). Retrieved from: http://www.leg.state.nv.us/courtrules/scr_cjc.html
6. New York State Unified Court System. 22 NYCRR 100.6(B). Retrieved from: https://www.nycourts.gov/rules/chiefadmin/100.shtml
7. Supreme Court of Ohio. Ohio code of judicial conduct 2009 III (B). Retrieved from: http://www.supremecourt.ohio.gov/LegalResources/Rules/conduct/judcond0309.pdf
8. Missouri Supreme Court. Supreme Court rules, Office of State Courts Administrator, Missouri. Retrieved from https://www.courts.mo.gov/courts/ClerkHandbooksP2RulesOnly.nsf/c0c6ffa99df4993f86256ba50057dcb8/be48019f16497ddf86256ca600521208?OpenDocument
9. Tokarz, K. Stragand, S. Blanton, J., & Terrell, J. Forthcoming 2015. Moving beyond ferguson: The growing imperative to revamp our nation's municipal courts and develop community justice centers to rebuild public trust, repair seriously fractured community relations, and advance restorative justice. Washington University Journal of Law & Policy.

PROMOTING OFFICER WELLNESS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- A study of an urban police department suggests that a police officer's work environment, which includes exposure to potentially traumatic experiences, coupled with a police environment that values stoicism and self-reliance, can prove detrimental to an officer's mental health (Fox, 2012). This environment also can contribute to at-work productivity loss, high rates of post-traumatic stress disorder (PTSD), suicide and depression, and an impaired ability to effectively enforce the law and interact with community members (Fox, 2012).
    - Among 150 officers, approximately 24 percent had PTSD, 9 percent had depression, and 19 percent abused alcohol (Fox, 2012).
    - Nevertheless, of those studied, only 47 percent had ever accessed mental-health services (Fox, 2012).
    - "The most commonly cited barriers to accessing services were concerns regarding confidentiality and the potential 'negative career impact'" (Fox, 2012).
    - "Officers with mental-health conditions had higher productivity loss than officers without a mental health condition (5.9% vs. 3.4%) at an annual cost of $4,489 per officer" (Fox, 2012).
- A study using data from the National Occupational Mortality Surveillance found that police died from suicide 2.4 times as often as from homicides (President's Task Force on 21st Century Policing, 2015). Although depression resulting from traumatic experiences is often the cause, routine work and life stressors—hostile communities, long shifts, and inadequate family or departmental support—contribute as well (President's Task Force on 21st Century Policing, 2015).
- Studies of mental health training requirements and services across the country reveal a wide-ranging patchwork of policies that often provide insufficient resources to officers (Pauly, 2013).
- Regulation of municipal police departments happens on the state-level, including hiring and training standards. There is no national standard governing how police recruit candidates, how candidates are psychologically evaluated, or whether or not such evaluations should be mandatory (Bernd, 2015).

These findings prompted the Commission to draft recommendations calling for enhanced efforts to promote officer wellness.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Conduct Peer Review of Critical Incidents
Law enforcement agencies across the state shall implement a non-punitive peer review of critical incidents separate from criminal and administrative investigations that are intended to be education-based resources for officers. These reviews must be equipped with adequate legal protections for officers, including immunity, privacy, confidentiality, and nondisclosure.
(Adapted from Recommendation 2.3 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri legislature, St. Louis City and County Police Departments

Provide Mental Health Services for Officers
The State of Missouri shall support law enforcement agencies with research and funding to offer tailored, independent, and confidential mental health treatments to officers, including a toll-free mental health hotline specifically for officers, anonymously connecting callers to officers who are not in the same agency and who could refer the caller to professional help if needed.
(Adapted from Action Item 6.1.2 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health

Support Officer Well-Being
The State of Missouri's respective departments shall implement annual, independent, and confidential mental health and physical fitness checks and nutritional support for officers.
(Adapted from Action Item 6.1.2 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health

Require Psychological and Bias Screenings
All officers hired by a municipal or County police department shall undergo a full psychological screening, in conjunction with a bias screening, by a County-approved psychiatrist or psychologist. New hires shall also receive a full background investigation. All police departments shall contact Missouri POST to review the license status and any known disciplinary history of potential hires before making an offer of employment.
(Adapted from Action Item 6.1.4 of Presidential Task Force on 21st Century Policing report)
Accountable body(ies): Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health, Diversity, Equity and Inclusion Practitioners

Suggested Reading List:

1. Fox, J., Desai, M., Britten, K., Lucas, G., Luneau, R., & Rosenthal, M. (2012). Mental-health conditions, barriers to care, and productivity loss among officers in an urban police department. *Conn Med, 76*(9), 525-531. Retrieved from: http://www.ncbi.nlm.nih.gov/pmc/articles/PMC4089972/

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1. Bernd, C. (2015). Evaluating police psychology: Who passes the test? Truthout. Retrieved from: http://www.truth-out.org/news/item/29191-evaluating-police-psychology-who-passes-the-test
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4. Pauly, M. (2013). How police officers are (or aren't) trained in mental health. The Atlantic. Retrieved from: http://www.theatlantic.com/health/archive/2013/10/how-police-officers-are-or-aren-t-trained-in-mental-health/280485/

PROTECTING CONSTITUTIONAL RIGHTS THROUGH EFFECTIVELY ADMINISTERED COURTS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- According to a report on the municipal courts in the St. Louis region and community members' experience within them, "family members were forced to wait outside courtrooms while loved-ones represent[ed] themselves in front of a judge and a prosecutor. Many recounted being mistreated by the bailiffs, city prosecutors, court clerks, and even some judges." (ArchCity Defenders, 2014).
- On average, a Missouri circuit court judge oversees about 8.6 municipal courts (Better Together, 2014). However, with 81 municipal courts, the St. Louis County Circuit Court judge is responsible for about ten times that amount (Better Together, 2014). The intended oversight by the presiding circuit court judge becomes nearly impossible in this situation (Better Together, 2014).
- ArchCity Defenders has reported that people who have been arrested on a warrant for failing to appear in court to pay fines, even for non-violent offenses, sometimes sit in jail for extended periods of time (ArchCity Defenders, 2014). Since municipal courts do not hold court on a daily basis, and some only meet once a month, "a person arrested on a warrant in one of these jurisdictions and who cannot pay the bond may spend as much as three weeks in jail waiting to see a judge" (ArchCity Defenders, 2014). Their report also revealed that "poor minorities are pulled over more frequently, they are let go without a ticket less frequently, and they are in all likelihood the only group to see the inside of a jail cell for minor ordinance violations" (ArchCity Defenders, 2014).
- Effective as of August 28, 2015, Missouri Statute 479.360 further states: "Defendants in custody pursuant to an initial arrest warrant issued by a municipal court have an opportunity to be heard by a judge in person, by telephone, or video conferencing as soon as practicable and not later than forty-eight hours on minor traffic violations and not later than seventy-two hours on other violations and, if not given that opportunity, are released" (Mo. Rev. Stat. § 479.360.1(1)).
- ArchCity Defenders has reported that "defendants are entitled to a hearing to determine their ability to pay under Missouri law. Upon revocation of probation for failing to pay, defendants are again entitled to an inquiry into their ability to pay. Based on our observations, these hearings rarely occur." (ArchCity Defenders, 2014).
    - On August 28, 2015, Missouri Statute 479.360 became effective. It states, in relevant part, that municipal courts must "[establish] procedures to allow indigent defendants to present evidence of their financial condition and [take] such evidence into account if determining fines and costs and establishing related payment requirements" (Mo. Rev. Stat. § 479.360.1(4)).
    - Plaintiffs' attorneys in *Fant v. Ferguson*, a class action lawsuit suing the City of Ferguson regarding allegedly unconstitutional municipal court practices, argued that jailing individuals for inability to pay is a violation of the Fourteenth Amendment's due process and equal protection clauses (*Fant v. City of Ferguson*, 2015).
- Missouri Statute 479.360 further states: "Defendants are not detained in order to coerce payment of fines and costs" (Mo. Rev. Stat. § 479.360.1(3)).
- The Class Action Complaint in *Fant v. City of Ferguson* describes situations in which individuals have been incarcerated in Ferguson jail for inability to pay traffic tickets or other minor fines and fees (*Fant v. City of Ferguson*, 2015). According to the Complaint, individuals "are kept in overcrowded cells; they are denied toothbrushes, toothpaste, and soap; they are subjected to the constant stench of excrement and refuse in their congested cells; they are surrounded by walls smeared with mucus and blood; they are kept

in the same clothes for days and weeks without access to laundry or clean underwear; they step on top of other inmates, whose bodies cover nearly the entire uncleaned cell floor, in order to access a single shared toilet that the City does not clean; they develop untreated illnesses and infections in open wounds that spread to other inmates; they endure days and weeks without being allowed to use the moldy shower; their filthy bodies huddle in cold temperatures with a single thin blanket even as they beg guards for warm blankets; they are not given adequate hygiene products for menstruation; they are routinely denied vital medical care and prescription medication, even when their families beg to be allowed to bring medication to the jail; they are provided food so insufficient and lacking in nutrition that inmates lose significant amounts of weight; they suffer from dehydration out of fear of drinking foul smelling water that comes from an apparatus on top of the toilet; and they must listen to the screams of other inmates languishing from unattended medical issues as they sit in their cells without access to books, legal materials, television, or natural light" (*Fant v. City of Ferguson*, 2015).

- Plaintiffs' attorneys argued that "[t]he jail conditions created and perpetuated by the City of Ferguson would be unconstitutional under the Eighth Amendment even were convicted prisoners treated with such callous disregard to basic health and safety." (*Fant v. City of Ferguson*, 2015).

These findings prompted the Commission to draft several recommendations calling for administrative changes that contribute to the protection of citizen's constitutional rights.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Notify Parents of Detained Minors
A parent, guardian, or caretaker of a minor placed in detention must be notified within 4 hours of their child being placed in detention.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Change Rules for Municipalities Holding Defendants for Other Municipalities
A municipality shall not hold a defendant for another municipality for longer than 4 hours for a non-violent offense.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Provide Medical Services for People in Custody
All municipalities shall develop and implement an operating plan to provide necessary medical services, including mental health services, for all persons in custody.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts

Eliminate Punitive Impounding of Vehicles
In the event of arrest, municipal courts shall allow owners of legally-compliant vehicles a reasonable number of hours to have their vehicle moved by a licensed and capable driver in lieu of impounding the vehicle as a punitive measure. Penalties associated with immediate impoundment are disproportionately burdensome on poor and impoverished residents and are not essential to municipalities' public safety or justice interest.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature

Train Municipal Court, Jail, and City Government Employees in Constitutional Rights
All municipal court, jail, and city government employees shall receive annual cultural bias training and training on how to protect the constitutional rights of residents and defendants, and on how to effectively administer courts. Each employee must sign a written acknowledgement upon completion of training. This training shall ensure that personnel adequately understand that the following apply to their activities and duties:

- All relevant administrative rules of the Missouri Supreme Court, the applicable judicial circuit court, and the municipal court.
- All constitutional and statutory procedural rights afforded to citizens.
- All other constitutional protections for citizens, including the requirements that:
  - Consistent with the Equal Protection Clause of the Fourteenth Amendment to the United States Constitution, municipal courts shall not hold a person in custody after an arrest because the person is too poor to post a monetary bond or bail payment.
  - Municipal courts shall not hold a person in jail for nonpayment at proceedings initiated by the municipality without a meaningful inquiry into the person's ability to pay (including notice and an opportunity to present evidence) and without the assistance of counsel or an informed waiver of assistance.
  - Municipal courts shall provide all inmates held in any municipal jail with a toothbrush, toothpaste, hand soap, shower access, reasonably sanitary surroundings, exercise, reading materials, adequate medical care, and nutritious

meals. Feminine hygiene products shall be provided to inmates upon request. No person shall be charged any money for any time spent in jail or for the provision of basic needs while in jail.

Accountable body(ies): Principal actors in the system of municipal governance (e.g., municipal officials, police officers, prosecutors, municipal court judges, municipal court personnel), Municipal Courts, 21st Judicial Circuit Court, Office of State Court Administration, Missouri Supreme Court

Suggested Reading List:

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RE-ENVISIONING THE LAW ENFORCEMENT RESPONSE TO DEMONSTRATION

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- On September 3, 2015, the United States Department of Justice (DOJ) released a thorough "After-Action Assessment of the Police Response," detailing the 17 days following the shooting of Michael Brown (DOJ, 2015). In this investigation, four police departments (Ferguson, St. Louis County, St. Louis City, and the Missouri State Highway Patrol) voluntarily submitted to in-depth interviews, document and data-log reviews, and physical visits, which were coupled with interviews with community members in Ferguson (DOJ, 2015). The assessment team arrived at a consensus identifying 48 findings and 113 "lessons learned" under 6 major themes: inconsistent leadership, failure to understand endemic problems in the community, a reactive rather than proactive strategy, inadequate communication and information sharing, use of ineffective and inappropriate strategies and tactics, and lack of law enforcement response continuity (DOJ, 2015).
- According to the DOJ report, in the first 17 days alone, "more than 50 law enforcement agencies were involved in the police response in Ferguson" (DOJ, 2015). This decentralized system of agencies with different use-of-force policies, protocols for crowd control, training standards, and department cultures led to lapses in and uncertainty regarding the command structure within law enforcement and with demonstrators (Lithwick, 2014; Nolen, 2014; DOJ 2015).
- The DOJ report identified several inconsistencies across law enforcement's response to the Ferguson protests, including questionable use of tear gas, militarized weapons, and canine units. The report noted that, in light of the use of canines for crowd control during the 1960s civil rights movement, deployment of canine units in Ferguson undermined community trust (DOJ, 2015).
- The International Association of Chiefs of Police (IACP) offers several suggestions for creating a robust communication structure. Though there were improvements when protest groups met with police at several points to create "rules of engagement" at demonstrations, without the formal institutionalization of this system there continued to be consistent breakdowns (Lowry, 2014). The IACP model policy for Crowd Management and Control also institutes an incident command system specific to mass demonstration when multiple law enforcement agencies are involved, as well as use-of-force guidelines (IACP, 2014).

These findings prompted the Commission to draft several recommendations that call for changes to law enforcement response to demonstration with the hope that these calls will help eliminate miscommunication and unsafe demonstration environments.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Develop a Comprehensive Demonstration Response Plan

Direct County and City Governments across the state to differentiate emergency and demonstration approaches by consulting with community members, community organizers and law enforcement officials to design a publicly available Demonstration Response Plan that:

- First prioritizes the preservation of human life and adheres to the principles of community policing, guardianship, and the protection of human and constitutional rights (Adapted from Rules of Engagement);
- Designates traditionally credentialed media as press only and not demonstrators, allowing them to perform their constitutional duties freely without threat of arrest;
- Recognizes the incendiary nature of the arrest of news media and clearly designated legal observers, and will refrain from arrest unless they interfere with police activities;
- Modifies the code 1000/2000 protocol in the case of demonstration activity such that, when a demonstration exceeds the capacity of a

municipal police department to respond, the Saint Louis County Police Department shall serve as the primary line of command and, through mutual aid agreements, will determine how municipalities will assist in non-demonstration functions. It should be noted that the Saint Louis County Police Department shall fulfill this role in accordance with the preservation of human life and the principles of community policing, guardianship, and the protection of human and constitutional rights; and

- Directs police departments across the state to revise their policies and training on use of force to authorize only the minimal amount of force that is proportional to the incident, brings an unlawful situation safely and effectively under control, and preserves the constitutional and human rights of the citizen.

Accountable body(ies): St. Louis City and St. Louis County leadership, County Board of Police Commissioners, St. Louis Municipal Police Departments, State Highway Patrol, County Council, Statewide Police Department Subdivisions

Establish Communication Protocol for Demonstrations

In the instance of spontaneous demonstration:

- Initial law enforcement response shall be as minimal as safety permits, to assess the situation, attempt to identify a "leader" and to initiate communication (if safety permits.)
- Law enforcement shall designate a liaison and/or tactical command person to communicate with the leader or demonstrators' designated points of contact and ensure lines of communication are open, especially in the event the situation escalates.
- Law enforcement shall make every effort possible to keep the lines of communication open throughout the duration of the event.

In the instance of planned demonstration:

- Law enforcement shall make every effort possible to communicate with demonstration leadership prior to the event with the intent to open a dialogue and identify the purpose of the event and the actions that are planned.
- Law enforcement shall designate a liaison and/or tactical command person to communicate with the leader or demonstrators' designated points of contact and ensure lines of communication are open, especially in the event the situation escalates.
- Law enforcement shall make every effort possible to keep the lines of communication open throughout the duration of the event.

The State of Missouri shall institute a limit on the number of consecutive hours an officer can be on duty in these specified demonstration circumstances, in accordance with the U.S. Department of Justice's research on the efficacy of limiting the total number of hours an officer should work within a 24-48 hour period, including the maximum number of hours an officer should work in a high-risk or high-stress environment.

Accountable body(ies): St. Louis City and St. Louis County leadership, County Board of Police Commissioners, Municipal Police Departments, State Highway Patrol, County Council, Statewide Police Department Subdivisions

Train for Incidents Requiring Multiple Law Enforcement Agencies

Police departments across the state should implement community-wide, reality-based training for incidents requiring the involvement of multiple law enforcement agencies.

Accountable body(ies): Existing Law Enforcement Incident Command System (LEICS) Structures, Existing Emergency Management Systems, Existing municipal agencies

Suggested Reading List:

1. Department of Justice. (2015). After-action assessment of the police response to the August 2014 demonstrations in Ferguson, Missouri. United States Department of Justice. Retrieved from http://ric-zai-inc.com/Publications/cops-p317-pub.pdf
2. International Association of Chief's of Police (IACP). (2014). Crowd management and control. Retrieved from http://www.theiacp.org/Portals/0/documents/pdfs/MembersOnly/CrowdsPolicy.pdf

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REDEFINING THE MUNICIPAL COURT RESPONSE TO NONVIOLENT OFFENSES

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In 2013, the municipal court in Ferguson, a city of 21,135 people, issued 32,975 arrest warrants for nonviolent offenses, mostly driving violations (Shapiro, 2014). Similarly, Pine Lawn, another municipality in St. Louis County, has a population of only 3,275 and, in 2013, it issued 5,333 new warrants, bringing its total outstanding warrants to 23,457 (ArchCity Defenders, 2014).
- More than half the courts in St. Louis County engage in the "illegal and harmful practices" of charging high court fines and fees on nonviolent offenses like traffic violations and then arresting people when they don't pay (Shapiro, 2014).
- From 2010 to December 2014, the offenses (besides "Failure to Appear" ordinance violations) that most often led to a municipal warrant in Ferguson were: Driving While License Is Suspended, Expired License Plates, Failure to Register a Vehicle, No Proof of Insurance, and Speed Limit violations (Department of Justice, 2015).
- Even though underlying code violations would not independently result in imprisonment, arrest and detention are not uncommon once a warrant enters on a case (Department of Justice, 2015). The Department of Justice's investigation of the Ferguson Police Department found overwhelming evidence of minor municipal code violations resulting in multiple arrests, jail time, and fines and fees that exceeded the cost of the original ticket several times over. As the report documents, one woman received two parking tickets for a single violation in 2007 that then totaled $151 plus fees. Over seven years later, she still owed Ferguson $541—after already paying $550 in fines and fees, having multiple arrest warrants issued against her, and being arrested and jailed on several occasions (Department of Justice, 2015).
- The ArchCity Defenders' 2014 municipal courts white paper observed that the fining practices of certain courts often led to repeated incarceration, psychological harm, and potential loss of housing and employment (ArchCity Defenders, 2014). The Commission and Working Group heard numerous examples of people who were unable to pay their fines for a minor ordinance violation, missed their court dates because they did not have the money, had warrants issued against them, and/or ended up in jail for failure to appear.
- Outstanding warrants for minor traffic offenses have kept people from retaining employment. Malik Ahmed, founder and CEO of Better Family Life, discovered that many of the participants in his job training program could not retain employment for fearing of being arrested in route to their jobs, which were often five to ten miles away, because of outstanding traffic warrants (Shapiro, 2014). To counter that obstacle, Better Family Life partnered with local police departments to create an annual amnesty plan in which individuals would be able to exchange their arrest warrants for payments plans for their fines and fees (Shapiro, 2014).
- Currently in the United States, regressive municipal fines disproportionately harm defendants with low incomes. A wealthy individual is likely to view a $200-$300 fine as a minor inconvenience, while the same fine might have devastating consequences for a poor individual who already struggles to pay the rent and put food on the table.

These findings prompted the Commission to draft several recommendations, in part to further the reforms already underway. Among other provisions, Senate Bill 5, recently signed by Governor Nixon, caps fines at $300 (Mo. Ann. Stat. § 479.353 (1)); requires municipal courts to establish "procedures to allow indigent defendants to present evidence of their financial condition." (Mo. Ann. Stat. § 479.360 (1)(4)); and eliminates additional charges for the failure to appear for minor traffic violations. (Mo. Ann. Stat. § 479.360 (1)(6)) (Mo. Rev. Stat. 479). The calls to action outlined here, however, would strengthen the existing law by specifying when the court must inquire into a defendant's ability to pay, clarifying that courts must consider payment plans and fine revocation in certain

circumstances, and paving the way for the cancellation of outstanding arrest warrants for defendants where their inability to pay may have been a significant issue.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Eliminate Incarceration for Minor Offenses
Municipal courts shall not incarcerate individuals for minor, nonviolent offenses. They should also not issue "failure to appear" warrants on such charges, as these often lead to incarceration.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Treat Nonviolent Offenses as Civil Violations
Municipalities shall treat minor nonviolent offenses as civil violations rather than criminal cases.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Close Records of Non-Violent Offenses by Minors
All non-violent offenses by minors shall be treated as closed juvenile records.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Expunge Old Convictions of Non-Repeat Offenders
All municipal convictions of non-repeat offenders shall be expunged after a defined period of time, predetermined by the Missouri Supreme Court.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Cancel "Failure to Appear" Warrants
All "failure to appear" warrants shall be withdrawn and cancelled.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Develop New Process to Review and Cancel Outstanding Warrants
The current outstanding arrest warrant review and cancellation process is inefficient and should be replaced with a more effective and possibly electronic system for identifying those warrants and right-sizing debts based on a defendant's ability to pay.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Schedule Regular Warrant Reviews
Municipalities should schedule regular reviews of outstanding arrest warrants, to effectively address cases where such warrants have become especially numerous.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Collect Municipal Court Debts Like Civil Debts
Municipal courts shall collect debts in a manner consistent with other civil debts.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Determine Defendants' Ability to Pay
To keep from assessing a fine or fee that a defendant simply cannot afford, municipal courts shall determine a defendant's ability to pay at the defendant's first court hearing.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Assess Ability to Pay at Nonpayment Hearings
Municipal courts shall inquire about defendants' ability to pay in any subsequent hearing regarding nonpayment.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Consider Payment Plans and Fine Revocation
The Supreme Court shall provide policies to interpret Missouri rules and statutes that require courts to consider payment plans or fine revocation where defendants' nonpayment of fines was not the result of intentional refusal to obey the court's orders or a failure to make a good faith effort towards payment broadly, especially when administering warrant recall programs.
Accountable body(ies): Missouri Supreme Court, 21st Judicial Circuit, Municipal Courts, Missouri Department of Revenue, Missouri Legislature

Suggested Reading List:

1. ArchCity Defenders. (2014). Municipal courts white paper. Retrieved from http://03a5010.netsolhost.com/WordPress/wp-content/uploads/2014/08/ArchCity-Defenders-Municipal-Courts-Whitepaper.pdf

2. Department of Justice (DOJ). (2015). Investigation of the Ferguson Police Department. Retrieved from http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf

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13. Karen L. Tokarz, Sam Stragand, Jacob Blanton & Jenny Terrell, Moving Beyond Ferguson: The Growing Imperative to Revamp Our Nation's Municipal Courts and Develop Community Justice Centers to Rebuild Public Trust, Repair Seriously Fractured Community Relations, and Advance Restorative Justice, 48 Wash. U. J. L. & Pol'y ___ (forthcoming2015).
14. Mo. Rev. Stat. 479. Retrieved from: http://www.senate.mo.gov/15info/pdf-bill/tat/SB5.pdf

RESTORING CIVILIAN LAW ENFORCEMENT RELATIONS THROUGH COMMUNITY POLICING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- According to the U.S. Department of Justice, community policing is defined as "a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime" (Community Oriented Policing Services, 2014).
- An integral part of the community policing movement is the development of police-community partnerships and an enhanced role for the public (Bayley, 1994; Grinc, 1994; Kerley & Benson, 2000; Maguire & Mastrofski, 2000).
- In 2013, police departments with a community policing component employed 88% of all local police officers, an increase from a decade earlier (Reaves, 2015). "The largest increase was among departments serving fewer than 10,000 residents, from 39% in 2003 to 61% in 2013" (Reaves, 2015). A majority of departments had problem-solving partnerships or written agreements with community groups, local agencies, or other local organizations (Reaves, 2015).
- A systematic review of 25 studies containing 65 independent assessments of community-oriented policing measures found that community policing strategies have the potential to positively impact citizen satisfaction and trust in the police (Gill et al., 2014). Citizen satisfaction with the police was evaluated in 23 comparisons, and community-oriented programs were found to be effective in increasing satisfaction in almost 80% of the cases (Gill et al., 2014).

These findings prompted the Commission to draft recommendations calling for enhanced community policing to foster greater trust, satisfaction, and partnership between the community and law enforcement.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Facilitate More Positive Police-Community Interactions
Police departments across the state shall revise policies directing internal administration to facilitate more positive police-community interactions, social service experience for officers and required community-building field time.
Accountable body(ies): Department Executives

Engage Civilians in Police Operations
Police departments across the state shall integrate independent civilian evaluation into routine departmental operations, including input on individual officer-citizen interactions and policing strategic plans.
Accountable body(ies): Department Executives

Foster Police-Community Interactions in Schools
Law enforcement agencies statewide shall create opportunities in schools and communities for positive non-enforcement interactions with police.
Accountable body(ies): Law enforcement agencies statewide, School Districts

Seek Civilian Input on Police Programs and Policies
Law enforcement agencies statewide shall schedule regular forums and meetings where all community members can interact with police and help influence programs and policy.
(Adapted from Action Item 4.5.1 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Law enforcement agencies statewide, Municipal Legislature

Engage Youth in Joint Training
Law enforcement agencies across the state shall engage youth and communities in joint training with law enforcement.
(Adapted from Action Item 4.5.2 from the Presidential Task)
Accountable body(ies): Law enforcement agencies statewide

Reform Juvenile Disciplinary Procedures and Practices

Communities shall adopt policies and programs that address the needs of children and youth most at risk for crime or violence and eliminate aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.
(Adapted from Recommendation 4.6 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Law enforcement agencies statewide, municipal legislature, community-based organizations, school districts

Adopt Alternative Strategies for Juvenile Interventions

Law enforcement agencies shall work with schools to encourage the use of alternative strategies that involve youth in decision making, such as restorative justice, youth courts, and peer interventions. School Resource Officers and other school-based law enforcement shall receive periodic training and certification every two years in anti-bias actions and cultural responsiveness for school aged youth.
(Adapted from Action Item 4.6.3 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Law enforcement agencies statewide, municipal legislature, community-based organizations, school districts

Foster Positive, Proactive Police Interactions with Youth

Communities shall affirm and recognize the voices of youth in community decision making, facilitate youth-led research and problem solving, and develop and fund youth leadership training and life skills through positive youth/police collaboration and interactions.
(Adapted from Recommendation 4.7 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Law enforcement agencies statewide, municipal legislature, community-based organizations, school districts

Build Trust Among Youth

Communities and law enforcement agencies shall work to build trust between youth and police by creating programs and projects for positive, consistent, and sustained interaction between youth and police.
(Adapted from Action Item 4.7.1 from the Presidential Task Force on 21st Century Policing final report)
Accountable body(ies): Law enforcement agencies statewide, municipal legislature, community-based organizations, school districts

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STRENGTHENING ANTI-BIAS AND CULTURAL COMPETENCY

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In 2014, a Gallup poll found that 60 percent of White Americans expressed more trust in police than nonwhites did (49 percent) (McCarthy, 2014).
- In 2014, Black drivers in Missouri were 75 percent more likely than White drivers to be stopped by police (Koster, 2014). The difference was only 31 percent in the year 2000 (Koster, 2014). Also in 2014, Black drivers were stopped on Missouri roads at a rate 66 percent greater than what was expected, given their proportion of the population of people aged 16 and older (Koster, 2014).
- Besides data on motorist stops, "search rate" data is used to assess racial profiling in policing (Koster, 2014). In 2014, Black drivers were 1.73 times more likely and Hispanics were 1.90 times more likely to be searched than Whites (Koster, 2014). Although Black drivers were more likely to be searched in 2014, White drivers were more likely to have contraband discovered by police in their cars during searches than Black or Hispanic drivers (Koster, 2014).
- According to the U.S. Department of Justice's 2015 report on the Ferguson Police Department, Black people in Ferguson accounted for 88 percent of all cases of reported police use of force from 2010 to August 2014 (Department of Justice, 2015). Black people in Ferguson accounted for all of the documented cases of uses of force involving a canine bite during that time as well (Department of Justice, 2015). Also from 2010 to August 2014, Black people in Ferguson accounted for 95 percent of all Manner of Walking charges, 94 percent of all Failure to Comply charges, 92 percent of all Resisting Arrest charges, 92 percent of all Peace Disturbance charges, and 89 percent of all Failure to Obey charges (Department of Justice, 2015).
- The stereotype of Black Americans as violent and criminal has been well documented by social scientists in nearly 60 years of research (Eberhardt, et. al., 2004). Research has led social psychologists to conclude that the bias that happens during policing today is more likely to manifest as implicit or unconscious bias instead of explicit bias (Fridell, 2015). Implicit biases include the fears, feelings, perceptions, and stereotypes that exist in a person's subconscious, regardless of a person's acknowledgement of the biases (Gove, 2011). In policing, a relevant bias is the automatic and implicit connection between crimes and minorities (Eberhardt, et. al., 2004). For example, Dr. Lorie Fridell explains in "Fair and Impartial Policing" that implicit bias might "manifest among agency command staff who decide (without crime-related evidence) that the forthcoming gathering of African American college students bodes trouble, whereas the forthcoming gathering of white undergraduates does not" (Fridell, 2015). Research has shown that police officers can lessen or eradicate the effects of implicit biases on their behavior by becoming aware of these biases through proper training (Correll, et. al., 2002).

Realizing the shared goal between the law enforcement community and the civilian community, these findings, these findings prompted the Commission to draft recommendations to strengthen anti-bias training and improve cultural competency with the hope that these calls will help eliminate biased policing practices and improve citizens' trust and confidence in the police.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Train Police to Better Engage Citizens
Police departments across the state shall revise their training policies to emphasize experience-based self-awareness through continually different personal interactions with community representatives, leaders, and youth.
Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, IACP (International Association of Chiefs

of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Include New Approaches in Anti-Bias Training for Police

Police departments across the state shall revise their anti-bias training protocols by applying new learning approaches to understand bias and its influence on community service.

Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Include Social Interaction Training in POST

POST shall ensure that basic police officer training includes lessons to improve social interaction as well as tactical skills. Topics shall include critical thinking, social intelligence, implicit bias, fair and impartial policing, historical trauma, and other topics that address capacity to build trust and legitimacy in diverse communities and offer better skills for gaining compliance without the use of physical force.

(Adapted from Recommendation 5.7 of Presidential Task Force on 21st Century Policing report)

Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Enact Officer Identification Policies

Law enforcement agencies statewide shall adopt policies requiring officers to identify themselves by their Department Serial Number (DSN) and provide that information in writing to individuals they have stopped.

(Adapted from Action Item 2.11.1 and Recommendation 2.11 from the Presidential Task Force on 21st Century Policing final report)

Accountable body(ies): Law enforcement agencies statewide

Prohibit Profiling and Discrimination

Law enforcement agencies shall adopt and enforce policies prohibiting profiling and discrimination based on race, ethnicity, national origin, religion, age, gender, gender identity / expression, sexual orientation, immigrant status, disability, housing status, occupation, or language fluency.

(Adapted from Recommendation 2.11 and Action Item 2.11.1 of Presidential Task Force on 21st Century Policing report)

Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Include Implicit Bias and Cultural Responsiveness Training in POST

POST shall ensure both basic recruit and in-service training incorporates content around recognizing and confronting implicit bias and cultural responsiveness.

- This shall occur with the assistance of advocacy groups that represent the viewpoints of communities that have adversarial relationships with law enforcement.
- Law enforcement agencies statewide shall implement training for officers that cover policies for interactions with the LGBTQ population, including issues such as determining gender identity for arrest placement; the Muslim, Arab, and South Asian communities; and immigrant or non-English speaking groups, as well as reinforcing policies for the prevention of sexual misconduct and harassment.

POST shall conduct a periodic officer certification process for officers every 2 years to ensure anti-bias and culturally responsive policing practices are being utilized by individual law enforcement officers. The certification should include but not be limited to: review of office disciplinary records and citizen complaints, bias screening, and tactical and scenario-based screenings that assess culturally responsive practices.

(Adapted from Recommendation 5.9 and Action Item 5.9.2 of Presidential Task Force on 21st Century Policing report)

Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

Establish Search and Seizure Procedures for LGBTQ Populations

Law enforcement agencies statewide shall establish search and seizure procedures related to LGBTQ and transgender populations.

(Adapted from Recommendation 2.12 of Presidential Task Force on 21st Century Policing report)

Accountable body(ies): POST (Peace Officer Standards and Training) program, Department Executives, All law enforcement associations statewide, law enforcement agencies statewide, IACP (International Association of Chiefs of Police), CALEA (Commission on Accreditation for Law Enforcement Agencies)

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UTILIZING COMMUNITY-BASED ALTERNATIVES TO TRADITIONAL SENTENCING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Over the past few decades, there has been a rise in the number of "problem-solving" courts in the nation, which include community courts, drug courts, and domestic violence courts (Porter, 2010). One study defines "problem-solving courts" as courts that "seek to address a different set of problems, from systemic concerns such as exponential increases in criminal caseloads, growing jail and prison populations, and decreasing public confidence in justice, to individual-level problems like drug addiction, domestic violence and community disorganization" (Porter, 2010). Specifically, "community courts" focus on "improving public trust in justice, the importance of restorative justice, and involving the local community in identifying the major problems to be addressed" (Porter, 2010).
- Many communities around the country have developed successful community justice models. These models include:
    - The Community Service Sentencing Project by the Vera Institute in New York, as described in the book "Sensible Justice: Alternatives to Prison" (Anderson, 1998)
    - The Prisoners and Community Together program in Indiana (PACT)
    - The Midtown Community Court, as described in "Dispensing Justice Locally: The Implementation and Effects of the Midtown Community Court" (Curtis, 2001)
    - Bronx Community Solutions, created with the cooperation of the Center for Court Innovation, which actively utilizes alternative community service programming. In 2005, it was awarded a grant from the Bureau of Justice Assistance of the U.S. Department of Justice (Bronx Community Solutions)
    - Red Hook Community Justice Center, as described in "A Community Court Grows in Brooklyn: A Comprehensive Evaluation of the Red Hook Community Justice Center" (Lee, 2013)
- In 2013, the Center for Court Innovation released a study of the effectiveness of the Red Hook Community Justice Center (Lee, 2013). According to the resulting report, the Red Hook Community Justice Center provided substantially different outcomes than its comparable downtown criminal court (Lee, 2013). "Compared to the downtown criminal court, the Justice Center increased the use of alternative community or social service sentences (78 percent at Red Hook versus 22 percent downtown); decreased the use of jail as a sentence (1 percent versus 15 percent), and decreased the proportion of misdemeanor defendants who "walk" (receive a sentence such as a fine or time served) without any ongoing obligation (20 percent versus 63 percent)" (Lee, 2013).
- The same report also described a substantial decrease in recidivism among adults. "Case processing at the Justice Center reduced the probability of re-arrest within a two-year period by 10 percent, or 4 percentage points (36% v. 40%). The 10 percent reduction in re-offending is comparable to other proven criminal justice interventions, many of which are of longer duration" (Lee, 2013).
- As written in Senate Bill 5, Missouri Statute § 479.360 now requires every municipality to file "its certification of its substantial compliance… with the municipal court procedures set forth in this subsection" (SB 5, 2015). The procedures to be adopted and certified include the requirement that "[t]he municipal court makes use of alternative payment plans and community service alternatives" (SB 5, 2015).

These findings prompted the Commission to draft several recommendations that call for alternative, community-based sentencing options and greater access to holistic social service provisions as a means of re-establishing community trust and input into the municipal court system.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create Community Justice Centers

We strongly recommend that municipalities institute some form of community justice center that operates in conjunction with the municipal court for individuals charged with traffic violations and other types of violations who are unable to pay or otherwise in need. This community-based, municipal justice approach could include case management and social work services, providing judges and prosecutors with a broad range of alternative sentencing options (such as community service, community restitution, community mediation, and access to social services) and could help coordinate and cultivate new community service alternatives, as now required by law.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature, Circuit Courts

Provide Municipal Court Support Services

Municipal courts shall retain the services of dedicated personnel (e.g., social workers, community service coordinators, through a community justice center or otherwise) for the provision of social services, diversion options, and other alternatives to traditional sentencing to all municipal defendants who choose or are determined to require such services.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature

Establish Alternative Sentencing Options

Municipal courts shall establish effective alternatives to jail time, fines, and fees for violations of municipal ordinances, including payment plans and community service.
Accountable body(ies): Missouri Department of Revenue, Missouri Supreme Court, 21st Judicial Circuit, Missouri Legislature

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CALLS TO ACTION

Youth At The Center

BUILDING SAFE AND TRAUMA-INFORMED ENVIRONMENTS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Each year in the United States approximately five million children experience some form of traumatic experience (National Center for Mental Health Promotion and Youth Violence Prevention, 2012). More than two million of these are victims of physical and/or sexual abuse (National Center for Mental Health Promotion and Youth Violence Prevention, 2012).
- Studies have shown that one in four children will be touched directly by personal or community violence by the age of 18 (Costello, Erkanli, Fairbank, & Angold, 2002).
- Traumatic experiences can have a devastating impact on children, affecting their physical, emotional, cognitive, and social development (Barth et. al., 2008; Mental Health Connection). For example, young children exposed to five or more significant adverse experiences in the first three years of life face a 76 percent likelihood of having one or more delays in their language, emotional, or brain development (Barth et. al., 2008; Mental Health Connection). And, generally, people who have experienced trauma are (Substance Abuse and Mental Health Services Administration, 2015):
    - **15 times** more likely to attempt suicide
    - **4 times** more likely to become an alcoholic
    - **4 times** more likely to develop a sexually transmitted disease
    - **4 times** more likely to inject drugs
    - **3 times** more likely to use antidepressant medication
    - **3 times** more likely to be absent from work
    - **3 times** more likely to experience depression
    - **3 times** more likely to have serious job problems
    - **2.5 times** more likely to smoke
    - **2 times** more likely to develop chronic obstructive pulmonary disease
    - **2 times** more likely to have a serious financial problem (Mental Health Connection; Felitti et. al., 1998)
- Trauma often goes unnoticed. For example, when Cook County Hospital in Chicago started screening patients at their trauma center for post-traumatic stress disorder, they found that 43 percent of patients examined had signs of the disorder (Beckett, 2014). Studies also have found that trauma's impact on racial and ethnic minority groups is disproportionately likely to go untreated (Roberts, Gilman, Breslau, Breslau, & Koenen, 2011).

These findings prompted the Commission to draft several calls to action for neighborhoods, communities, organizations, and systems that are more aware of and responsive to trauma, especially among kids.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Deliver Trauma-Informed Care
Design hospital-community partnerships to help heal young people impacted by violence with case management, mentorship, and evidenced-based trauma interventions.

Model: Healing Hurt People
Accountable body(ies): Regional Hospital Systems, Child/Family Service Systems

Build Safe Neighborhoods
Support sustained, citizen-led efforts to develop safe neighborhoods, particularly the efforts of parents and families impacted by violence, and clergy working to build community and keep watch. Support should include, but not be limited to, planning, coaching, funding and service-provider coordination
Accountable body(ies): Governor, Missouri Legislature, Local Government, Churches, Business and Philanthropic Community, Child/Family Serving Systems, Local School Districts, Colleges and Universities, Non-Profit Organizations

End Shame and Stigma

Develop a media campaign to minimize stigma/shame as a singular issue: A vast number of issues (hunger, mental health/illness, homelessness, obesity, poverty, incarceration, etc.) are compounded by the presence of stigma and shame. Showcase the fact that we all suffer from some stigma/shame and through these shared stories and conversations we can become more compassionate, empathetic, understanding and supportive of each other
Accountable body(ies): Governor

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ENDING CHILDHOOD HUNGER

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- According to Feeding America, the country's largest food bank system, more than one in five of Missouri's children (21.6 %) live in food-insecure households (Feeding America, 2013). Food security "means access by all people at all times to enough food for an active, healthy life" (USDA, 2015). This amounts to more than 350,000 hungry children in Missouri (Feeding America, 2013).
- Nationally, households headed by Black and Latino or Hispanic individuals are twice as likely as households headed by White individuals to report food insecurity among children (18% compared to 7%) (Wight & Thampi, 2010).
- Food insecurity is defined by the U.S. Department of Agriculture as a lack of "and limited or uncertain availability of nutritionally adequate foods" (Feeding America, 2013).
- Several studies have demonstrated that food insecurity affects cognitive development among young children and is linked to poorer school performance and health (Shonkoff, Duncan, Yoshikawa, Fisher, & Guyer, 2010; Jyoti, Frongillo, & Jones, 2005).
- Children who do not receive adequate nutrition necessary for strong, healthy brain development during early childhood may never recover their lost potential for cognitive growth and eventual contributions to society (Shonkoff et. al., 2010; Jyoti et al., 2005).
- Inadequate nutritional intake during the first two years of life also correlates with increased susceptibility to infections, slowed cognitive development and physical growth, increased susceptibility to chronic diseases, and a higher risk of delivering low-birth weight babies (Shonkoff et. al., 2010; Jyoti et al., 2005). Other non-health related problems include reduced school performance, increased school dropout rates, and reduced productivity during adulthood (Hoddinott, Maluccio, Behrman, Flores, & Martorell, 2008).
- One of the primary routes to feeding hungry children is through public school breakfast and lunch programs. Programs like the School Breakfast Program and the National School Lunch Program provide schools with the resources needed to give students nutritious free and reduced-cost meals (Missouri School Breakfast and Lunch Program). Roughly 450,000, or half of Missouri's children that are enrolled in public school, receive free or reduced lunch (Missouri Department of Elementary and Secondary Education, 2015).
- The USDA's Summer Food Service Program (SFSP) has been working to feed more children during the summer. However, in 2014, more than 89 percent of Missouri children receiving a free or reduced-price lunch during the school year did not participate in a summer nutrition program, ranking Missouri 40th of 50 states in ensuring that children have adequate summer nutrition (FitzSimons, Anderson, Hayes & Burke, 2015).
- Two key federal programs work to end hunger: the Supplemental Nutrition Assistance Program (SNAP) and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC). Both are available to households with income below a certain threshold. The number of people participating in SNAP, the largest federal food assistance program, rose to a new high of 46.5 million in 2013, up from 33.5 million in 2009 (USDA, 2014). While some of this growth can be attributed to changes in SNAP program rules, recent studies conclude that the weak economy explains most of the increase (Ganong, & Liebman, 2013). Other government programs that provided nutrition assistance in 2013 also saw high enrollment levels. For example, almost 9 million people received WIC benefits in 2013 (USDA, 2014).
- In Missouri, over 250,000 individuals were eligible for WIC benefits in 2012, and 1.4 million were eligible for SNAP (USDA, 2014; Cunnyngham, 2015). Participation rates for those eligible range from just over 55% for WIC to 83% for SNAP (USDA, 2014; Cunnyngham, 2015).

These findings prompted the Commission to draft a call to action for changes to existing programs and new innovations with the goal of ending childhood hunger.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALL TO ACTION:

End hunger for children and families:

- Create policies and procedures that are client-centric. (i.e. Individuals employed in shift work jobs cannot easily answer telephone calls. Failure to answer call forces individual to go to the "back of the line").
- Support and advocate for the expansion of SNAP (Supplemental Nutrition Assistance Program) and WIC (Women, Infant and Children) programs.
- Ensure the ease of SNAP/WIC enrollment by increasing positions in Family Services Division and creating an online enrollment system and implement "presumptive eligibility" into SNAP for all children on free and reduced lunch.
- Identify students, before the end of the school year, who need summer feeding programs and link families to available food resources.
- Coordinate region wide, summer food programs and dinner food programs including a regional volunteer recruitment effort to staff summer and dinner programs.
- Broadly examine food insecurity in the region with a goal to end hunger in the region.
- Encourage institutions and non-profit organizations serving youth and families to incorporate a two question, food screening tool to determine if a child/family are at high risk of hunger.
- Educate schools with 40%+ students determined eligible for free and reduced lunch that they are eligible to participate in the Community Eligibility Provision Program (CEP).

Accountable body(ies): Missouri Governor, Missouri Legislature, Food Banks and Pantries

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ENHANCING SUPPORT SERVICES' ABILITY TO SUPPORT YOUTH

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Missouri's Family Support Division assists hundreds of thousands of children and adults each year through the delivery of services such as temporary financial assistance, Medicaid, medical care for pregnant and non-pregnant women, and food stamps (Family Support Division, 2013).
- Several articles point to the delays in delivering services through the Family Support Division including Medicaid, Supplemental Nutrition Assistance Program (SNAP), and child care subsidies (Cambria, 2014a; Cambria, 2014b; Editorial Board, 2014; Liss, 2014).
- A survey conducted by the Center for Law and Social Policy (CLASP) found that Missouri enrollment in Child Care and Development Block Grants (CCDBG), a program that provides federal funding for child care subsidies for low-income working families, dropped by 12,300 children statewide from 2012 to 2013 (Matthews & Schmit, 2014). This decrease in Missouri's average monthly number of children served by CCDBG represents more than a quarter of the net loss of CCDBG enrollment nationwide (Matthews & Schmit, 2014).
- The CLASP report also notes the following: (1) in an average month in 2013, fewer than 1.5 million children received CCDBG-funded child care, a number that represents a 15-year program low; and (2) in 2012 the total spending on child care assistance, including CCDBG and Temporary Assistance for Needy Families (TANF), reached a 10-year low of $11.4 billion (Matthews & Schmit, 2014). For example, in fiscal year 2013, the average monthly number of children served by CCDBG nationwide was approximately 1.5 million, as compared to an average of 1.8 million in fiscal year 2006 (Matthews & Schmit, 2014).
- Services are also delivered through many of Missouri's nonprofit organizations. In 2013, there were 22,593 registered 501(c)(3) public charities in the state (National Center for Charitable Statistics, 2013). This figure includes 422 organizations dedicated to youth development, 3,508 dedicated to education, and 1,722 dedicated to multipurpose human services (National Center for Charitable Statistics, 2013).

These findings prompted the Commission to draft several calls to action to improve youth and families' ability to access services.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Review the Missouri Family Support Division
Create a Missouri Blue Ribbon Commission (via Executive Order) to conduct a thorough and inclusive review of the current operating model and outcomes of the Missouri Family Support Division. Particular focus should be given to creating policies and procedures that are citizen-centric; including the development of a "one stop shop" to manage SNAP, WIC, Medicaid, CHIP, etc.

Models: Missouri Prison Re-Entry Process and Youth Aging Out of Foster Care
Accountable body(ies): Governor, Missouri Legislature

Adopt a Self-Sufficiency Model
Integrate a "self-sufficiency model" into existing services, systems and organizations that are serving the most needy children and families. A two-generational approach is essential for ensuring change, and sequencing services and supports is fundamental to building a platform capable of supporting a stable family and thriving youth.

Model: www.liveworkthrive.org
Accountable body(ies): Child/Family Service System, Ready by 21

Create a Discounted Youth Transit Pass
Create a youth discounted public transit metro pass (through age 25) to get to services and jobs, regardless of whether or not the youth is in school or employed.
Accountable body(ies): Metro St. Louis

Encourage Paid Time Off for Volunteering

Promote "volunteer paid time off" for employees, including but not limited to expert giving, mentoring and tutoring.

Accountable body(ies): Governor, Missouri Legislature, City and County Government, College and Universities, Business Community, Ready By 21

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3. Editorial Board. (2014). Editorial: Bureaucratic chaos is choking off help to needy kids, parents. St. Louis Post-Dispatch. Retrieved from: http://www.stltoday.com/news/opinion/editorial-bureaucratic-chaos-is-choking-off-help-to-needy-kids/article_808ba477-9008-5105-97a5-387957f95971.html
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7. National Center for Charitable Statistics. (2015). NCCS all registered nonprofits table wizard. Retrieved from: http://nccsweb.urban.org/tablewiz/bmf.php
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ENHANCING COLLEGE ACCESS AND AFFORDABILITY

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- As a New York Times article puts it, "Yes, college is worth it, and it's not even close. For all the struggles that many young college graduates face, a four-year degree has probably never been more valuable" (Leonhardt, 2014). Studies have confirmed the increased earnings associated with having a college degree, including one that found that the true, long-term cost of a college degree is actually negative $500,000 (Autour, 2014). In other words, college is financially a net positive and beneficial in the long term (Autour, 2014).
- Minority high schools students, namely Black and Hispanic students, are less likely to go to college than their White counterparts in Missouri (Lumina Foundation, 2013). Among adults age 25-64 in Missouri, 37 percent of White individuals have a college degree (Lumina Foundation, 2013). Approximately 25 percent and 23 percent of Black and Hispanic individuals can claim the same (Lumina Foundation, 2013).
- Access Missouri is a statewide needs-based scholarship program designed to help students of low-income families. Currently, approximately 50,000 students receive an Access Missouri scholarship annually (KY3, 2015).
- When it was first established in 2007, the average Access Missouri award was set to cover 22 percent of the tuition and fees at four-year independent institutions, while covering 25 percent at four-year public institutions (KY3, 2015). In 2010, Governor Jay Nixon cut funding for the program by $50 million (KY3, 2015).
- In 2015 Gov. Nixon announced an increase in scholarship amounts to $850 from $660 for students attending participating 2-year institutions, and an increase to $1,850 from $1,500 for those attending participating 4-year institutions in the 2016 fiscal year (KY3, 2015). This level of funding still falls short of the $95 million in annual funding allocated at the program's birth in 2007 and is insubstantial in light of average annual in-state tuition rates of $8,400 (public) and $26,500 (private) at four-year institutions in Missouri (The College Board, 2015).
- Deferred Action for Childhood Arrivals (DACA) students are individuals who were brought to the U.S. as young children and are undocumented, through no fault of their own. They are legally allowed to live, work and study in the U.S. under a change in the Obama Administration's enforcement policy for undocumented immigrants called DACA. As of March 2014, 673,417 young people had applied to the program and 553,197 had been approved (U.S. Citizenship and Immigration Services, 2014). As of 2013, this included 2,026 applicants and 1,203 approved individuals in Missouri (Dews, 2013).
- The Missouri Legislature recently passed two bills pertaining to students in the DACA program. The first denied DACA students access to the state's A+ Scholarship Program, which covers tuition for community and technical college students (House Bill 224, 2015). Gov. Jay Nixon vetoed that bill (Nixon, 2015). The second bill was the state budget bill (House Bill 3, 2015). Lawmakers inserted a rule in the introduction of the bill stating that colleges and universities must charge DACA students the highest rate of tuition available (i.e., the out-of-state or international rate) (House Bill 3, 2015).
- While Governor Nixon's veto of the bill precluding DACA students from receiving A+ scholarships grants a degree of confidence to 2-year colleges that want to welcome undocumented students, the future for DACA students wishing to attend four-year colleges is hazier. As reported by the St. Louis Post-Dispatch, several state legislators have warned colleges and universities not to act against the will of the Legislature (Addo, 2015). Some schools have taken that warning to heart and charged undocumented students the highest tuition possible (Addo, 2015). The University of Missouri-St. Louis is among those who will not extend tuition benefits or state scholarships to undocumented students. This means that students

who were expecting to pay $9,500 in tuition saw their bill increase to $25,000. (Addo, 2015)

These findings prompted the Commission to draft several calls to action for improved access and affordability to college for students in Missouri.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Expand the Access Missouri Program
Expand Access Missouri: Increase the total budget for Missouri's need-based scholarship program to at least the FY2009 budget amount of $92 million. Since 2009, Missouri has decreased its investment in Access Missouri, resulting in student aid awards that barely meet statutory minimums. Individual awards fall far short of meeting student financial need.
Accountable body(ies): Missouri Legislature, Governor

Review All State Scholarship Programs
Review state scholarship programs: Engage students, community collaborations, businesses and colleges/universities across Missouri to review all current and proposed state supported scholarship programs (Access Missouri, Bright Flight, A+ and Missouri Promise) and make recommendations to ensure a comprehensive, meaningful, and equitable approach.
Accountable body(ies): Missouri Governor, Missouri Legislature

Support Post-Secondary Access for DACA Students
Support postsecondary access and affordability for residents who are approved under DACA (Deferred Action for Childhood Arrivals):

- Allow state-supported higher education institutions to charge DACA students resident tuition rates vs. non-resident or international tuition rates.
- Ensure DACA (Deferred Action for Childhood Arrivals) students are eligible for all public financial aid and public benefits afforded to all lawfully present citizens.

Accountable body(ies): Missouri Governor, Missouri Legislature

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FOSTERING INNOVATION AND ORGANIZATIONAL CAPACITY

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- There were 18,584 public charities in Missouri in 2003 (National Center for Charitable Statistics, 2013). This number increased by over 20 percent in 2013 when there were 22,593 public charities in the state. The state was also witness to a 51 percent increase in the number of private operating foundations (National Center for Charitable Statistics, 2013). In 2012, there were 53.8 nonprofits per 10,000 Missouri citizens (National Center for Charitable Statistics, 2012). In St. Louis there are 2,443 nonprofits with an additional 6,631 in the County (National Center for Charitable Statistics, 2015). Many of these nonprofits are in the area of education.
- In Missouri, the funding formula is designed to calculate how much a district needs to deliver an adequate education (per student), taking into consideration local revenue. Local revenue varies sharply across districts and can lead to great disparity in available funding (The Missouri Budget Project, 2014). For example, in 2014, the Clayton school district funding gap was just $34 per student, while the Potosi school district's gap was $978 per student (The Missouri Budget Project, 2014).
- A recent analysis of this disparity found that, nationally, the highest poverty school districts receive about $1,200 less in funding per student than the lowest poverty districts, and that districts with the most Black students receive about $2,000 less per student than those districts with the fewest Black students (Ushomirsky & Williams, 2015).

These findings prompted the Commission to draft several calls to action that encourage coordinated and robust innovation and organizational capacity in the area of education.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create the Spirit of Missouri Fund

- Invest in a range of innovations that have a strong potential to impact at a large scale our state's most vexing challenges.
- Broadly define innovation as any solution that has the potential to address an important issue, including new business problems, technology, new delivery systems, public policy and/or behavioral insights.
- Support a tiered funding system; from start-up to testing to scale-up.
- Provide various financing models (i.e. grants, loans).
- Ensure that the "Missouri model" educates and allocates a percentage of funds to individuals/institutions, typically excluded from the investment of financial capital.

Model: Global Innovation Fund
Accountable body(ies): Governor, Missouri Legislature, Philanthropic and Business Community

Create an Innovative Education Hub

Create an "innovative education center/hub" capable of building an inclusive, collaborative, and multi-disciplined education environment focused on leading our region into the 21st Century from early childhood to post-secondary. All efforts should be coordinated and represented by a broad and diverse constituency including but not limited to school district leaders representing low income districts, engaged citizens, innovators/entrepreneurs, youth, low income parents with school aged youth; colleges and universities, non-profits, business and philanthropic community.

The center's/hub's charge should be focused on creatively solving our region's most entrenched educational issues including by but not limited to:

- Attracting, developing and retaining the most effective district/school leadership and teacher workforce in America. Ensuring that as a fundamental part of preparing leaders and teachers, they must participate in authentic

development experiences and must have training in urban issues, anti-bias, and cultural competency;
- Developing school board models of the future; ensure the existence of a transparent accountability system that monitors best practices and overall board effectiveness;
- Creating and supporting great school climates and cultures capable of developing engaged parents and high achieving students;
- Ensuring that school buildings/spaces are inspiring, open to family and community and equipped with relevant technology;
- Creating staffing structures, job descriptions and compensation and benefit models that reflect the needs and challenges of educators, especially those serving the poorest and most needy youth

Model: d:school at Stanford
Accountable body(ies): Governor, DESE, Colleges and Universities, Local School Districts, Philanthropic and Business Community, EdPlus

Fund Organizational Capacity and Client Outcomes

Encourage the funding community to invest in the attainment of outcomes and in capacity building versus payment for individual transactions (i.e. number of youth interviewed). Our current and future regional issues are complex and require innovation, coordination, and collaboration.
Accountable body(ies): Philanthropic Community, State of Missouri, Local Governments

Create an Education Design and Financing Task Force

The role of the task force is to study the current education landscape in the St. Louis region as it relates to structure, financing and support/opportunity systems including Saint Louis Public Schools, school districts in Saint Louis County and the Special School District.

The task force's charge is to design a system where all children are given the opportunity to succeed and where the financing model supports equity and innovation. The task force's review must include, and give consideration to the following:
- Consolidation of school districts
- Recovery school district
- Open enrollment zones
- Missouri foundation formula
- Collection and distribution of property taxes

The design must clearly address the integration of schools.

The task force's membership should be broad in its perspective and interests, racially diverse, and inclusive of families and youth.

The final recommendations should be made 12 months from the date of its creation.

Accountable body(ies): Better Together, St. Louis Black Leadership Roundtable, Department of Elementary and Secondary Education (DESE), EdPlus, Ready by 21, Regional School Boards and School Board Members, the Ferguson Commission

Suggested Reading List:

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INCREASING ACCESS TO CARE FOR CHILDREN

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Families and children with low incomes depend on a patchwork of systems to access coverage that makes healthcare affordable and not all of those who qualify for assistance are accessing the assistance. While public program expansions have increased the number of insured children, more than 107,000, or roughly 7.7 percent, of children in Missouri remain uninsured (SHADAC, 2014). In 2012, roughly 85 percent of these children were eligible for Medicaid or the Children's Health Insurance Program (CHIP), both public insurance programs (Kenney, Lynch, Huntress, Haley, & Anderson, 2012).
- Medicaid and CHIP are federally authorized health insurance programs that are administered at the state level. Both programs are funded by state and federal contributions. While the federal Department of Health and Human Services sets broad regulations, states have a great deal of authority to establish coverage levels and eligibility terms. As a result, these terms vary from state to state. In Missouri, Medicaid, called MO HealthNet, covers children living in households that make less than 150-196 percent of the federal poverty limit (depending on the age of the child), or roughly 436,300 children (Missouri Foundation for Health, 2014). CHIP insures an additional 70,000 children who live in families with incomes too high to qualify for Medicaid but too low to afford private coverage (Missouri Foundation for Health, 2014).
- The Affordable Care Act (ACA) also improved access to health insurance by, among other things, instituting Marketplaces where people could purchase private health insurance and receive premium subsidies to help pay for those plans. Individuals earning between 100 percent and 400 percent of the poverty level qualify for the premium subsidies (Kaiser Family Foundation, 2014a). The amount of the subsidy depends on the person's annual income. As of April 2014, 166,440 people had bought Missouri health insurance plans on the federal Marketplace—about 62 percent of those eligible (Kaiser Family Foundation, 2014b).
- The ACA also authorized additional funding for states to expand Medicaid programs to cover adults under the age of 65 with incomes up to 133 percent of the federal poverty limit (National Council on State Legislatures, 2011). States are allowed to decide whether to accept these funds and expand Medicaid. Missouri is one of 19 states (currently) that has not yet expanded Medicaid (Families USA, 2015). As a result, for an adult living in poverty in Missouri, he or she must have a dependent child and earn no more than approximately 18 percent of the poverty level, or roughly $2,900/year for a single mother with two children to qualify for Medicaid (Missouri Foundation for Health, 2014). Childless individuals are not eligible for Medicaid under any income circumstances unless they are disabled or pregnant (Missouri Foundation for Health, 2014).
- This has created a coverage gap. Under the design of the ACA, Medicaid expansion was intended to cover the many individuals making too little to qualify for subsidies on the exchange (those earning between 100 percent and 400 percent of the poverty level) (Missouri Foundation for Health, 2014). In Missouri, though, these individuals qualify for neither Medicaid nor federal subsidies to help with the purchase of private insurance. That means a family of four earning up to $95,000 a year qualifies for assistance (through the Marketplace). A similar family earning $23,000 does not.
- Studies have shown that children who are eligible for coverage are three times more likely to be enrolled and much more likely to stay enrolled if their parents also have insurance (Schwartz, 2007). Children whose parents are covered are also more likely to receive recommended care (Schwartz, 2007).
- Children with insurance are more likely to have a usual source of care as well as access to preventive care. This means they are more likely to be up-

to-date with their immunizations, more likely to receive cost-effective care, and more likely to stay well (Smith, Santoli, Chu, Ochoa, & Rodewald, 2005; Starfield & Shi, 2004).

- One study found that 14 percent of children with insurance and 9 percent of children with public insurance had an unmet health care need, compared to 35 percent of uninsured children (Cohen & Bloom 2004). Among uninsured Black children, 37 percent have an unmet needs compared to 27 percent of uninsured White children (Shone, Dick, Klein, Zwanziger, & Szilagyi, 2005).
- Children with undiagnosed or poorly treated health conditions are more likely to miss school and to struggle when they are there. This was exhibited by Missouri's Managed Care Plus (MC+) initiatives, which showed that Missouri's Children's Health Coverage Program decreased student absences by 39 percent (MU-CFPR, 2003).
- By virtue of being a mainstay in most communities, schools are well-positioned to help expand access to healthcare by bringing "critical, developmentally appropriate services to children and adolescents where they spend most of their waking hours" (Keeton, Soleimanpour, & Brindis, 2012). The school-based health center model is one way of doing so that involves "providing a range of comprehensive services that… vary based on community need and resources. SBHCs possess several common characteristics including location inside or on school grounds, provision of comprehensive services by a multidisciplinary team, and integration with the school community." (Keeton, et al., 2012). Researchers have found school-based health centers to be effective at meeting the health care needs of disadvantaged children and adolescents—who are more likely to have an unmet mental or physical health need and that are at the greatest risk of not receiving regular check ups (Keeton, et al., 2012; Allison, Crane, Beaty, Davidson, Melinkovich, & Kempe, 2007; Irwin, Adams, Park, & Newacheck, 2009; & Nordin, Solberg, & Parker, 2010).

These findings prompted the Commission to draft several calls to action for expanded access to care for children.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Increase Health Insurance Coverage and Access

Increase insurance coverage and access for everyone:

- Enroll more people in the Affordable Care Act marketplace
- Expand Medicaid
- Ensure the Children's Health Insurance Program (CHIP) is reauthorized so school-based health centers can use this as one source of funding care.
- To ease enrollment into CHIP, implement "presumptive eligibility" into the school-based health center settings for all children on free and reduced lunch.

Accountable body(ies): Local School Districts, Child Serving Systems, Philanthropic Community, Missouri Congressional Delegation

Establish School-Based Health Centers & Trauma-Informed Schools

Improve childhood physical and mental health:

- Establish School Based Health Centers: The creation of comprehensive school based health centers in the region should include access to mental health, case management and reproductive health. These centers keep kids in school (both by preventing illness and addressing behavioral health issues that lead to suspension and expulsion), in sports, in activities and help kids and families get their needs met. Lastly these centers in schools could be resources to help impact broader school health including health literacy, healthy eating and promotion of healthy activity for children and youth.
- Create trauma-informed schools and districts. Ensure evidenced-based trauma-informed training and support is offered to families, teachers and students. Build on and partner with the Alive and Well Campaign and include multiple other youth serving partners in the schools. This work could also help to improve rates of out of school suspensions and expulsions. Model: http://traumasensitiveschools.org

Accountable body(ies): Local School Districts, Child Serving Systems, Philanthropic Community, Missouri Congressional Delegation

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MONITORING CHILD WELL-BEING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- When students drop out of high school, it can significantly impair the quality of their individual lives and the prosperity and competitiveness of the communities in which they live. On average, a high school graduate in Missouri earns $8,109 more each year than a high school dropout (Alliance for Excellent Education, 2012).
- Roughly 18,000 students in Missouri dropped out of high school in 2011; the lost lifetime earnings from that class of dropouts is estimated to total $2.3 billion (Alliance for Excellent Education, 2011). Between 2010 and 2012, nationally, 80 percent of Black and 73 percent of Hispanic students at public schools graduated within four years, compared to the 89 percent of White students (Stetser & Stillwell, 2014).
- About 1.3 million students dropped out of United States high schools in 2004, costing the economy more than $325 billion in lost wages, taxes, and productivity (Alliance for Excellent Education, 2012). The more than 12 million students who will drop out over the next decade are expected to cost the nation about $3 trillion (Alliance for Excellent Education, 2012).
- Some schools, districts, and states use early-warning data to identify students at high risk for dropping out. These early-warning systems use academic indicators such as course grades, GPA, class rank, behavior marks, and attendance rates to indicate which students have a high risk of not graduating, allowing the schools to intervene before it is too late. Research on identifying potential dropouts has found that reliable predictors can be tracked as early as 4th-6th grade (Pinkus, 2008).

These findings prompted the Commission to draft several calls to action for more sophisticated monitoring of child well-being across the community. One place to start is in the area of academic performance, though a similar commitment to monitoring and coordinating responses is relevant for many areas.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create School-Based Early Warning Systems
Invest, at the school level, in a quarterly, early warning and coordinated community response system capable of tracking and responding to all students' successes and challenges.
Accountable body(ies): Department of Elementary and Secondary Education (DESE), Local School Districts, Missouri Legislature, Governor, Ready by 21

Coordinate Support Efforts
Develop a shared vision, community scorecard and system for coordinating important but fragmented efforts while valuing diversity, inclusion and transparency.
Promoted model: Ready by 21
Accountable body(ies): Local Governments, Philanthropic and Business Community

Measure Child Well-Being
Advance science around measuring child well-being; adopt new coordinated, scalable models for collecting data, in particular subjective well-being
Accountable body(ies): Child Serving Systems, DESE, Local School Districts, Colleges and Universities, Ready by 21

Create Annual Reporting Process
Create a data driven and annual reporting process capable of accounting for how regional services are provided and how dollars are spent to meet the needs of children and youth.

Model: Children's Agenda, Rochester, New York
Accountable body(ies): Local Governments, Child Serving Systems, Local School Districts, Colleges and Universities, Ready by 21

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OPTIMIZING SCHOOL ACCREDITATION AND TRANSFERS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In January 2013, the Normandy School District in St. Louis County lost its accreditation, joining the Riverview Gardens School District, which lost its accreditation in 2006 (FOCUS St. Louis, 2014).
- The State Board of Education awards accreditation to districts that meet minimum quality and rigor standards (Missouri Department of Elementary and Secondary Education). According to a 1993 state law, students in an unaccredited district are eligible to transfer to an accredited district in the same or adjoining county without expense to their family. However, that expense falls on the unaccredited school district—the statute requires the unaccredited school district to cover tuition and transportation costs (to at least one "receiving school") for any students who wish to transfer. (Mo. Rev. Stat. § 167.131)
- The Missouri Legislature has repeatedly introduced legislation to address the issues raised by the current transfer statute. In the 2015 legislative session, this bill was HB 42, and it, among other things, proposed adding public charter and virtual schools as transfer options (School Accreditation and Transfers). Notably, the bill did not set a cap on the tuition that receiving school districts could charge home districts. The bill was vetoed by Governor Nixon in late June 2015 (Office of Governor Jay Nixon, 2015).
- As of early 2014, Normandy and Riverview Gardens paid up to $20,000 per year per child, or over $9 million total, in tuition for transfer students (Crouch & Bock, 2014). In some cases, Normandy and Riverview Gardens are paying out more in per-pupil tuition than they are receiving in per-pupil tax revenue, resulting in the two districts enrolling 80% of their original student population with only 70% of their original budget (Crouch & Bock, 2014).
- In May of 2014, with Normandy nearly bankrupt, the Missouri Board of Education voted to replace the Normandy School District with the Normandy Schools Collaborative in order to avoid having to dissolve it entirely and assign its students to other schools. The Collaborative carried a non-accredited status (rather than unaccredited), effectively removing it from the school transfer law. The Board of Education later deemed it accredited, a decision that was overturned in a strongly written opinion issued by a St. Louis County Judge in early 2015 (Circuit Court of St. Louis County, 2015; Singer, 2015).
- Last year, nearly 40 percent of the class of 2014 at Normandy High failed to graduate (Crouch, 2015).

These findings prompted the Commission to draft several calls to action for changes to the accreditation system and student transfer laws and conditions with the hope that these calls will help all students access high quality education.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Identify Convenient Transfer Schools
Prioritize accredited schools in same district when transferring students from unaccredited schools;
Accountable body(ies): Missouri Legislature, Governor

Hold Schools Accepting Transfer Students Accountable
Mandate accountability. If districts are going to accept students and funds, they must accept accountability.
Accountable body(ies): Missouri Legislature, Governor

Adopt the Voluntary Interdistrict Choice Corporation (VICC) Calculation
Adopt the Voluntary Interdistrict Choice Corporation (VICC) calculation of $7,200 as the maximum rate.
Accountable body(ies): Missouri Legislature, Governor

Limit Criteria for Denial of Transfers
No student shall be denied a transfer based on criteria that does not exclude him/her from attending a school in

their resident district. Only students who have committed a safe schools violation be ineligible for transfer.
Accountable body(ies): Missouri Legislature, Governor

Amend Role of Assistance Teams
Ensure members of assistance teams are qualified, based on their past performance in failing districts with similar circumstances and omit or change language to "may" consider the recommendations of the assistance teams
Accountable body(ies): Missouri Legislature, Governor

Negotiate Reasonable and Equitable Transfer Rates
Negotiate a reasonable and equitable transfer rate between local school districts. Without an established tuition cap, unaccredited school districts are at great risk of going bankrupt and further compromising their remaining students' hope for a quality education.
Accountable body(ies): Governor, Local School Districts

Revise School Accreditation System
Revise the Missouri accreditation system (MSIP5). Ensure that the process of revision incorporates the following:

- Inclusive Participation – ensure that the revision team includes broad representation including:
    - K-12 - district superintendents, principals and teachers
    - Higher education representatives
    - Parents and students
    - Business, philanthropic and community social support representatives
- Lens Assessment – ensure that the new system meets the following expectations:
    - Simple – Does the new system make it easy for everyone, including parents, to understand how students, overall and in sub-groups, are performing in each school district and each school?
    - Equitable – Does the new system address racial, health and income equity issues?
    - Mastery Driven – Does the new system create a model that elevates content mastery and life-long success for children and teens?
    - Timely and Transparent – Does the new system provide clear and transparent information in a timely manner?
    - Best in Class – Does the new system lead the nation in its approach?

Accountable body(ies): Governor, Missouri Legislature, Department of Elementary and Secondary Education

Veto HB42
Veto HB42.
**Note: The Commission affirmed this call prior to Governor Nixon's veto of the bill on 6/26/15*
Accountable body(ies): Governor, Local School Districts

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PROVIDING QUALITY EARLY CHILDHOOD EDUCATION

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Countless studies have shown that the early years in a child's life, when the brain develops the most, represent a critically important window of opportunity (Consortium for Longitudinal Studies, 1983).
- The groundwork for much of what the average person needs to succeed in life is established by about the time he or she enters kindergarten (Heckman, 2012). During these first years of life, the human brain develops rapidly, laying the foundation for future cognitive skills in the areas of reading, math, science, and academics more generally (Phillips & Shonkoff, 2000). During these years, children also form nascent social, emotional, gross-motor, and executive-function skills (Phillips & Shonkoff, 2000).
- Children who attend early-learning programs perform better in school and social life than those who receive no formal early education. (Karoly, Greenwood, Everingham, Hoube, Kilburn, Rydell, Sanders, and Chiesa, 1998; Barnett, 1995) They are less likely to repeat a grade, less likely to be placed in special education classes, and more likely to graduate from high school. (Karoly et al.; Barnett, 1995; Consortium for Longitudinal Studies, 1983).
- Children who participate in early childhood education are less likely to engage in criminal activity, be unemployed, visit the emergency room, or become pregnant as teens (Karoly et al., 1998).
- While every child benefits from early learning—formal or informal—research suggests that the benefits of early childhood education are particularly strong for kids from disadvantaged communities (HighScope, 2005; Reynolds, Temple, Robertson, & Mann, 2001).
- The Federal Reserve estimates that for every $1 invested in high-quality pre-kindergarten education, the community sees a $7-$16 rate of return through saved costs (e.g., on special education, incarceration, and social services) and enhanced revenues (e.g., higher income and property taxes) (Grunewald, & Rolnick, 2010).
- In Missouri, from 2011 to 2013, 64% of children living in households with income below 200% of the federal poverty limit (FPL) (around $44,700 for a family of four in 2011) were not enrolled in preschool, compared to 48% of children living in households with income at or above 200% of FPL (National Kids Count, 2015; Office of the Assistant Secretary for Planning and Evaluation, 2011).
- A study by the Women's Foundation and the University of Missouri found that 27% of counties in the state have no accredited child care centers, including the top three counties with the highest number of children under the age of four per capita, two of which are also amongst the most impoverished counties in the state (Institute of Public Policy, 2015; US Census, 2010).

These findings prompted the Commission to draft a call to action for enhanced access to early education for all of Missouri's children.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALL TO ACTION:

Support Early Childhood Education
Ensure sufficient early childhood development and education programs to meet the demand and align all efforts around a high-quality model that produces measurable child outcomes:

- Birth to 3 years:
    - Scale-up and integrate, for the region's most needy children and families, evidence-based early childhood programs for a continuum of care, including but not limited to, home visitation programs;
    - Combine education/job training programs for adults with childcare and pre-school for kids (equal eligibility requirements, same site and hours availability, common transportation options, etc.);

- Increase state funding for childcare subsidies or pilot regional strategies to fund such services;
- Fund expanded college-training and professional development opportunities for early child care workers, building on Regional Early Childhood Coordinating Committee efforts.

- 3-4 years of age:
  - Create universal Pre-K for children ages 3-4.
- 5+ years of age:
  - Change Missouri compulsory school attendance age from 7 years old to 5 years old;
  - Create an effective and efficient collaborative model between school district's early childhood programs and community based programs.

Models: Parents As Teachers, Oklahoma Universal Pre-K; North Carolina work in licensing centers and professional support for providers through a regional system known as TEACH; Missouri Coordinating Board for Early Childhood Pre-K Panel

Accountable body(ies): Governor, Missouri Legislature, Local School Districts, Early Childhood Providers, Philanthropic Community, Non-profits

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2. Skarda, E. (2014). Ask the experts: How can we fix early childhood education? NationSwell. Retrieved from: http://nationswell.com/ask-experts-can-fix-early-childhood-education/

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8. National Kids Count. (2015) Children ages 3 and 4 not attending preschool, by poverty status. Annie E. Casey Foundation. Retrieved from: http://datacenter.kidscount.org/data/tables/7876-children-ages-3-and-4-not-attending-preschool-by-poverty-status?loc=1&loct=2#detailed/2/2-52/false/1218,1049,995,116/4172,4173/15190,15189
9. Office of the Assistant Secretary for Planning and Evaluation. (2011). The 2011 HHS Poverty Guidelines. Department of Health and Human Services. Retrieved from: http://aspe.hhs.gov/2011-hhs-poverty-guidelines
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11. Reynolds, A. J., Temple, J. A., Robertson, D. L., & Mann, E. A. (2001). Long-term effects of an early childhood intervention on educational achievement and juvenile arrest: A 15-year follow-up of low-income children in public schools,Jama, 285(18), 2339-2346. Retrieved from: http://jama.jamanetwork.com/article.aspx?articleid=193816

PROVIDING RIGOROUS PRIMARY AND SECONDARY EDUCATION

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- High schools that serve predominantly low-income students usually have the least experienced and least qualified teachers, provide limited or no access to school counselors, and offer a less rigorous curriculum than schools that serve primarily affluent students (CLASP, 2015). Roughly one in seven teachers in high-poverty public high schools are in their first or second year of teaching, as compared to fewer than 1 in 10 teachers in low-poverty public high schools (CLASP, 2015). In high-poverty public high schools, 11.5 percent of teachers are not certified, compared to 3.5 percent in low-poverty public high schools (CLASP, 2015).
- It is not unusual for school counselors in low-income and rural public schools to work with 1,000 students each, more than four times the American School Counselors' Association recommended student-counselor ratio of 250:1 (American Student Counselor Association, 2010).
- Counselors at public schools typically spend about half as much of their time on college counseling compared to their colleagues at private schools (American Student Counselor Association, 2010).
- In struggling districts like the Normandy School District, the rate at which schools send their students on to college (two-year, four-year, or vocational) is approximately 48 percent, as compared to 69 percent statewide and 93 percent in Ladue (Missouri Department of Secondary Education, 2015).
- Over one-third of Missouri's public high school graduates who attend the state's public colleges and universities are deemed unprepared as freshmen (Spurlock, 2015).
- More than two-thirds of graduates of low-performing high schools need to take remedial courses before they can register for regular college courses (Spurlock, 2015; Bock, 2015).
- At Beaumont, Normandy, Hazelwood East, Vashon, and Riverview Gardens, more than 75 percent of 2013 graduates who enrolled in state colleges needed remedial courses. At Sumner High in St. Louis, each of the 18 graduates in 2013 who went to a public college in Missouri needed extra help when they got there (Spurlock, 2015; Bock, 2015).
- If all students in Missouri's public high schools were to graduate prepared for college, the state could save as much as $91 million in college remediation costs and lost earnings (Alliance for Excellent Education, 2011).
- A study in Missouri found that the 6-year college graduation rate for Black students, at around 40 percent, is more than 20 percent lower than for White students (Arcidiacono, & Koedel, 2013). In particular, Black men have especially low college enrollment rates and high dropout rates. The study also found that the disparities in pre-college entry skills between students of different races explain 65 and 86 percent of the racial gap in college graduation rates for women and men respectively (Arcidiacono, & Koedel, 2013).
- In St. Louis, the highest unemployment rates and lowest wages belong to those workers with less than a high school education (St. Louis Community College: Workforce Solutions Group, 2015). Unemployment rates for a less than high school graduate are nearly 50% higher than those of a worker with a high school diploma or GED, and more than 5 times the rate of a worker with a bachelor's degree (St. Louis Community College: Workforce Solutions Group, 2015).
- In a 2013 audit of the St. Louis Public School district, former State Auditor Tom Schweich found a systematic practice of advancing students despite below-grade-level performance. The audit found that, despite over 2,000 students testing at the "below basic" level in the 2011 and 2012 reading section of the Missouri Assessment Program, only less than 200 of them were held back each year (Schweich, 2013).

These findings prompted the Commission to draft two calls to action to improve the rigor of education for Missouri's children.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Ensure Equitable Access to Rigorous High School Courses

Ensure all high school students have access to rigorous courses with quality instruction. Students need to be exposed to high-level courses in high school to garner the academic skills necessary to enter and succeed in college

Accountable body(ies): Governor, Missouri Legislature, Local School Districts, EdPlus

Ensure College Counseling for All High School Students

Ensure all high school students have quality college counseling. Not every high school in Missouri has a dedicated college counselor; many times caseload size prohibits meaningful guidance; guidance counseling certification should be reviewed

Accountable body(ies): Governor, Missouri Legislature, Local School Districts, EdPlus

Develop School Leader and Teacher Support Infrastructure

Create a school leader and teacher cohort model that promotes well-being by building connectivity and support among peers, facilitates lifelong learning and idea exchange and a ensures a personal experience within an environment of trust, respect and confidentiality

Model: Young Presidents Organization (YPO)

Accountable body(ies): Department of Elementary and Secondary Education (DESE), EdPlus, Local School Districts, Colleges and Universities, Business and Philanthropic Community

Suggested Reading List:

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REFORMING SCHOOL-BASED DISCIPLINE

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In 2011-2012, nearly 3.5 million public school students were suspended out of school at least once (Morgan, et al., 2014). Recent estimates suggest that one in three students will be suspended at some point between kindergarten and 12th grade (Schollenberger, 2015).
- In 2015, UCLA's Center for Civil Rights Remedies published a study examining the "discipline gap," or the inequalities in discipline received by different subgroups of students (Losen, Hodson, Keith, Morrison, & Belway, 2015). For both primary and secondary education, the study ranked each state according to the difference between the percentage of Black children suspended and the percentage of White children suspended. In this study, Missouri ranked last among primary school-aged children: 14.3% of Black students were suspended in 2011-2012 compared to 1.8% of White students. Missouri also had the highest suspension rate for Black elementary school students in the country (Losen et al., 2015). When looking at secondary-school-aged children, Missouri ranked 47th out of 50 states: 20 more Black secondary school students than White students were suspended in Missouri per 100 students enrolled in 2011-2012 (Losen et al., 2015).
- As reported by the St. Louis Post Dispatch, nearly one out of five of the 3,989 total suspensions in the St. Louis school district last school year was for 'insubordination/disrespect,' an inherently subjective category that can include a student stomping his foot or putting her head down on her desk (Crouch, 2015).
- Several studies suggest suspending students does not necessarily allow the remaining students to thrive as one might expect.
    - o One such study found that, when controlling for poverty and race, schools that used suspension infrequently had higher achievement rates (Skiba, Chung, Trachok, Baker, Sheya, & Hughes, 2014).
    - o Similarly, another large and rigorous study found no academic benefits in schools with higher suspension rates (Fabelo, Thompson, Plotkin, Carmichael, Marchbanks & Booth 2011).
    - o Notably, the Denver Public Schools made a concerted effort to improve the school climate systemically by implementing restorative practices that focus on rehabilitation and reconciliation and a community-based model of discipline that deemphasizes zero-tolerance policies in favor of the empowerment of students to solve problems. The schools witnessed a decrease in suspension rates, a narrowing in the discipline gap, and an increase in test scores at all grade levels in nearly every subject for six consecutive years (Gonzalez, 2015).

These findings prompted the Commission to draft a call to action for changes to school policies, practices, and leadership as well as teacher training with the hope that this call will help eliminate excessive disciplinary exclusion and thereby improve the short- and long-term wellbeing of children.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Reform School Discipline Policies

Reform policies and practices that disproportionately impact youth of color and students with disabilities and further compromise their ability to thrive and succeed:

- Reform rules pertaining to school disproportionality of behavior referrals, suspensions, expulsions, special education, advanced courses, etc. and ensure that multi-tiered levels of support are in place to prevent disproportionality and systems are created to monitor and create accountability.
- Eliminate the option for out- of-school suspensions and expulsions for students in pre-

kindergarten through 3rd grade.

- Update school discipline policies to align with positive youth development and restorative justice frameworks.
- School personnel, where appropriate, should work collaboratively with parents, students, and community organizations, including law clinics and legal service organizations to develop alternative interventions for different types of behavior
- Mandate annual cultural responsiveness and anti-racism professional development training for teachers and staff – including teachers, staff, community partners and law enforcement officers in schools (i.e. School Resource Officer – SRO).
- Ensure that any school-based law enforcement officers' roles focus on improving school safety while reducing inappropriate referrals to law enforcement.
- Create a public reporting system for discipline data and alternative education placements. Ensure that data can be disaggregated by misbehavior type, age, gender, race/ethnicity, date of incident and response. For each student referred to alternative education, data collection should also include alternative service provider name, attendance, actual services provided, and graduation. All data should be carefully reviewed for disproportionality with special attention given to: (1) high schools where suspension and expulsion rates and consequences can be high; (2) disparities in suspensions and services for African American students, especially boys; (3) prevention and de-escalation of conflict, especially between students and teachers
- Juvenile court, municipal court, and related staff and service providers should be trained on educational rights issues, anti-bias, and cultural responsiveness and ensure court-involved, court-supervised, and/or state-placed youth are provided with appropriate educational services and supports, including change-of-placement reviews, special education services, and other supports. To ensure accountability and enforcement, create the Missouri Youth Justice Ombudsman Office.
- Mandate training for school personnel and partnering community-based organizations on the needs and legal and constitutional rights of students, as well as resources available for students.

Accountable body(ies): DESE, Missouri Legislature, Missouri Courts, Governor, Local School Districts

Suggested Reading List:

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2. Losen, D., Hodson, C. Keith, M. A., Morrison, K., & Belway, S. (2015). Are We Closing the School Discipline Gap? K-12 Racial Disparities in School Discipline.

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9. Morgan, E., Salomon, N., Plotkin, M., & Cohen, R. (2014). The school discipline consensus report: Strategies from the field to keep students engaged in school and out of the juvenile justice system. New York: Council of State Governments.
10. Marchbanks III, M.P., Blake, J.J., Booth, E.A., Carmichael, D., Seibert, A.L. & Fabelo, T. (2015). The economic effects of exclusionary discipline on grade retention and high school dropout. In Losen, D.J., (Ed). Closing the School Discipline Gap: Equitable Remedies for Excessive Exclusion. New York: Teachers College Press.
11. Okonofua, J. A., & Eberhardt, J. L. (2015). Two Strikes Race and the Disciplining of Young Students. *Psychological science*, *26*(5), 617-624.Retrieved from: http://pss.sagepub.com/content/early/2015/04/08/0956797615570365.abstract
12. Skiba, R.J., Chung, C.G., Trachok, M., Baker, T.L., Sheya, A., & Hughes, R.L. (2014). Parsing disciplinary disproportionality: Contributions of infraction, student, and school characteristics to out-of-school suspension and

expulsion. American Educational Research Journal. 51(4). 640-670. doi: 10.3102/0002831214541670.

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SUPPORTING CAREER READINESS

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In a recent survey, in which 50,000 employers were invited to participate and 704 responded, over half of employers across a range of industries who hire recent college graduates reported having trouble finding recent graduates qualified to fill positions at their company or organization (Chronicle of Higher Education, 2012). Nearly a third of the surveyed employers deemed colleges to be fair or poor at cultivating successful employees (Chronicle of Higher Education, 2012). Recent bachelor's-degree holders, employers said, are most lacking in basic workplace proficiencies like adaptability, written and oral communication skills, and the ability to solve complex problems (Chronicle of Higher Education, 2012).
- 73 percent of employers in 2011 preferred to hire candidates with relevant work experience compared to 17.5 percent of employers that preferred to hire candidates with any work experience and 4 percent for whom work experience does not matter (National Association of Colleges and Employers, 2011).
- A separate survey of 37,874 students, found that 51 percent of paid interns in the class of 2012 had at least one job offer when they graduated as compared to 36 percent of those with no internship experience (National Association of Colleges and Employers, 2013).

These findings prompted the Commission to draft a call to action for additional career readiness support for students.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALL TO ACTION:

Expand Internship and Apprenticeship Opportunities

Expand internships and apprentice opportunities for eligible high school and college students.

Accountable body(ies): Governor, Missouri Legislature, City and County Government, College and Universities, Business Community, Ready By 21

Suggested Reading List:

1. Fischer, K. (2013). A college degree sorts job applicants, but employers wish it meant more. The Chronicle of Higher Education. Retrieved from: http://chronicle.com/article/A-College-Degree-Sorts-Job/137625/#id=overview

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CALLS TO ACTION

Opportunity To Thrive

BOLSTERING EMPLOYER-EDUCATOR COLLABORATION

THE EXPERT RESEARCH, SCHOLARSHIP, AND TESTIMONY OF LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- According to economist and workforce development expert Harry Holzer, community colleges provide the majority of job training in the U.S. (Holzer, 2013).
- Studies have found that successful job training programs involve educators collaborating with employers to design curricula (Eyster, Anderson, & Durham, 2013; Department of Labor, 2014; Mazzara & Horowitz, 2014). In addition employers may provide instruction; sponsor work study, internship, or apprenticeship positions; and provide funds for training.
- In their 2015 survey of employers, St. Louis Community College's Workforce Solutions Group noted that "the shortage of workers with knowledge or skills was the most frequently cited barrier to expanding employment, surpassing economic conditions and government policies or regulations" (St. Louis Community College: Workforce Solutions Group, 2015).
- When employers were surveyed about their methods for skill acquisition for their workforce, 55 percent of employers reported experiencing skill shortages (St. Louis Community College: Workforce Solutions Group, 2015). When asked to report on methods to address these shortages, 83 percent of the employers surveyed reported that they "were forced to hire less experienced workers and train them," while 41 percent reported "offering increased wages due to skill shortages" (St. Louis Community College: Workforce Solutions Group, 2015).
- The Obama Administration put in place regulations related to gainful employment that went into effect on July 1st, 2015. The regulations were intended to address the fact that too often, "students at career colleges—including thousands of veterans—are charged excessive costs, but don't get the education they paid for. Instead, students in such programs are provided with poor quality training, often for low-wage jobs or in occupations where there are simply no job opportunities". To the end of preventing students from being buried in debt, the Department of Education set up the following rules for for-profit colleges:
    - More rigorous accountability, such that programs at for-profit institutions that did not pass standards and that did not improve would become ineligible for federal student aid;
    - Transparency about student success, by requiring institutions to provide information about their programs, what their former students are earning, their success at graduating, and the amount of debt they accumulated.
    - Standards for career training programs, including programs offered by for-profit institutions (Department of Education, 2014).

These findings prompted the Commission to draft several calls to action that strengthen coordination, communication, accountability, and transparency between employers and educational institutions.

TO THIS END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Enhance Collaboration Between Educational Institutions and Employers

Enhance and expand collaboration between educational institutions and employers statewide by:

- Establishing a regional intermediary to ensure greater public-private collaboration in assessing workforce needs and communicating those needs with K-12 institutions, job training programs, and post-secondary education institutions;
- Developing a regional strategy for aligning educational programs to workforce needs that has clearly established indicators to measure progress in creating stronger regional talent development

initiatives;

- Encouraging schools, especially community colleges, to utilize industry professionals as trainers to develop joint programs that educate and train area students for jobs that are available or coming in a diversity of industries (e.g., the partnership between St. Louis Community College- Florissant Valley and Boeing);
- Requiring public schools, both K-12 and post-secondary, to align instruction to college and career readiness standards that are more comprehensive; and
- Investing in public schools (including in North County), both K-12 and post-secondary, to integrate high quality career and technical education (CTE) into the curriculum in part through work-based learning through internships and other opportunities borne of strong relationships with the business community (e.g., Clyde C. Miller Academy).

Accountable Body(ies): Governor, Missouri Legislature, local governments, chambers of commerce, STL Economic Development Partnership, RBC, DESE, district superintendents and administrative bodies, school districts, high schools, college, universities, trade schools, funding bodies, private sector, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Ensure Employer-Educator Collaborations Build a Love of Learning

Ensure all efforts and models designed to align K-12, higher education and workforce development support the social and emotional development of children, youth and young adults and broadly build life-long skills and a love of learning.

Accountable body(ies): Governor, Missouri Legislature, Local School Districts, EdPlus

Support Federal "Gainful Employment" Regulations

Support federal regulation of for-profit colleges via the U.S. Department of Education final rules focusing on "gainful employment" that prevents students from being buried in debt, sets more rigorous accountability, provides transparency about student outcomes and encourages income-based repayment plans.

Accountable body(ies): Higher Education Consortium, National Alliance of Black School Educators, NAHS, DESE, Teachers Unions, college access organizations (e.g., St. Louis Graduates), regional Congressional delegation on both sides of the river

Expand Funding for Public Colleges that Serve Disadvantaged Students

Establish a funding pool in the form of a competitive grant program to encourage public 2- and 4-year colleges to develop disadvantaged students that are well prepared for and matched to labor market demand in key sectors, as defined through partnership with the area business community, by providing more resources based on academic and employment outcomes for 2- and 4-year colleges to:

- Expand high-quality CTE programs;
- Offer career guidance, especially guidance based on local or state labor market data;
- Expand instructional capacity in high-demand areas, based on labor market data;
- Integrate development or remedial education with occupational training;
- Provide better student supports and services (e.g., child care, better counseling or academic "coaching" and reforms in developmental education)

Accountable body(ies): Public 2- and 4-year colleges, Missouri Legislature, St. Louis Community College Board of Trustees,

Suggested Reading List:

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BUILDING EQUITY THROUGH ENHANCED ACCESS TO BANKING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- As stated by researcher Martha Beard of the Federal Reserve Bank of St. Louis: "The word unbanked is an umbrella term used to describe diverse groups of individuals who do not use banks or credit unions for their financial transactions. They have neither a checking nor savings account… Underbanked consumers have either a checking or savings account, but also rely on alternative financial services" (Federal Reserve Bank of St. Louis, 2010).
- In 2013, nearly 30 percent of Missouri households were un- or underbanked, and a disproportionate number of them were Black (Federal Deposit Insurance Corporation, 2014).
- When people do not feel comfortable with or have convenient access to or knowledge of mainstream, traditional banking options, they often turn to alternative financial services (e.g., check cashers, payday lenders, pay cards, etc.) that are expensive and that provide scant means for savings that leads to wealth (U.S. Department of Treasury, 2011). As noted by the Federal Reserve Bank of St. Louis, "unbanked consumers spend approximately 2.5 to 3 percent of a government benefits check and between 4 percent and 5 percent of payroll check just to cash them. Additional dollars are spent to purchase money orders to pay routine monthly expenses. When you consider the cost for cashing a bi-weekly payroll check and buying about six money orders each month, a household with a net income of $20,000 may pay as much as $1,200 annually for alternative service fees—substantially more than the expense of a monthly checking account fee" (Federal Reserve Bank of St. Louis, 2010).
- Un- and underbanked individuals also miss out on valuable educational resources to build financial literacy, including important tools, products, services, and delivery channels that are critical to establishing a foundation for wealth accumulation and to reducing poverty (U.S. Department of Treasury, 2011). This gap in knowledge and relevant tools makes it harder for un- and underbanked individuals to build wealth.
- There are limited banking facilities in distressed communities. Limited access to banks, coupled with distrust of and unfamiliarity with the traditional banking system, leads many in such communities to be unbanked or underbanked (Federal Reserve Bank of St. Louis, 2010). A New York Times investigation of bank branch closures found that a disproportionate number of closures take place in low-income communities: "In low-income areas, where the median household income was below $25,000, and in moderate-income areas, where the median household income was between $25,000 and $50,000, the number of branches declined by 396 between 2008 and 2010. In neighborhoods where household income was above $100,000, by contrast, 82 branches were added during the same period" (Schwartz, 2011). Accordingly, many low-income individuals are unbanked because they lack access to banking facilities.
- The Community Reinvestment Act (CRA) is a federal law designed to encourage financial institutions to meet the needs of borrowers in all segments of their community, including low and moderate income neighborhoods (Board of Governors of the Federal Reserve System, 2014). The CRA mandates evaluations of depository institutions through a lending test, investment test, and service test. As these tests currently stand, however, compliance ratings are structured and managed subjectively by officials (Quercia et al., 2014). More than 98 percent of banks and thrifts receive passing "Satisfactory" or "Outstanding" ratings, but their quality of outreach and disclosure, risk-tolerance to investment, and quality of delivery channels are not guaranteed (Quercia et al., 2014).
- Community development financial institutions (CDFIs) are private financial institutions with the mission of "responsible, affordable lending to help low-income, low-wealth, and other disadvantaged people and communities join the economic mainstream" (Opportunity Finance Network). CDFIs tend to serve those who need greater levels

of risk-tolerance than most banks are willing to accept. In order to operate effectively, however, CDFIs rely heavily on adequate funding that allows CDFIs to remove barriers keeping many low-income individuals from engaging with the traditional banking structure (e.g., inconvenience, lack of knowledge, high credit check standards when opening accounts, high minimum balance requirements, etc.) (Pinsky, 2001).

These findings prompted the Commission to draft several calls to action that build equity through enhanced access to banking, especially for low-income individuals and families.

TO THIS END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Strengthen the Community Reinvestment Act
Regulators shall strengthen the Community Reinvestment Act (CRA), which was designed to help financial institutions meet the credit needs of their community, by:

- Vigorously enforcing Equal Credit Opportunity Act (ECOA) and fair housing laws in instances where lending discrimination is believed to exist.
- Enforcing antitrust laws especially with respect to mergers that could lead to bank branch closures in low-to-moderate income (LMI) communities in order to keep competition.
- Allowing other banking companies to enter the retail banking sector and allowing said companies to apply for Federal Deposit Insurance Corporation (FDIC) insurance.
- Extending CRA credit (equally weighted) for service & investment tests to Community Development Financial Institutions (CDFIs) and Community Development Banks (CDBs) to reach market.
- Increasing government funding through the US Treasury for CDFIs.
- Explicitly quantifying measurements needs to determine benchmarks (including a community investment benchmark) and eliminating subjectivity associated with local regulatory interpretation
- Creating centralized control to ensure consistency and uniformity vs having multiple agencies in charge

Accountable body(ies): Federal Legislature, Federal Reserve, FDIC, OCC, OTS, Office of the Governor, EHOC, SLEHCRA

Embed Public Banking Models into Community Development Financial Institutions (CDFIs)
Incorporate the critical attributes embedded in public banking models into Community Development Financial Institutions (CDFIs) to advance a more equitable economy by namely:

- Lending to banks with better practices of equitable investing; and
- Subsidizing interest rates for small businesses, students, and homebuyers
- Providing local business with greater access to credit
- Augmenting the lending capacity of private banks

Accountable body(ies): Missouri Legislature

Build the Capacity of CDFIs
Banks shall strengthen and secure additional funding to build the capacity of Community Development Fund Institutions (CDFIs) to remove barriers keeping many individuals from engaging with traditional banking infrastructure (e.g., no credit check or lowered credit check standards for account openings; second chance checking; credit-builder products; lower minimum balance requirements, etc.).
Accountable body(ies): Banking institutions, regional CDFI coalition

Invest in High Functioning CDFIs
Invest in high functioning Community Development Financial Institutions (CDFIs) to support community-based investments, financial literacy, increased banking, and access to financial tools designed to promote economic mobility. Fund financial education initiatives through:

- Public: Neighborhood Assistance Program (NAP), Community Development Block Grants (CDBGs), municipal grants, etc.
- Private: Corporate grants, innovation and technological hubs, volunteers, etc.
- Philanthropic: Foundation grants, individual giving, volunteers, etc.

Accountable body(ies): Funding bodies, capacity building organizations

Concentrate Financial Services through Empowerment Sites
Identify empowerment sites throughout the St. Louis region to concentrate financial services that provide community development banking and multigenerational financial education (e.g., Prosperity Connection)
Accountable body(ies): Non-profit organizations, funding bodies

Suggested Reading List:

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ENDING POVERTY

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Federal Reserve economists conducted an analysis of factors impacting per capita income growth and the growth of metropolitan areas at large for nearly 120 metropolitan areas throughout the U.S. as part of a report for the Fund for Our Economic Future based in Northeast Ohio (Eberts et al., 2006). The researchers identified eight key variables that influence economic growth on the regional level, including a region's skilled workforce, active small businesses, ethnic diversity and minority business ownership, level of racial inclusion, costs associated with a declining industrial base, income inequality (measured by income disparity and number of children living in poverty), quality of life variables (including universities, recreation, and transportation), and concentrated poverty in core cities (Eberts et al., 2006).
- In 2013, Missouri had a population of 6,021,988 of which 947,792 were at 100% or below of the Federal Poverty Level (Missourians to End Poverty Coalition, 2014). Of those, roughly half, or 417,151, lived in extreme poverty defined as 50% or less than the Federal Poverty Level (Missourians to End Poverty Coalition, 2014).
- A recent study by the National Low Income Housing Coalition recently found that the average hourly wage necessary to afford a basic two-bedroom apartment in St. Louis is $15.69 (Bolton et al., 2015). This value was calculated based on HUD's estimated Fair Market Rent (FMR) and the idea that a family or individual would not spend more than 30% of their income on housing costs (Bolton et al., 2015).
- MIT's Living Wage Calculator "draws on geographically specific expenditure data related to a family's likely minimum food, child care, health insurance, housing, transportation, and other basic necessities (e.g. clothing, personal care items, etc.) costs to determine the minimum employment earnings necessary to meet a family's basic needs while also maintaining self-sufficiency" (Massachusetts Institute of Technology, 2015a). It shows that, in St. Louis City, the living hourly wage for one adult to support him/herself is $9.94. For a family of one adult and one child, the living wage rises to $20.55 (Massachusetts Institute of Technology, 2015b). Researchers suggest that "in many American communities, families working in low-wage jobs make insufficient income to live locally given the local cost of living" (Glasmeier, et al., 2014).
- Debate exists over the short- and long-term economic implications of raising the minimum wage. However, a group of economists, in a written statement to the U.S. House of Representatives, suggested that a well-designed phase-in process for a higher minimum wage would allow businesses to absorb labor cost increases through modest increases in prices and productivity while also permitting low-wage workers to receive a slightly larger share of the business' total revenue (U.S. House of Representatives, 2015). The economists stated: "On average, in the United States, even fast-food restaurants, which employ a disproportionate share of minimum wage workers, are likely to see their overall business costs increase by only about 2.8 percent per year" (U.S House of Representatives, 2015).
- The Earned Income Tax Credit (EITC) is a refundable tax credit for low- to moderate-income working individuals and couples; the amount of benefit depends on the recipient's income and number of children (Flores, 2015). As suggested by the Missouri Budget Project, EITCs encourage people to work, enhance take-home pay, and improve health and economic and educational outcomes (Center on Budget and Policy Priorities, 2014). If implemented in Missouri, the EITC could benefit approximately 500,000 families (Missouri Budget Project, 2015).
- The Child Tax Credit (CTC) is a tax credit designed for low- to moderate- income families to offset the cost of raising children. The tax credit

is worth up to $1,000 per eligible child, and is adjusted by income for individuals with qualifying children under the age of 17 (Center on Budget and Policy Priorities, 2014).

- The Center on Budget and Policy Priorities notes that in 2012, the EITC lifted 6.7 million people (including 3.4 million children) above the poverty line, while the CTC lifted 2.7 million people (including 1.4 million children) above the poverty line. (Sherman and Trisi, 2015). Research by the Center on Budget and Policy Priorities also noted: In 2013, the CTC lifted approximately 3.1 million people out of poverty, including about 1.7 million children (Center on Budget and Policy Priorities, 2014).
- As delineated by the Federal Deposit Insurance Corporation: "Payday loans are small-dollar, short-term, unsecured loans that borrowers promise to repay out of their next paycheck or regular income payment… Because these loans have such short terms to maturity, the cost of borrowing, expressed as an annual percentage rate, can range from 300 percent to 1,000 percent, or more" (Federal Deposit Insurance Corporation, 2003).
- Low-income households in Missouri with limited access to credit might seek payday loans to handle increased expenditures. However, payday lending firms can impose abusive loan terms on a borrower, convincing the borrower to accept unfair terms that a borrower does not need, does not want, or cannot afford (Center for Responsible Lending).
- During 2008, 2.8 million payday loans were made by 1,275 lenders licensed in Missouri, according to the Missouri Division of Finance (Teuscher, 2009). In their "Poverty at Issue" research report, University of Missouri researchers note that "there are over twice as many payday loan stores in Missouri as there are McDonald's restaurants and Starbucks combined" (University of Missouri, 2012).
- Compared to the surrounding eight states, Missouri has:
    - The highest average annual percentage rates (APRs) of interest [at an average of 445% APR in 2011]
    - The second most payday lenders (Tennessee is ranked higher)
    - Is the only state to allow loan renewals (University of Missouri, 2012).
- In Missouri, nearly 50% of payday loan borrowers eventually defaulted on a loan, even after they had paid over 90% of the loan amount in fees alone (University of Missouri, 2012). Once a borrower defaulted, no matter whether the fees or interest they had paid over time exceeded the original loan amount, the borrower was subject to bounced check fees and aggressive debt collection tactics by the payday lender, in addition to overdraft fees from the bank (University of Missouri, 2012).

These findings prompted the Commission to draft several calls to action for changes to economic policy to help bring individuals and families out of poverty.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Raise the Minimum wage

Raise the minimum wage to $15/hr.

Accountable body(ies): City of St. Louis Board Bill; St. Louis County Council; Statewide voters; Missouri Legislature

End Predatory Lending

End predatory lending by changing repayment terms, underwriting standards, collection practices and by capping the maximum APR at the rate of 36 percent.

Accountable body(ies): Missouri Legislature, the Consumer Financial Protection Bureau

Implement Earned Income and Child Tax Credits

Implement a refundable state earned income tax credit (EITC) and child tax credit (CTC), set at a proportion of the federal credit.

Accountable body(ies): Missouri Legislature

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ENCHANCING ACCESS TO TRANSPORTATION

THE EXPERT TESTIMONY, SCHOLARSHIP, AND ACCOUNTS OF LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- As stated by the Transportation Equity Caucus, "Transportation is a critical link to opportunity, connecting people to jobs, schools, affordable housing, health care, grocery stores, and more. For many Americans, mobility can make all the difference in their ability to meet basic needs, participate fully in community life, and connect and contribute to our national economy" (Transportation Equity Caucus, 2014).
- Research by the Brookings Institution notes: "While St. Louis ranks 19th in the country in terms of population, compared to other U.S. cities, it ranks only 68th in terms of transit coverage and access to jobs by transit" (Brookings Institution). This ranking accounts for access to opportunity via transportation, as well as affordability and availability of transportation choices.
    - A typical St. Louis resident with access to transit can reach 13 times fewer jobs by a 45 minute transit commute than by a 45 minute driving commute (East-West Gateway Council of Governments, 2015).
    - Approximately one in four of the region's jobs are reachable within a 90-minute transit trip (Osborne et al., 2015). This becomes problematic when evaluating racial equity and access to opportunity: 23.5 percent of Black households do not have access to a car in St. Louis, as compared to 5.2 percent of White households (East-West Gateway Council of Governments, 2015).
- In terms of economic impact, the lack of transportation choices in the city and its reliance upon cars "has helped raised the cost of transportation for everyone — the average household in the City of St. Louis spends 19 percent of its budget on transportation, and in the County that number rises to 23 percent, reducing the region's overall affordability" (Osborne et al., 2015).
- In terms of environmental impact, public transit reduces pollution, energy use, and congestion on roads. However, in the region, "only 2.3 percent of workers used public transit to get to work in 2012 and only 56.6 percent of workers reside in areas that have access to transit" (East-West Gateway Council of Governments, 2015).

These findings prompted the Commission to draft several calls to action that encourage increased use of public transportation and the allocation of financial resources to support regional transportation enhancements.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Develop a State Supported Funding Plan for Public Transit
Develop a State supported funding plan for public transit in order to fill a significant funding deficit when seeking federal dollars for transit capital projects requiring matching funds.
Accountable body(ies): Governor, Missouri Legislature

Identify Priority Transportation Projects for the St. Louis Region
Identify agreed upon priority transportation project(s) for the St. Louis region (e.g., extending MetroLink on the proposed North-South corridor, implementing Bus Rapid Transit) in order to elevate the importance of key projects for the region and make tangible the need and potential benefits of transit.
Accountable body(ies): East-West Gateway Board of Directors, St. Louis City, St. Louis County, Transit Alliance

Promote Use of Public Transit
Incentivize residents of St. Louis City and County to try transit by:

- Implementing a ridership program that educates individuals on how to use the system for work or education trips and demonstrates the possibilities for job access and educational trips and potential personal cost savings;
- Improving bus tracking to enhance the ease with which bus transit can fit into one's schedule;
- Creating a reloadable transit card that obviates the need for exact change for each ride; and

- Enhancing the public transit amenities among current and future bus routes (e.g., bus shelters and benches).

Accountable body(ies): St. Louis City, St. Louis County, Employers, Academic Institutions, Metro, Citizens for Modern Transit

Suggested Reading List:

1. Brookings Institution. St. Louis, MO-IL metro area missed opportunity: Transit and jobs in metropolitan America. Retrieved from: http://www.brookings.edu/~/media/Series/jobs-and-transit/SaintLouisMO.PDF

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INCREASING ACCESS TO CARE

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Adults with insurance are more likely to have a usual source of care and access to preventive care (Ayanian et. al., 2000). Insured adults are therefore more likely to be up-to-date with their immunizations, more likely to receive cost-effective care, and are healthier (Ayanian et. al., 2000).
- Overall, uninsured people receive about half as much care as the privately insured(Ayanian et. al., 2000). Uninsured individuals are more than twice as likely to delay or forgo needed care as the insured (Kaiser, 2012). Delaying or forgoing needed care can lead to health problems, making the uninsured more likely to be hospitalized for avoidable conditions (Kaiser, 2012). The uninsured are less likely than those with insurance to receive preventive care and services for major health conditions and chronic diseases—and as a result, many suffer serious consequences (Kaiser, 2012).
- As of 2014, over half (55 percent) of uninsured nonelderly people in Missouri were eligible for financial assistance in gaining coverage under the Affordable Care Act (ACA) (Kaiser Family Foundation, 2014a).
- The ACA also authorized additional funding for states to expand Medicaid programs to cover adults under the age of 65 with incomes up to 133 percent of the federal poverty limit. States are allowed to decide whether to accept these funds and expand Medicaid. Missouri is one of 19 states (currently) that have not yet expanded Medicaid (Families USA, 2015). As a result, the Medicaid coverage for adults in Missouri is limited to those who have a dependent child and earn no more than approximately 18 percent of the poverty level, or roughly $2,900/year for a single mother with two children. Childless individuals are not eligible for Medicaid under any income circumstances unless they are disabled or pregnant.
- There is an absence of options for childless adults making between 0 and 100 percent of the federal poverty level, and for parents making between 18 and 100 percent of the federal poverty level, otherwise known as the coverage "gap." Under the ACA, Medicaid expansion was intended to cover the many individuals making too little to qualify for subsidies on the exchange (those earning between 100 percent and 400 percent of the poverty level). In Missouri, though, these individuals qualify for neither Medicaid nor federal subsidies to help with the purchase of private insurance. That means a family of four earning up to $95,000 a year qualifies for assistance (on the exchange). A similar family earning $23,000 does not. In Missouri, nearly 200,000 adults fall into this gap. (Kaiser Family Foundation, 2014b).
- Until Missouri expands Medicaid, it must sustain funding for services like the Gateway to Better Health Demonstration granted to the State of Missouri by the Centers for Medicare and Medicaid Services. This Demonstration provides limited coverage to low-income, uninsured adults in St. Louis City and County (Regional Health Commission, 2014). The primary and specialty care made possible by this funding serves approximately 22,000 individuals and families and reduces reliance upon emergency rooms as sources of primary care. It is estimated that Gateway prevents on the order of 50,000-70,000 emergency department visits each year (Regional Health Commission, 2014).

These findings prompted the Commission to draft several calls to action for that call for ensuring access to care for more Missourians.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Expand Medicaid Eligibility

Expand eligibility for Medicaid to 138% of the federal poverty level (or an annual income of $32,913 for a family of four) so that Missouri can take full advantage of federal funds available to meet the health needs of Missourians.

Accountable body(ies): Missouri Legislature

Provide Gap Coverage

Until Medicaid is expanded, preserve and enhance funding for outpatient care and medications for individuals in the coverage gap (e.g. Gateway to Better Health Demonstration Project)

Accountable body(ies): Regional Health Commission

Increase ACA Marketplace Enrollment

Increase insurance coverage and access for everyone by enrolling more people in the ACA marketplace.

Accountable body(ies): Enrollment assistance providers (e.g., navigators), funders of enrollment assistance providers

Suggested Reading List:

1. Missouri Foundation for Health (2014). Missouri Medicaid basics. Retrieved from: https://www.mffh.org/mm/files/MedicaidBasics2014.pdf

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ENSURING COMMUNITIES' ABILITY TO ADVOCATE FOR EQUITY

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- In July 2015, Governor Jay Nixon vetoed HB 722, a bill that would have, among other things, prevented cities from raising employment benefits above state and federal standards (Missouri House of Representatives, 2015). Governor Nixon noted: "House Bill No. 722 is a clear example of unwarranted government intrusion - in this case, interference with the policymaking of local governments and the abandonment of the principle of local control… Because I support local control, I will not approve House Bill No. 722" (Nixon, 2015).
- Estimates place the hourly living wage in the St. Louis region roughly between $10 for a single adult to $30 for a family of one working adult and three children (Glasmeier, 2015).
- The threshold for minimum wage is set at the federal level at $7.25, but states have the right to create legislation above this standard. Missouri's minimum wage beginning is currently $7.65.
- Collective bargaining, is the practice of organizing workers into a single voice, usually in the form of a labor union, to advocate on the behalf of their colleagues in negotiations with employers. Research has shown the impact of deunionization:
    - "From 1973 to 2011, the share of the workforce represented by unions declined from 26.7 percent to 13.1 percent" (Mishel, 2012).
    - "Deunionization explains about three-fourths of the expanded wage gap between white- and blue-collar men and over a fifth of the expanded wage gap between high school– and college-educated men from 1978 to 2011" (Mishel, 2012).
    - "Deunionization can explain about a third of the entire growth of wage inequality among men and around a fifth of the growth among women from 1973 to 2007 (Mishel, 2012).

These factors promoted the Commission to affirm the ability of local governments and workers to advocate for equity.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Protect Rights of Local Government
Protect local government's ability to innovate above the minimum policy standards maintained by the federal or state government to meet the special needs of their community.
Accountable body(ies): Governor, Missouri Legislature

Protect the Rights of Workers to Organize
Protect the right of workers to organize and collectively bargain.
Accountable body(ies): Missouri Legislature, Governor

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ENSURING ROBUST MINORITY PARTICIPATION IN THE JOB MARKET

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Federal Reserve economists conducted an analysis of factors impacting per capita income growth and the growth of metropolitan areas at large for nearly 120 metropolitan areas throughout the U.S. as part of a report for the Fund for Our Economic Future based in Northeast Ohio (Eberts et al., 2006). The researchers identified eight key variables that influence economic growth on the regional level, including a region's skilled workforce, active small businesses, ethnic diversity and minority business ownership, level of racial inclusion, costs associated with a declining industrial base, income inequality (measured by income disparity and number of children living in poverty), quality of life variables (including universities, recreation, and transportation), and concentrated poverty in core cities (Eberts et al., 2006).
- In 2007, 8.9 percent of firms in Missouri were minority-owned (Obuko & Planting, 2015).
- A 2014 disparity study commissioned by the State of Missouri Office of Administration found, "extensive evidence that discrimination on the basis of race and gender continues to operate in Missouri's markets and that disparities exist between the availability of M/WBEs and their utilization on state contracts and associated subcontracts, as well as throughout the wider Missouri economy"(State of Missouri Office of Administration, 2014).
- The same study calculated disparity indexes to investigate the presence of discrimination by dividing a given group's utilization by the availability of that group. An index less than 100 percent indicates that a given group is being utilized less than would be expected based on its availability, and courts have adopted the Equal Employment Opportunity Commission's "80 percent" rule that a ratio less than 80 percent presents a prima facie case of discrimination, referred to as "substantive" significance (Code of Federal Regulations). The index ratio for the Black population was 60.2 percent, 6.5 percent for the Hispanic population, and 32.8 percent for White women (State of Missouri Office of Administration, 2014).

These findings prompted the Commission to draft several calls to action for ensuring robust minority participation in business.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Implement a Statewide M/WBE Program
Establish a statewide program for Minority/Women's Business Enterprises (M/WBEs) with outcomes measures that incorporate capacity building, mentoring, and education with respect to the state and local procurement system.
Accountable body(ies): Office of Administration, St. Louis Minority Business Council, Women's Council, Mid-States Minority Suppliers Development Council, Missouri Department of Transportation, State University System

Launch an Employer Grading System for Economic Mobility
Endorse the Better Business Bureau-like consumer – facing rating system proposed by the Commission in the area of Racial Equity and Reconciliation and add to it economic mobility factors that should be monitored (e.g. employability, opportunity for promotion, promotability, presence of career path, income)
Accountable body(ies): St. Louis Regional Chamber of Commerce, Regional Business Council, Mosaic Project, and ethnic-group focused chambers of commerce, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Develop and Implement an Economic Inclusion Infrastructure
Create and implement an economic inclusion infrastructure in industries that supports business' growth strategies and aids them in attaining their profit goals by promoting workforce inclusion (e.g. Construction, Manufacturing, and others).
Accountable body(ies): Trade Unions, Trade Organizations,

Industry Associations, Ad hoc affiliations of Industry Leaders

Suggested Reading List:

Obuko S., & Planting M. (2015). The state of minority business enterprises: An overview of the 2007 survey of business owners U.S. department of commerce. Minority Business Development Agency. Retrieved from: http://www.mbda.gov/pressroom/publications/state-minority-business-enterprises-overview-2007-survey-business-owners#ExecutiveSummary.

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PRIORITIZING YOUTH-FOCUSED JOB CREATION AND TRAINING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- On a national scale, employment rates showed a 'Great Age Twist' between 2000 and 2011. Individuals under age 54 were less likely to be working in 2011 than in 2000, while those 55 and over were more likely to be working in 2011, a phenomenon the Brookings Institute calls "historically unprecedented" (Sum et al., 2014).
- Over the last 10 years youth employment has dropped by 20 percentage points from around 44 percent to around 24 percent (Sum et al., 2014).
- Approximately 17 percent of 16-19 year olds were "unengaged", or not enrolled in school and not working, in 2007 (Covenant House Institute, 2009). Unengaged youth are:
    - Less likely to be employed and more likely to rely on government supports.
    - Less healthy. They are more likely to have spent time in a mental hospital in the past five years and more likely to have received drug/alcohol treatment.
    - More likely to be involved in criminal activity. Though they represent only 17.3 percent of all youth, they commit 63 percent of all youth crime (Belfield et al., 2012).
- The economic burden of unengaged youth is felt by the youth, as well as taxpayers and society. The average unengaged youth costs taxpayers over $250,000 over the course of their lifetime (age 16 and on) and over $750,000 in social burden (e.g., lost gross earnings, additional health expenditures, crime costs, welfare and social services) (Belfield et al., 2012).
- There are several long-term benefits of early employment:
    - Higher earnings in adulthood (Sum et al., 2000)
    - Higher graduation rates (Leos-Urbel, 2014; Schwartz et al., 2015).
    - Lower likelihood of being incarcerated and/or committing crime (Belfield et al., 2012)
- Worldwide, 31 percent of employers are struggling to fill available positions despite the economic downturn—not because there aren't enough workers, but because of "a talent mismatch between workers' qualifications and the specific skill sets and combinations of skills employers want" (Manpower, 2010). Changing demographics will exacerbate this situation. Over the next decade or so, the knowledge and technical skills of millions of retiring baby boomers need to be replaced" (Partnership for 21st Century Skills 2010).
- The *State of St. Louis Workforce* annual survey showed that the shortage of workers with knowledge or skills is the most frequently cited (by area employers) barrier to expanding employment--a trend that has consistently increased over the past several years (St. Louis Community College: Workforce Solutions Group, 2015).
- In the tightening labor market, "employers' flexibility in selecting a qualified workforce has diminished and they are increasingly required to address training and development of their workforce and/or pay higher wages" (St. Louis Community College: Workforce Solutios Group, 2015).

These findings prompted the Commission to draft several calls to action for prioritizing youth-focused job creation and training.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Prioritize Tax Incentives for Youth-Serving Job Programs

Modify existing tax credit contribution programs to prioritize paid stipend programs aimed at connecting at-risk, disconnected youth (those under the age of 25 who are neither employed nor in school but who are ready for employment) with internships, apprenticeships, or mentoring programs with private business.

Accountable body(ies): Local governments, local corporations, and private organizations

Evaluate Job Training Success and Award Funding Accordingly

Incorporate the number of disconnected youth enrolled and graduated from job training programs with significant success in job placement and earnings as a metric in the performance evaluations of youth-serving organizations receiving public dollars and grant funds from local foundations in the St. Louis metropolitan region.
Accountable body(ies):Capacity-building organizations

Build a Poverty-to-Professional Model for Youth Serving Organizations

Missouri youth-serving organizations shall advocate for the development of a model that empowers low-income young adults to go from poverty to professional careers in an accelerated timeframe.
Accountable body(ies):Capacity-building organizations

Suggested Reading List:

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3. Leos-Urbel, J. (2014). What is a Summer Job Worth? The Impact of Summer Youth Employment on Academic Outcomes. *Journal of Policy Analysis and Management*, *33*(4), 891-911.
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PROMOTING ASSET BUILDING

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Research shows that increasing income for low-income families does not always increase generational wealth or reduce poverty (Shapiro et al., 2013). Income is often used as a measure of poverty; however, it does not provide as adequate a measure of an individual, family, or community's economic mobility and long-term development. While income supports consumption or "getting by," asset-building is a form of social investment that promotes development and "getting ahead" (Blank & Barr, 2009).
- Saving and investing in education, skills, experience, a house, land, an enterprise, financial securities, or other assets improve families' capabilities, earnings, and life circumstances over time and across generations (Sherraden, 2008).
- There exist deep racial divides in asset building. In 2009, approximately 15 percent of Whites had zero or negative net worth, while up to 35 percent of people of color had zero or negative net worth (Kochhar et al., 2011). Whites' median net worth is far greater—in the range of 1000 percent (ten times) greater—than that of Blacks and Latinos (Sherraden, 2008). In 2009, a representative survey of American households found that the median wealth (assets minus debts) of white families was $113,149 compared with $6,325 for Latino families and $5,677 for black families (Kochhar et al 2011). Another study of the same set of households over a 25-year period (1984-2009) found that the total wealth gap between White and Black families nearly tripled, from $85,000 in 1984 to $236,500 in 2002 (Shapiro et al., 2013).
- According to the Corporation for Enterprise Development, many lower-income families do not benefit from existing federal wealth-building policies (Woo et al., 2010). "The wealthiest Americans (those earning over $1 million annually) receive more than $95,000 in tax benefits while middle-income families receive a few hundred dollars and poor families relying on public benefits actually face penalties for saving" (Woo, et al., 2010).
- As defined by the Corporation for Enterprise Development, Children's Development Accounts (CDAs) are accounts established for children as early as birth and are seeded with an initial deposit (Corporation for Enterprise Development, 2008). Through CDAs, youth can participate in early asset accumulation and long-term development of financial security towards higher education, future homeownership, and entrepreneurship (Corporation for Enterprise Development, 2008).
- Building assets for education in the long term correlates with improvements in school retention, better social/emotional development for children, and enhanced financial literacy (Sherraden, 2008; Corporation for Enterprise Development, 2008; Mason et al., 2009). Studies have also shown that the benefits of CDAs for children and families reverberate in communities and the larger economy because they affect communities that are often left out of economic development (Corporation for Enterprise Development, 2008; Mason et al., 2009).
- Similar accounts, called family development accounts and individual development accounts, seek to further increase asset building. Although these programs vary in design, they all provide matching funds to low-income recipients to promote savings that can be spent later on eligible uses such as higher education, microenterprise, and homeownership (Department of Housing and Urban Development, 2012).
- Expanding access to mainstream financial literacy services and counseling provides additional infrastructure to promote asset-building for low-income families (Department of Housing and Urban Development, 2012).

These findings prompted the Commission to draft several calls to action that facilitate generational economic mobility in low-income families by promoting asset building.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Create Universal Child Development Accounts
Expand the current scope of the MOST 529 Matching Grant Program so it is used as a platform for progressive universal Child Development Accounts that are: statewide and automatic (opt-out).
Accountable body(ies): Missouri State Treasurer, Capacity-building organization for public-private partnerships, Missouri Legislature, Governor

Raise Awareness of Development Accounts
Develop a rigorous plan, drawing on best practices, that leverages schools, social services systems, and other well-positioned partners in order to encourage the multigenerational impact of development accounts.
Accountable body(ies): Missouri Legislature, Direct Social Service Providers, Universities, School Districts

Encourage Savings With Tax-Refund Matching
Institute a match of taxpayers' savings deposits made during tax time. Directly deposit matching funds into taxpayers' savings vehicles.
Accountable body(ies): Missouri Legislature

Teach Financial Literacy to Section 8 Housing Beneficiaries
Provide Section 8 housing beneficiaries with financial literacy and technical assistance in asset-building so that they can become permanent homeowners.
Accountable body(ies): Housing Authorities, HUD, Continuum of Care Groups

Create Individual and Family Development Accounts
Provide progressive Individual Development Accounts (IDAs) and Family Development Accounts (FDAs) offered statewide by means of a dedicated funding stream from the state. Additional potential funding sources include:

- Using the Community Reinvestment Act to provide banks with credit for funding development accounts;
- Offering corporate tax breaks for contributions to development accounts;
- Redirecting unclaimed savings account funds turned over to the state; or
- Restoring the state-funded matching program to it original $4 million

Accountable body(ies): Bank and Credit Union Regulators, Missouri Legislature, and Banks and Credit Unions, Governor

Suggested Reading List:
Kochhar, R., Fry, R., & Taylor, P. (2011). Wealth gaps rise to record highs between Whites, Blacks, Hispanics, twenty-to-one. Pew Research Center. Retrieved from: http://www.pewsocialtrends.org/2011/07/26/wealth-gaps-rise-to-record-highs-between-whites-blacks-hispanics/

Woo, B. Rademacher I., and Meier, J. (2010). Federal Asset Budget: Rewarding the Rich; Missing the Middle; and Penalizing the Poor. Corporation for Enterprise Development. Retrieved from: http://cfed.org/knowledge_center/research/federal_asset_budget/

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REALIGNING INCENTIVES AND FUNDING TO IMPROVE JOB TRAINING AND CREATION

THE EXPERT TESTIMONY, RESEARCH, SCHOLARSHIP, AND LIVED EXPERIENCE COLLECTED BY THE COMMISSION REVEALED THE FOLLOWING:

- Federal Reserve economists conducted an analysis of factors impacting per capita income growth and the growth of metropolitan areas at large for nearly 120 metropolitan areas throughout the U.S. as part of a report for the Fund for Our Economic Future based in Northeast Ohio (Eberts et al., 2006). The researchers identified eight key variables that influence economic growth on the regional level, including a region's skilled workforce, active small businesses, ethnic diversity and minority business ownership, level of racial inclusion, costs associated with a declining industrial base, income inequality (measured by income disparity and number of children living in poverty), quality of life variables (including universities, recreation, and transportation), and concentrated poverty in core cities (Eberts et al., 2006).
- Although unemployment rates have gone down in the St. Louis region in the past five years, finding employment still remains an issue for many, specifically low and very-low income residents (U.S. Bureau of Labor Statistics, 2015).
- The *State of St. Louis Workforce* annual survey showed that a shortage of workers with knowledge or skills is the most frequently cited (by area employers) barrier to expanding employment--a trend that has consistently grown over the past several years (St. Louis Community College: Workforce Solutions Group, 2015).
- In the tightening labor market, employers' flexibility in selecting a qualified workforce has diminished, and they are increasingly required to address training and development of their workforce and/or pay higher wages (St. Louis Community College: Workforce Solutions Group, 2015).
- There are jobs available for people with a lower level of education and work experience, and there exists on-the-job training and tuition reimbursement programs provided by employers, but there also remain barriers to effective job training and creation in the region. Considering the large disparities facing the poor, minorities, and the long-term unemployed, direct job creation may help to generate net increases in labor demand, though with a high price over the short term (Holzer 2012a; King 2011).
- At times, tax credits, such as the Targeted Jobs Tax Credit and the Work Opportunity Tax Credit, have been used to incentivize hiring of certain groups of disadvantaged workers. But research suggests that these public tax credits for private-sector employment have failed to provide necessary returns on investment (Holzer 2012a). Estimated outcomes of these credits suggest positive employment effects on employment while such programs are in place, but few lasting effects for workers over time (Holzer 2012a).
- A review of workforce programs enacted since 2000 has "demonstrated the value of training and workforce services, especially for disadvantaged individuals" (Ridley & Kenefick, 2011).
- One size does not fit all in terms of job training programs and models, especially for disadvantaged men (age 25 or older) (Greenberg 2003; Holzer 2012a). And a consistent thread through previous research indicates that existing employment training programs fail to serve job seekers with particular challenges, including severe mental illness, long-term employment, or very little education (Holzer 2012a; Holzer 2012b).
- Research has identified factors that make a job training program more likely to be successful (U.S. Department of Labor, 2014).

Given the findings above, the Commission crafted several calls to action to address incentives for job training and creation.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Implement a State Section 3 Hiring Program
Create a state complement to the Federal Section 3 hiring program, which requires developers to make employment available to low and very-low income residents of the community in which the development is located.
Accountable body(ies): Missouri Housing Development Commission, Missouri Legislature , Board of Missouri Housing Development Commision, other agencies that help finance affordable housing, state Affordable Housing Trust Fund

Launch Best Practice-Driven Job Training Programs
Expand and incentivize transitional job programs containing confirmed critical attributes to be identified by a designated task force appointed by the Department of Economic Development's Workforce Development Division to serve a greater number of employment-ready individuals including those who are TANF recipients, long-term unemployed, and at-risk youth.
Accountable body(ies): Governor, Missouri Legislature, WIBs, St. Louis City, St. Louis County

Assess Tax Incentives to Ensure that They Serve the Intended Population
State and local incentives shall be analyzed to ensure that they are ultimately serving the intended target population. The recommendations of the Tax Credit Accountability Review Commission (a body of private citizens selected to make recommendations to the legislature) shall be reviewed and given consideration.
Accountable body(ies): Missouri Legislature

Create Pathways for Lower Skilled Employees
Modify incentive programs for employers to prioritize those that have internal career ladders creating clear pathways to higher skilled jobs for lower skilled employees.
Accountable body(ies): Missouri Legislature, Capacity-building organizations (philanthropic and technical-service providing)

Expand Funding for Job Training and Wage Support Programs
Expand funding for and access to job training and wage support programs for new hires (e.g., St. Louis Agency of Training and Employment [SLATE's] program using Department of Labor [DOL] funds).
Accountable body(ies): State funding entities

Modify Procurements Systems to Encourage Hiring of Targeted Employees
Amend the existing state and local contract procurement scoring systems to create a preference for employers offering new employment for targeted employees (e.g.,the hard-to-employ).
Accountable body(ies): MO DSS, MO Office of Administration

Preferentially Fund Job Training Programs that Show Impact
Funding for job training programs throughout the state shall be prioritized for those programs that successfully serve, place, and retain job seekers as measured by dedicated performance metrics.
Accountable body(ies): Capacity-building organizations

Implement Work-Based Learning Opportunities
Industry organizations (e.g., employers, unions) shall consider more work-based learning and apprenticeship opportunities as a workforce training approach. (e.g., LaunchCode and Building Union Diversity (BUD)).
Accountable body(ies): Employers, unions, Regional Chamber, STL Economic Development Partnership

Identify Job Training Best Practices
A designated task force appointed by the Department of Economic Development's Workforce Development Division shall identify critical attributes of job training programs that shall be used:

- As criteria for guiding current job training organizations;
- As standards to evaluate the success of those programs; and
- As criteria for awarding priority grant funding from local foundations and other bodies.

Accountable body(ies): Missouri Legislature, MO DED- Division of Workforce Development, WIBs, STLCC, Area schools and job training programs, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Suggested Reading List:

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CALLS TO ACTION

Racial Equity

FOSTERING RACIAL EQUITY

Racial equity is an overarching theme underpinning the work of the Commission and the calls to action it proposes. Racial disparities extend to employment, education, housing, transportation, and the application of justice. Those topics are addressed throughout these pages. What is found below is a big-picture sense of racial disparity in the area.

The expert testimony, research, scholarship, and lived experience collected by the Commission revealed the following:

- Racial equity refers to the capacity of our region to create, manage, and distribute resources in a way that gives people from all racial backgrounds the opportunity to thrive.
- Economists estimate that the 2012 Gross Domestic Product (GDP) for the St. Louis region would have been 10 percent higher-- $151.3 billion instead of $136.67 billion--if there had not been a racial income gap (Public Policy Research Center, 2015).
- The St. Louis region ranks 42 out of 50 large metropolitan areas for economic mobility, defined as a person, family or group's ability to improve their economic status by moving up in income (Chetty, 2014).
- Researchers found that less racial segregation is one of the five predictors of upward economic mobility (Chetty, 2014). St. Louis currently is the fifth most segregated metropolitan area in the country (Ihnen, 2013).
- At its extreme in the St. Louis region, life expectancy differs by nearly 40 years depending on zip code (St. Louis County Health Department, 2015). In mostly white, suburban Wildwood, MO., the life expectancy is 91.4 years; in the mostly black, inner-ring suburb of Kinloch, MO., it's 55.9 years (St. Louis County Health Department, 2015). The reality behind those numbers is a complex, interconnected set of socioeconomic factors, including disparities in access to quality housing, healthcare, education and employment. Researchers estimate that nationwide, in one year alone, premature death associated with low levels of education and poverty among Black individuals costs $3.3 billion (Purnell et al., 2014).
- The National Urban League Policy Institute found that racial disparities in health cost the U.S. $60 billion in excess medical costs and $22 billion in lost productivity in 2009 (National Urban League Policy Institute, 2012). They projected that if these health disparities remain, the burden will rise to $126 billion by 2020 and $363 billion by 2050 (National Urban League Policy Institute, 2012). An additional economic loss due to premature deaths was valued at $250 billion in 2009 (National Urban League Policy Institute, 2012).
- In St. Louis, Black individuals are significantly more likely than White individuals to suffer from several chronic diseases and conditions including obesity, asthma, and diabetes (Purnell et al., 2014). There are differences between Black and White individuals for several chronic diseases and conditions (Purnell et al., 2014).

These findings prompted the Commission to draft several calls to action for intentional efforts to face racial inequity head-on and create a future of promise for all citizens in the state.

TO THAT END, THE COMMISSION ISSUES THE FOLLOWING CALLS TO ACTION:

Broadly Apply a Racial Equity Framework
Intentionally apply a racial equity framework to existing and new regional policies, initiatives, programs and projects in order to address and eliminate existing disparities for racial and ethnic populations. The following focus questions to be included at a minimum:

- Whom does this benefit?
- Does this differentially impact racial and ethnic groups?
- What is missing that will decrease or eliminate racial disparities?

Create a 25-year Managed Fund
Create a 25-year managed fund to solely support regional racial equity infrastructure for all sectors. Funding for

racial equity capacity, needs and training assessment, analysis, implementation, impact, sustained strategies and accountability.
Accountable body(ies): City of St. Louis, St. Louis County, Health Departments, SLEDP, St. Louis Regional Chamber, Civic Progress, Community Foundation, United Way, Regional Arts Commission, Arts & Education Council, Missouri Humanities Council, Gateway Center for Giving, Missouri Department of Elementary and Secondary Education

Utilize Shared Guidelines
Utilize a shared set of guidelines, language, and benchmarks for philanthropic organizations addressing key causes of systemic inequality.
Accountable body(ies): Philanthropic Community

Ensure Language Access
Ensure language access for non-English speakers through enforcement and expansion of Missouri Revised Statute 476.803.1 for courts-related services and addition of statute to include all emergency services, including law-enforcement departments and ambulance services. Consider revision of statute to disallow parents to serve as first-option translators for children in court.
Accountable body(ies): Missouri Legislature/Governor, Municipal, city and county courts

Create Region-wide Benchmarking Process
Complete a collective region-wide benchmarking process designed to publicly acknowledge challenges focused on awareness, accountability and healing. (Suggested model Jackson/Hardiman Social Identity Development.)
Accountable body(ies): City of St. Louis, St. Louis County, St. Louis Regional Chamber, Regional Business Council, SLEDP, Regional Diversity Practitioners, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Establish Regional Baselines
Establish a regional baseline on attitudes, experiences and perception regarding diversity and inclusion for use in consistently measuring regional progress at regular intervals. (e.g. Social Science Research Center at Mississippi State.)
Accountable body: Research Institutions

Disaggregate Data
Require data coming from public institutions to be disaggregated by race, gender, and ethnicity when reporting regional, local, public statistics to identify trends in disparities.
Accountable body(ies): Regional and statewide granting entities, public institutions, public entities

Create a Rating System
Create a Better Business Bureau-like consumer facing rating system as a regional benchmark for diversity. The purpose is to provide public accountability, consumer knowledge and goal-setting for regional institutions, organizations and corporations.
Accountable body(ies): St. Louis Regional Chamber of Commerce, Regional Business Council, Mosaic Project and ethnic-group focused chambers of commerce, such as the Hispanic Chamber of Commerce of Greater Metropolitan St. Louis and Bosnian Chamber of Commerce STL, St. Louis Minority Business Council, Urban League of Metropolitan St. Louis, St. Louis Business Diversity Initiative

Provide Trauma-Informed & Anti-Bias Training for Media
Develop statewide training, best practices and accountability measures for broadcasters, print and digital media outlets in the areas of Trauma Informed Newsrooms (Dart Center for Journalism and Trauma), bias and systemic context with specific focus on impoverished communities, people of color, and boys and men of color. (Race Forward #MediaOnFerguson brief).
Accountable body(ies): Missouri Press Association, Missouri Broadcasters Association, Association of National Advertisers(?). American Society of News Editors of News Editors (ASNE), Maynard Institute, Radio Television Digital News Association (RTDNA), the Association for Education in Journalism and Mass Communication (AEJMC)

Train Moderators
FCC licensees with online comments sections must employ trained moderators or close comments.
Accountable bodies: Missouri Broadcaster's Association, Maynard Institute, the Association for Education in Journalism and Mass Communication, Federal Communication Commission (FCC)

Engage the Faith Community in the Racial Equity Mission
Faith communities and authorized faith leaders are called to directly engage in networks and tables of policy discussion across the region to shape how we work together and inform the conversation directly.

Develop new and provide existing assets to the region with a multi-faith set of resources for racial equity and reconciliation informed by various theologies and accessible for use in diverse communities of faith. These may include statements of faith, liturgical resources, litanies, etc.
Accountable body(ies): Theological Institutions with Alumni Leaders, Interfaith Partnership and the Cabinet, Authorized Faith Leaders

Create a Clearinghouse
Create a clearinghouse for professionally facilitated opportunities at various levels (school, inter/intra-race, private, etc.)
Accountable body(ies): Diversity, Equity, and Inclusion Practitioners Funded by the Philanthropic Community

Support and Encourage Creative Spaces
Support and encourage spaces with established community presence that think creatively about use-of-space and community relationships to welcome and support casual and professional learning, connecting and dialogue (e.g. City Garden Montessori and other places who are not primarily spaces for this work but will become an important partner in this dialogue).
Accountable body(ies): Diversity, equity, and inclusion practitioners funded by philanthropic community

Create Incentive Programs
Create incentive programs for corporations, organizations, institutions, media, and governmental agencies to participate in accredited diversity and inclusion programming and initiatives that support learning and dialogue.
Accountable body(ies): Diversity, equity, and inclusion practitioners funded by philanthropic community

Design an Accreditation System
Design an accreditation system in partnership with national organizations (e.g. Winter Institute, Race Forward, Danforth Project for Education Equity).
Accountable body(ies): Diversity, Equity, and Inclusion Practitioners funded by Philanthropic Community

Create Neutral Space
Create dedicated physical space that is considered neutral for the primary purpose of learning, interaction and training, equipped with state-of-the-art technology and facilities.
Accountable body(ies): Corporate, philanthropic, innovation and/or entrepreneur communities wth diversity, equity, and inclusion expertise

Suggested Reading List:

1. Purnell, J., Drake, B.F., Goodman, M., Hudson, D.K., Tate, W.F., Camberos, G., Fields, R., Elder, K., Gilbert, K.L. (2014). For the Sake of All: A multidisciplinary study on the health and well-being of African Americans in St. Louis. Institute for Public Health. Retrieved from https://publichealth.wustl.edu/projects/sake/

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1. Chetty, R. (2014) Improving Opportunities for Economic Mobility in the United States. Retrieved from: http://www.budget.senate.gov/democratic/public/_cache/files/08bd12ef-104d-44c0-a589-20dcb426b833/chetty-mobility-testimony.pdf
2. Ihnen, A. (2013). Lies, damn lies, racial integration and segregation in St. Louis, and statistics. NextSTL. Retrieved from: http://nextstl.com/2013/01/lies-damn-lies-racial-integration-and-segregation-in-st-louis-and-statistics/
3. National Urban League Policy Institute (2012). State of Urban Health: Eliminating Health Disparities to Save Lives and Cut Costs. Retrieved from http://iamempowered.com/sites/default/files/nul_state_of_urban_health_2012_report_.pdf
4. Public Policy Research Center. (2015). An Equity Assessment of the St. Louis Region. University of Missouri-St. Louis Retrieved from http://pprc.umsl.edu/pprc.umsl.edu/data/stl_equity_assessment_may2015.pdf
5. Purnell, J., Drake, B.F., Goodman, M., Hudson, D.K., Tate, W.F., Camberos, G., Fields, R., Elder, K., Gilbert, K.L. (2014). For the Sake of All: A multidisciplinary study on the health and well-being of African Americans in St. Louis. Institute for Public Health. Retrieved from https://publichealth.wustl.edu/projects/sake/
6. St. Louis County Health Department (2015). Life expectancy extremes. Retrieved from http://www.stltoday.com/news/local/metro/feeling-stressed-st-louis-a-new-initiative-is-here-to/article_8475fd19-3126-5edd-8cde-87c0ce4dd9f2.html

STL
POSITIVE
CHANGE
THE FERGUSON COMMISSION
STLPOSITIVECHANGE.ORG

KEY TERMS

KEY TERMS

JUSTICE FOR ALL:

Ability to Pay
A borrower's capacity to fully pay his loan obligations.
Source: Businessdictionary.com, http://www.businessdictionary.com/definition/ability-to-pay-principle.html

Associate Circuit Court
A division of a Missouri State court, which can hear cases with amounts up to $25,000. This includes small claims cases.
Source: Missouri Courts, http://www.courts.mo.gov/hosted/circuit13/other/definitions.htm

Circuit Court
A court in which trials occur. Within a circuit court, there are various divisions, such as associate circuit, small claims, municipal, family, probate, criminal and juvenile. Missouri is divided into 45 judicial circuits.
Source: Missouri Courts, http://www.courts.mo.gov/hosted/circuit13/other/definitions.htm

Code 1000/2000
An administrative and an operational law enforcement mutual aid contingency plan which coordinates the commitment and deployment of police resources. The Code 1000 plan applies to the geographic limits of St. Louis County, Missouri; the Code 2000 plan applies to the geographic limits of the City of St. Louis, Missouri.
Source: Better Together STL, http://www.bettertogetherstl.com/files/better-together-stl/Maryland%20Heights%20PD%20-%20%20%20Code%201000%20%20-%202013%20Plan.pdf

Commission on Accreditation for Law Enforcement Agencies (CALEA)
A commission created in 1979 as a credentialing authority through the joint efforts of a) International Association of Chiefs of Police (IACP); b) National Organization of Black Law Enforcement Executives (NOBLE); National Sheriffs' Association (NSA); and the Police Executive Research Forum (PERF).
Source: CALEA, http://www.calea.org/content/commission

Community Policing
A philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem solving techniques, to proactively address the immediate conditions that give rise to public safety issues, such as crime, social disorder, and fear of crime.
Source: US Department of Justice's Community-Oriented Policing (COPS) Office, http://cops.usdoj.gov/html/dispatch/january_2008/nugget.html, http://www.cops.usdoj.gov/pdf/vets-to-cops/e030917193-CP-Defined.pdf

Constitutional Procedural Rights
The right to standards established by procedural law, which governs the mechanics of how a legal case flows, including steps to process a case. Procedural law adheres to due process, which is a right granted to U.S. citizens by the 14th Amendment; due process refers to legal rights owed to a person in criminal and civil actions.
Source: Legal Dictionary, http://legal-dictionary.thefreedictionary.com/Procedural+right

Critical Incident
Under the Fourth Amendment, when a law enforcement officer is pursuing a fleeing suspect, he or she may not use deadly force to prevent escape unless "the officer has probable cause to believe that the suspect poses a significant threat of death or serious physical injury to the officer or others."
Source: Cornell Law School, http://scholarship.law.cornell.edu/facpub/273/

Diversion Option
The conditional channeling of youth in conflict with the law away from judicial proceedings through the development and implementation of procedures, structures, and programs that enable many --possibly most -- to be dealt with by non-judicial bodies, thereby avoiding the negative effects of formal judicial proceedings and a criminal record.
Source: UNICEF, http://www.unicef.org/tdad/index_56037.html

Equal Protection Clause
The Equal Protection Clause of the 14th amendment of the U.S. Constitution prohibits states from denying any person within its jurisdiction the equal protection of the laws. In other words, the laws of a state must treat an individual in the same manner as others in similar conditions and circumstances. A violation would occur, for example, if a state prohibited an individual from entering

into an employment contract because he or she was a member of a particular race. The equal protection clause is not intended to provide "equality" among individuals or classes but only "equal application" of the laws. The result, therefore, of a law is not relevant so long as there is no discrimination in its application. By denying states the ability to discriminate, the equal protection clause of the Constitution is crucial to the protection of civil rights.
Source: Cornell University Law School, https://www.law.cornell.edu/wex/equal_protection

FirstNet
Also known as the First Responders Network; a congressionally mandated nationwide wireless broadband network that enables police, firefighters, emergency medical technicians, and other first responders to effectively communicate with one another.
Source: National Telecommunications and Information Administration, http://www.ntia.doc.gov/files/ntia/publications/firstnet_fnn_presentation_09-25-2012_final.pdf

Historical Trauma
Cumulative emotional and psychological wounding over the lifespan and across generations manifesting in certain cultural, ethnic, religious, and racial groups
Source: Substance Abuse & Mental Health Abuse (SAMHSA), http://gainscenter.samhsa.gov/cms-assets/documents/93078-842830.historical-trauma.pdf

Impartial Policing Training
A training program based on the principles that bias is a normal human attribute and often unconscious or implicit, and that implicit biases can influence our actions, particularly in spontaneous situations. Therefore, it develops a model training program on racially biased policing that recognizes the causes of racially-biased policing and its perceptions that is adoptable by law enforcement training academies.
Source: US Department of Justice's Community-Oriented Policing (COPS) Office, http://www.cops.usdoj.gov/pdf/conference/2011/FairandImpartialPolicing-Pearsall.pdf

Independent Investigative Board
A board comprised of citizens who contribute to the accountability of law enforcement agencies through the following: a) the ability and authority to investigate potential wrongdoing by officers and to make recommendations for prosecutions that are then evaluated by special prosecutors; b) a sufficient budget; c) the ability and authority to issue subpoenas and search warrants; d) a well-defined jurisdiction and mandate (e.g. civilian review board, citizen review board, civilian oversight board).
Source: Harvard Law Review, "Enhancing Accountability and Trust with Independent Investigations of Police Lethal Force"

International Association of Chiefs of Police (IACP)
An organization that addresses issues confronting law enforcement through advocacy, programs, research, and training and that seeks to promote advanced administrative, technical, and operational police practices; foster cooperation and exchange of information and experience amongst police leaders and police organizations of technical standing throughout the world.
Source: IACP, http://www.theiacp.org/Mission

Juvenile (person)
A person who has not attained his/her eighteenth birthday.
Source: U.S. Departmwnt of Justice, http://www.justice.gov/usam/criminal-resource-manual-38-juvenile-defined

Law Enforcement Incident Command System (LEICS)
A management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. Through the use of standardized positions (e.g., incident commander), common terminology (e.g., incident command post), and consistent management philosophies (e.g., unity of command), ICS seeks to facilitate the rapid integration of personnel from different agencies and entities into one organization to meet a common objective.
Source: Seattle University Law Review, http://digitalcommons.law.seattleu.edu/cgi/viewcontent.cgi?article=2189&context=sulr

Missouri Highway Patrol
Highway patrol agency that enforces traffic laws and promotes safety upon the highways, with jurisdiction anywhere within the state of Missouri; has a criminal investigation division that investigates crimes statewide; has received accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA).
Source: Missouri State Highway Patrol, http://www.mshp.dps.missouri.gov/MSHPWeb/Root/index.html#

Missouri Revised Statute 56.110
Statute that provides, in relevant part, that: "If the prosecuting attorney and assistant prosecuting attorney be interested or shall have been employed as counsel in any case where such employment is inconsistent with the duties of his or her office, or shall be related to the defendant in any criminal prosecution, either by blood or by marriage, the court having criminal jurisdiction may appoint some other attorney to prosecute or defend the cause.
Source: Missouri General Assembly, http://www.moga.mo.gov/mostatutes/stathtml/05600001101.HTML

Missouri Statute 590.653.1

Statute that designates the power and duties of civilian review boards and that states the following: "Each city, county and city not within a county may establish a civilian review board, or may use an existing civilian review board which has been appointed by the local governing body, with the authority to investigate allegations of misconduct by local law enforcement officers towards members of the public. The members shall not receive compensation but shall receive reimbursement from the local governing body for all reasonable and necessary expenses."

Source: Missouri General Assembly, http://www.moga.mo.gov/mostatutes/stathtml/59000006531.HTML

Mutual Aid Agreement

An agreement among emergency responders to lend assistance across jurisdictional boundaries.

Source: Missouri General Assembly, http://www.moga.mo.gov/mostatutes/stathtml/04400000901.HTML

New Media

Means of mass communication using digital technologies such as the Internet.

Source: New Media Institute (NMI), http://www.newmedia.org/what-is-new-media.html

Office of State Courts Administrator

Office that is responsible for providing administrative, business, and technology support services to the courts, and is organized by three divisions: Administrative Services Division; Court Business Services Division; and Information Technology Services Division.

Source: Missouri Courts, https://www.courts.mo.gov/page.jsp?id=233

Peace Officers Standards and Training (POST) Commission

Commission that establishes the core curriculum for the training of peace officers and formulates definitions, rules and regulations for the administration of the POST program.

Source: POST, http://dps.mo.gov/dir/programs/post/

Peace Officers Standards and Training (POST) Program

A regulatory program with responsibility for licensing peace officers, ensuring compliance with peace officer continuing education requirements, and conducting investigations for disciplining the licenses of peace officers as specified by Chapter 590, RSMo. The POST Program also licenses law enforcement basic training centers, basic training instructors, approves law enforcement training curricula, and provides staff support for the POST Commission.

Source: POST, http://dps.mo.gov/dir/programs/post/

Protecting Communities and Police Act of 2015 (S. 1245)

A bill to provide for oversight of, and place restrictions on, Federal programs that provide equipment to law enforcement agencies.

Source: Govtrack.us, https://www.govtrack.us/congress/bills/114/s1245

Restorative Justice

A philosophy of justice that focuses upon repairing or addressing the harms caused by and caused to social relationship when wrongdoing occurs, such that crime is not merely breaking the law, but a cause and effect of harms to people, relationships, and communities.

Source: Office of Juvenile Justice and Delinquency Prevention (OJJDP), http://www.ojjdp.gov/mpg/litreviews/Restorative_Justice.pdf

Serious Incident

Incidents involving alleged police misconduct and/or that can have the potential to damage community trust or confidence in the agency.

Source: 21st Century Policing Task Force Final Report, http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf

Statutory Procedural Rights

The law which governs the manner in which rights are enforced and wrongs rectified. The law which prescribes the procedure to be followed in a case.

Source: Ballantine's Law Dictionary

Supreme Court of Missouri

The highest court in Missouri where seven Supreme Court Justices hear appeals of decisions made in lower courts and interpret the laws and constitutions of Missouri and the United States.

Source: Missouri Courts, http://www.courts.mo.gov/hosted/circuit13/other/definitions.htm

Tactical Withdrawal

The use of force, including deadly force, will sometimes be necessary. But when violence is avoidable and when avoiding it doesn't sacrifice the police mission, officers should be required to use tactical restraint even when that means holding their position or temporarily withdrawing.

Source: Harvard Law Review, http://cdn.harvardlawreview.org/wp-content/uploads/2015/04/vol128_Stoughton.pdf

JUSTICE FOR ALL ACRONYMS	
BWC	Body-Worn Cameras
CALEA	Commission on Accreditation for Law Enforcement Agencies
CRB	Civilian Review Board
DOJ	Department of Justice
DPS	Missouri Department of Public Safety
DSN	Department Serial Number
IACP	International Association of Chiefs of Police
LEICS	Law Enforcement Incident Command System
MPCA	Missouri Police Chiefs Association
PERF	Police Executive Research Forum
POST	Peace Officers Standards and Training
SLCPD	St. Louis County Police Department
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Queer

OPPORTUNITY TO THRIVE

Apprenticeship
A combination of on-the-job training and related instruction in which workers learn the practical and theoretical aspects of a highly skilled occupation.
Source: US Department of Labor, http://www.dol.gov/dol/topic/training/apprenticeship.htm

Asset-Building
Strategies that focus on the long-term development of individuals, families, and communities and that promote the increase of financial and tangible assets, such as savings, a home, and businesses of all kinds.
Source: Corporation of Enterprise Development, http://cfed.org/about/asset_building_faq/

At-Risk Youth
Young children and adolescents who are at risk of poor outcomes in areas such as school performance, physical and mental health as they relate to personal development, and successful integration into the economy and society due to family or life circumstances.
Source: U.S. Department of Health and Human Services - Administration for Children and Families, https://www.acf.hhs.gov/sites/default/files/opre/synthesis_youth.pdf

Bi-Partisan Missouri Tax Credit Accountability Review Commission
Commission created by Governor Nixon in 2010 with the mission to review each of the State's 61 tax credit programs and make recommendations for greater efficacy and enhanced return on investment.
Source: State of Missouri Tax Credit Review Commission, http://tcrc.mo.gov/

Career and technical education (CTE)
Term applied to schools, institutions, and educational programs that specialize in skilled trades, applied sciences, modern technologies, and career preparation.
Source: Great Schools Partnership, http://edglossary.org/career-and-technical-education/

Child Tax Credit (CTC)
Enacted in 1997 to help working families offset the cost of raising children; a tax liability for families making less than $130,000 that can be worth up to $1000 per eligible child (under age 17 at the end of the tax year); taxpayers eligible for the credit subtract it from the total amount of federal income taxes that they would otherwise owe.
Source: Center for Budget and Policy Priorities, http://www.cbpp.org/research/policy-basics-the-child-tax-credit

Community Development Bank (CD Bank)
A depository institution with a stated mission to primarily benefit the underserved communities in which they are chartered to conduct business. A CD bank pursues this specialized mission by providing financial services to low- and moderate-income individuals or communities or benefiting other areas targeted for redevelopment by local, state, tribal, or federal government.
Source: US Department of Treasury's Office of the Comptroller of the Currency, http://www.occ.gov/topics/community-affairs/resource-directories/cd-bank-and-financial-institution/index-cd-bank-and-financial-institution.html

Community Development Block Grant (CDBG) Program
Program created under the Housing and Community Development Act of 1974 to provide grant funds to local and state governments to develop viable urban communities by providing decent housing with a suitable living environment and expanding economic opportunities to assist low and moderate income residents.
Source: U.S. Department of Housing and Urban Development, http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs

Community Development Financial Institution (CDFI)
A certified and specialized financial institution that works in market niches that are underserved by traditional financial institutions to provide a range of financial products and services in economically distressed target markets, such as mortgage financing for low-income and first-time home buyers and not-for-profit developers, flexible underwriting and risk capital for needed community facilities, and technical assistance, commercial loans and investments to small start-up or expanding businesses in low-income areas. CDFIs include regulated institutions such as community development banks and credit unions, and non-regulated institutions such as loan and venture capital funds. Certification for a CDFI is conferred by the U.S. Department of Treasury's CDFI Fund.
Source: Department of Treasury's Community Development Financial Institutions Fund, http://www.cdfifund.gov/what_we_do/programs_id.asp?programID=9

Community Reinvestment Act (CRA)
An act passed by Congress in 1977 to encourage depository institutions to meet the credit needs of the communities in which they operate, including low- and moderate-income neighborhoods.
Source: Federal Financial Institutions Examination Council (FFIEC), https://www.ffiec.gov/cra/

Consumer Financial Protection Bureau (CFPB)
A financial regulatory agency established by Congress charged with a) overseeing financial products and services offered to consumers b) writing rules, supervising companies, and enforcing federal consumer financial protection laws; c) restricting unfair, deceptive, or abusive acts or practices; d) taking consumer complains; e) promoting

financial education; f) researching consumer behavior; g) monitoring financial markets for new risks to consumers; h) enforcing laws that outlaw discrimination and other unfair treatment in consumer finance.
Source: Consumer Financial Protection Bureau, http://www.consumerfinance.gov/the-bureau/

Continuum of Care (CoC) Program
A program designed by the Department of Housing and Urban Development (HUD) to promote a community-wide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and state and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and affect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.
Source: Department of Housing and Urban Development (HUD), http://portal.hud.gov/hudportal/HUD?src=/hudprograms/continuumofcare

Disconnected (youth, young men, job seekers)
A large number of people who do not complete high school as well as some with a high school degree as the highest level of education (and many high school graduates) become seriously disconnected from both school and work. The long-term prospects for this population are extremely poor, particularly for young people. The population of disconnected youth is diverse, meaning that a range of different approaches is needed to re-engage this group of
young people.
Source: MDRC, http://www.occ.gov/topics/community-affairs/resource-directories/cd-bank-and-financial-institution/index-cd-bank-and-financial-institution.html

Displacement
The process in which any low-income person (family, individual, business, nonprofit organization, or farm) or group of persons moves from real property, or moves his or her personal property from real property, permanently and involuntarily, as a direct result of rehabilitation, demolition, or acquisition for an activity.
Source: U.S. Government Publishing Office, http://www.gpo.gov/fdsys/pkg/CFR-2013-title24-vol1/xml/CFR-2013-title24-vol1-part42.xml, Department of Housing and Urban Development, http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/training/web/relocation/displaced

Earned income tax credit (EITC)
A refundable tax credit for low- to moderate-income working individuals and couples. The amount of EITC benefit depends on a recipient's income and number of children.
Source: Internal Revenue Service (IRS), http://www.irs.gov/Credits-&-Deductions/Individuals/Earned-Income-Tax-Credit/EITC,-Earned-Income-Tax-Credit,-Questions-and-Answers

Empowerment Centers
Organizations and programs that work towards increasing the capacity of individuals or groups to make choices and to transform those financial choices into desired actions and outcomes that facilitate economic mobility.
Source: World Bank, http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTEMPOWERMENT/0,,contentMDK:20245753~pagePK:210058~piPK:210062~theSitePK:486411,00.html

Equal Credit Opportunity Act (ECOA)
An act that prohibits creditors from discriminating against credit applicants on the basis of race, color, religion, national origin, sex, marital status, age, because an applicant receives income from a public assistance program, or because the applicant has in good faith exercised any right under the Consumer Credit Protection Act.
Source: US Department of Justice, http://www.justice.gov/crt/about/hce/housing_ecoa.php

Federal Deposit Insurance Corporation (FDIC)
An independent agency of the federal government that was created in 1933 in response to thousands of bank failures. The FDIC insures deposits in banks and thrift institutions for at least $250,000, as well as monitors and addresses risks to the deposit insurance funds by supervising more than 4,500 banks and savings banks for operational safety and soundness. Banks can be chartered by state or the federal government to join the FDIC system.
Source: FDIC, https://www.fdic.gov/about/learn/symbol/index.html

Gainful Employment
An employment situation where the employee receives consistent work and payment from the employer.
Source: Law Dictionary, http://thelawdictionary.org/gainful-employment/

High-Skilled Jobs (employees)
A job that requires special skills, training, and knowledge that are often attained through accumulated work experience or education in a college, university, or
technical school.
Source: US Department of Labor, http://www.dol.gov/dol/aboutdol/history/herman/reports/futurework/conference/trends/trendsVII.htm

Human Capital Development
The development of the collective skills, knowledge, or other intangible assets of individuals that can be used to create economic value for the individuals, their employers, or their community.
Source: Government Accountability Office, http://www.gao.gov/special.pubs/cg00014g.pdf and Dictionary.com

Individual Development Account (IDA)

A savings account and asset building tool designed to enable low- and moderate-income families save towards a targeted amount usually used for building assets in the form of home ownership, post-secondary education, and small business ownership. For every dollar saved in an IDA, savers receive a corresponding match.

Source: US Department of Labor, http://www.dol.gov/dol/aboutdol/history/herman/reports/futurework/conference/trends/trendsVII.htm

Labor Force Attachment

Concept related to a person's proximity to the labor force, which covers a spectrum from fully attached workers (e.g. those in employment) at one extreme, to those who are discouraged and marginally attached, and ultimately to those who do not want a job at the other extreme (e.g. economically inactive retired people, etc.). Discouraged workers are considered to be marginally attached to the labor force, and are not currently looking for work for one of the following reasons, they: 1) believe that no job is available to them in their line of work or area; 2) had previously been unable to find work; 3) lack the necessary schooling, training, skills, or experience; 4) Employers think they are too young or too old; 5) face some other type of discrimination.

Source: Canadian Career Development Foundation, http://www.ccdf.ca/ccdf/wp-content/uploads/2013/07/Supplement-3-Labour-Market-Attachement.pdf; US Bureau of Labor Statistics, http://www.bls.gov/cps/cps_htgm.htm#data

Low and moderate income (LMI) communities

Low-income: individuals and geographies having a median family income less than 50% of the area median income. Moderate income: individuals and geographies having a median family income of at least 50% and less than 80% of the area median income. The CRA is intended to support community development in LMIs.

Source: Federal Deposit Insurance Corporation (FDIC): https://www2.fdic.gov/crapes/peterms.asp

Low Income Housing Tax Credit (LIHTC)

HUD program created by the Tax Reform Act of 1986 that gives state and local LIHTC-allocating agencies the equivalent of nearly $8 billion in annual budget authority to issue tax credits for the acquisition, rehabilitation, or new construction of rental housing targeted to low-income households; aims to encourage the investment of private equity in the development of affordable rental housing for low-income households.

Source: Office of the Comptroller of the Currency (OCC): http://www.occ.gov/topics/community-affairs/publications/insights/insights-low-income-housing-tax-credits.pdf

Low-Skilled Employees (jobs; labor)

A worker who has not acquired the special skills, training, and knowledge that are often attained through accumulated work experience or education in a college, university, or technical school.

Source: US Department of Labor, http://www.dol.gov/dol/aboutdol/history/herman/reports/futurework/conference/trends/trendsVII.htm

Middle-Market Neighborhood

A neighborhood in which there is income diversity as a result of: a) gentrification - the arrival of wealthier people in an existing urban district, a related increase in rents and property values, and changes in a district's character and culture, or b) housing policies that encourage deconcentration of poverty, including public housing developments, HOPE VI, or tenant-based housing vouchers.

Source: U.S. Department of Housing and Urban Development (HUD), http://www.huduser.org/publications/pdf/brd/09khadduri.pdf

Missouri Housing Trust Fund

Created by the state legislature in 1994, the Missouri Housing Trust provides funding for a variety of housing needs such as homeless prevention, rehabilitation or construction of rental housing, rental assistance, and home repair.

Source: Missouri Housing Development Commission (MHDC), http://www.mhdc.com/housing_trust_fund/MHTF-info.htm

Neighborhood Assistance Program (NAP)

Program managed by Missouri's Department of Economic Development (DED) to provide assistance to community-based organizations to enable them to implement community or neighborhood projects in the areas of community service, education, crime prevention, job training, and physical revitalization.

Source: Missouri's Department of Economic Development (DED), https://www.ded.mo.gov/BCS%20Programs/BCSProgramDetails.aspx?BCSProgramID=58

Predatory Lending

Any lending practice that imposes unfair or abusive loan terms on a borrower; it is also any practice that convinces a borrower to accept unfair terms through coercive, or exploitative actions for a loan that a borrower does not need, does not want, or cannot afford. Predatory lending benefits the lender, not the borrower, and ignores or hinders the borrower's ability to repay the debt.

Source: Debt.org, https://www.debt.org/credit/predatory-lending/

Qualified Allocation Plan (QAP)
Plan that is annually released by the Missouri Housing Development Commission (MHDC) that details the selection criteria and applicant requirements for housing tax credits and tax-exempt bonds.
Source: MHDC, http://www.mhdc.com/rental_production/2016_fy_items/documents/FY2016_QAP.pdf

Second Chance Checking Account
An account for those who have had credit or account management problems in the past that have prohibited them from opening an account with a bank or credit union.
Source: St. Louis Community Credit Union, https://www.stlouiscommunity.com/financial-solutions/second-chance-checking

Section 3 Hiring Program
Section 3 of the U.S. Department of Housing and Urban Development (HUD) Act of 1968 states that wherever HUD financial assistance is expended for housing and community development, to the greatest extent feasible, economic opportunities will be given to businesses and residents in the area. Section 3 residents are: public housing residents; low- and very-low income persons who live in the metropolitan area or nonmetropolitan area where a HUD-assisted project for housing or community development is located. Low income is defined as 80 percent or below the median income of that area; very-low income is defined as 50 percent or below the median income of that area. Types of opportunities include: job training, employment, and contracts.
Source: U.S. Department of Housing and Urban Development (HUD), http://portal.hud.gov/hudportal/HUD?src=/program_offices/fair_housing_equal_opp/section3/section3brochure

Section 8 Housing
The federal government's housing choice voucher program that a local public housing authority administers through an application process that selects low-income families, elderly, and the disabled for housing assistance. A family that is issued a housing voucher is responsible for finding a suitable housing unit of the family's choice where the owner agrees to rent under the program.
Source: HUD, http://portal.hud.gov/hudportal/HUD?src=/topics/housing_choice_voucher_program_section_8

Soft Skills Training
Training that enhances workforce readiness skills in communication, enthusiasm and attitude management, teamwork, networking, problem solving and critical thinking, and professionalism.
Source: U.S. Department of Labor, http://www.dol.gov/odep/topics/youth/softskills/

Source of Income
All wages and any other compensation for services performed in a given location.
Source: Internal Revenue Service, http://www.irs.gov/Individuals/International-Taxpayers/Source-of-Income---Personal-Service-Income

Subsidized Employment Program
A program that provides jobs to people who cannot find employment in the regular labor market and use public funds, such as TANF subsidies, to pay for all or some of their wages.
Source: US Department of Health and Human Services, http://www.acf.hhs.gov/programs/opre/resource/subsidizing-employment-opportunities-for-low-income-families-a-review-of

Talent Development Initiatives
Initiatives that address competency gap, particularly in mission-critical occupations, by implementing and maintaining programs to attract, acquire, develop, promote, and retain quality talent.
Source: US Office of Personnel Management, https://www.opm.gov/policy-data-oversight/human-capital-management/talent-management/

Tax Credit for Contribution Program
Program that the Missouri Development Finance Board grants tax credits equal to 50 percent on the value of any eligible contribution to the Board by any taxpayer. To be eligible for the credit, the contribution must be made to one of the three funds established by the Board's statutes: the Industrial Development and Reserve Fund, the Infrastructure Development Fund, and Export Finance Fund.
Source: State of Missouri Development Finance Board, http://www.mdfb.org/Programs/TaxCredit_Contribution.html

Temporary Assistance for Needy Families (TANF)
Program that provides temporary financial assistance for pregnant women and families with one or more dependent. States receive block grants to design and operate programs that accomplish the purposes of the TANF program: a) to provide assistance to needy families so that children can be cared for in their homes; b) to reduce the dependency of needy parents by promoting job preparation, work, and marriage; c) to prevent and reduce the incidence of out-of-wedlock pregnancies; d) to encourage the formation and maintenance of two-parent families.
Source: U.S. Department of Health and Human Services, http://www.acf.hhs.gov/programs/ofa/programs/tanf/about; http://www.tanf.us/

Transitional Jobs
Work that allows an employee with temporary restrictions to work in a modified, alternative, or reduced-hour capacity, for a defined period of time, while recuperating from illness or injury.
Source: University of California - San Francisco, http://ucsfhr.ucsf.edu/index.php/pubs/article/transitional-work/

Underemployed Workers
People who do not have a job, have actively looked for

work in the prior four weeks, and are currently available for work.

Source: Bureau of Labor Statistics, http://www.bls.gov/cps/cps_htgm.htm#unemployed

Wage Support Programs

A program that provides jobs to people who cannot find employment in the regular labor market and use public funds, such as Temporary Assistance for Needy Families (TANF) subsidies, to pay for all or some of their wages. See also: "subsidized employment."

Source: US Department of Health and Human Services, http://www.acf.hhs.gov/programs/opre/resource/subsidizing-employment-opportunities-for-low-income-families-a-review-of

OPPORTUNITY TO THRIVE ACRONYMS

ABCD	Asset-Based Community Development
ACA	Affordable Care Act
APR	Annual Percentage Rate
BUD	Building Union Diversity
CDB / CD Bank	Community Development Bank
CDBG	Community Development Block Grant
CDC	Community Development Corporation
CDFI	Community Development Financial Institution
CFPB	Consumer Financial Protection Bureau
CoC	Continuum of Care program
CRA	Community Reinvestment Act
CTC	Child Tax Credit
CTE	Career and Technical Education
DED	Missouri Department of Economic Development
DESE	Missouri Department of Elementary and Secondary Education
DOL	US Department of Labor
DSS	Missouri Department of Social Services
ECOA	Equal Credit Opportunity Act
EITC	Earned Income Tax Credit
FDIC	Federal Deposit Insurance Corporation
FTC	Federal Trade Commission
HHS	US Department of Health and Human Services
HTF	Housing Trust Fund
HUD	US Department of Housing and Urban Development
IDA	Individual Development Account
LIHTC	Low-Income Housing Tax Credit
LMI	Low- and Moderate-Income
MBE	Minority Business Enterprise
MET Center	Metropolitan Education and Training Center
MHDC	Missouri Housing Development Commission
NAP	Neighborhood Assistance Program
OCC	Office of the Comptroller of the Currency
QAP	Qualified Allocation Plan
RBC	Regional Business Council (St. Louis region)
SLATE	St. Louis Agency on Training and Employment
SLEHCRA	St. Louis Equal Housing and Community Reinvestment Alliance
SLMBC	St. Louis Minority Business Council
STLCC	St. Louis Community College
TANF	Temporary Assistance for Needy Families
TIF	Tax-Increment Financing
WBE	Women Business Enterprise
WIB	Workforce Investment Board
NABSE	National Alliance of Black School Educators

YOUTH AT THE CENTER

A+ Scholarship

A Missouri higher education scholarship program that provides scholarship funds to eligible graduates of A+ designated high schools who attend a participating public community college or vocational/technical school, or certain private two-year vocational/technical schools. The award is $500 per year with a total potential value over four years of $2,000.

Source: Missouri Department of Higher Education, http://dhe.mo.gov/ppc/grants/aplusscholarship.php

Access Missouri Financial Assistance Program

A need-based grant program designed for undergraduate Missouri residents to increase students' access to their school of choice. Award amount and eligibility are determined by the Expected Family Contribution (EFC) as calculated through the Free Application for Federal Student Aid (FAFSA), and Missouri Department of Higher Education funding. The maximum award for a public four-year institution is $2,850 and the minimum award is $1,500.

Source: Missouri Department of Higher Education, http://dhe.mo.gov/ppc/grants/accessmo.php; Southeast Missouri State University, http://www.semo.edu/sfs/financialaid/MO_aid_progs.html; Missouri State University, http://www.missouristate.edu/FinancialAid/scholarships/Freshman.htm

Alive and Well STL Campaign

A community-wide effort focused on reducing the impact of toxic stress and trauma on health and wellbeing; led by the St. Louis Regional Health Commission.

Source: St. Louis Regional Health Commission, http://www.stlrhc.org/work/alive-well-stl/

Alternative Interventions

A set of school disciplinary systems designed to provide a safe educational environment that enables students to develop and apply the skills, knowledge, behaviors, and values needed to realize their maximum potential. They are used as an alternative to policies such as zero tolerance, suspension, and expulsion, which have been shown to be related to a number of negative outcomes for students including elevated rates of school dropout, poor school climate, and low academic achievement.

Source: Indiana University, http://www.indiana.edu/~equity/docs/Alternatives_to_Expulsion.pdf; Duke University, https://childandfamilypolicy.duke.edu/pdfs/familyimpact/2010/Alternatives_to_Suspension.pdf; Palm Beach Schools, http://www.palmbeachschools.org/safety/

Anti-Racism Professional Development Training

A type of training program used to address racism and the changing shape of race relations. It offers tools to transform people's attitudes and behaviors, intergroup relationships, and social institutions and policies. It is grounded in a conceptual analysis of racial and ethnic oppression and social change, address the institutional and structural dimensions of racism, and often includes Racial Identity Development work.

Source: Aspen Institute, http://www.aspeninstitute.org/sites/default/files/content/docs/rcc/training.pdf

Apprenticeship

A combination of on-the-job training and related instruction in which workers learn the practical and theoretical aspects of a highly skilled occupation. Apprenticeship programs can be sponsored by individual employers, joint employer and labor groups, and/or employer associations.

Source: Department of Labor, http://www.dol.gov/apprenticeship/; White House, https://www.whitehouse.gov/sites/default/files/omb/memoranda/2014/m-14-15.pdf

Assistance Teams

School-based problem-solving teams that support children who are at risk for school failure and for over-referral to special education. They are designed to ensure that students are provided the opportunity to succeed in the general education environment such that they are only referred for special education evaluation when interventions and modifications have been unsuccessful and data justifies possible separation from the general education program.

Source: National Institute of Health, http://www.ncbi.nlm.nih.gov/pubmed/9009801; Albuquerque Public Schools, http://www.aps.edu/about-us/policies-and-procedural-directives/procedural-directives/j.-students/school-assistance-team-general-screening-and-student-intervention-guidelines; Madison Lake School District, http://www.madison-lake.k12.oh.us/docs/0-What%20is%20the%20Intervention%20Assistance%20Team.pdf

Bright Flight

A merit-based Missouri higher education scholarship program that encourages top-ranked high school seniors to attend approved Missouri postsecondary schools. To be eligible students must be a Missouri resident, and have a composite score on the ACT or SAT in either the top three percent of all Missouri students taking those tests, or the top 4th or 5th percentiles of all Missouri students taking those tests.

Source: Missouri Department of Higher Education, http://dhe.mo.gov/ppc/grants/brightflight.php

Child Development Account (CDA)

A universal, long-term asset-building accounts established for children as early as birth and allowed to grow over their lifetime. Most are seeded with an initial deposit of $500 to $1,000 and built by contributions from family, friends, and the children themselves. In addition, accounts are augmented by savings matches and other incentives. Savings in CDAs are usually restricted to financing higher education, starting a small business, buying a home, or

funding retirement. The programs also couple financial education with savings.
Source: Federal Reserve Bank St. Louis, https://www.stlouisfed.org/publications/bridges/spring-2009/child-development-accounts-innovative-plans-build-savings-for-youth-starting-at-birth; Washington University in St. Louis, http://csd.wustl.edu/Publications/Documents/WP09-54.pdf; Corporation for Enterprise Development http://cfed.org/assets/pdfs/caseforCDAs_webversion.pdf

Child Health Insurance Program (CHIP)
A federal program administered by Missouri's HealthNet for Kids program and is designed for uninsured children of low-income families who do not have access to affordable health insurance.
Source: Benefits.gov, http://www.benefits.gov/benefits/benefit-details/1606

Child Serving Systems
A systematic approach that engages child-serving agencies (health, mental health, education, child welfare, first responders, and criminal justice) to develop evidence-based services that address the impact of trauma on the children they serve, especially those at risk of developing severe emotional disorders and their families. More generally, the system is charged with providing a safe and healthy environment for children and adolescents.
Source: The National Child Traumatic Stress Network, http://www.nctsnet.org/nctsn_assets/pdfs/Service_Systems_Brief_v1_v1.pdf; Pennsylvania Recovery and Resiliency, http://www.parecovery.org/principles_cassp.shtml; Persad Center, https://persadcenter.org/community-impact/making-child-serving-systems-stronger-and-more-effective

Community Eligibility Provision Program
Program allows schools that predominantly serve low-income children to offer free, nutritious school meals to all students through the National School Lunch and School Breakfast Programs.
Source: USDA's Food and Nutrition Service (FNS), http://www.fns.usda.gov/school-meals/community-eligibility-provision

Cultural Competency Training
Training that seeks to ensure that organizations and individuals have a defined set of values and principles, and demonstrate behaviors, attitudes, policies and structures that enable them to work effectively cross-culturally. This includes having the capacity to value diversity, conduct self-assessment, manage the dynamics of difference, acquire and institutionalize cultural knowledge, and adapt to diversity and the cultural contexts of the communities they serve.
Source: Georgetown University, http://nccc.georgetown.edu/foundations/frameworks.html

Deferred Action for Childhood Arrivals (DACA)
Program that began in 2012 under the Obama Administration and established that the Department of Homeland Security (DHS) would not deport certain undocumented youth who came to the United States as children. Under a directive from the secretary of DHS, these youth may be granted a type of temporary permission to stay in the U.S. called "deferred action." In November of 2014, President Obama announced an expansion the DACA program through executive action. However, on February 16, 2015, a federal district court in Texas issued an order that places a temporary injunction on the expanded DACA program, though people may still apply for DACA under the pre-expansion guidelines.
Source: US Department of Homeland Security, http://www.uscis.gov/humanitarian/consideration-deferred-action-childhood-arrivals-daca; National Immigration Law Center, http://www.nilc.org/FAQdeferredactionyouth.html

Denial of Transfer
Refers to the denial of the opportunity for a parent to transfer their child from an unaccredited school to a more successful school.
Source: St. Louis Post-Dispatch, http://www.stltoday.com/news/local/metro/no-shortage-of-legal-advice-for-families-denied-school-transfers/article_056ed7ca-c9c2-5cd0-926e-f5b32288b203.html

EdPlus
An organization that serves teachers, administrators, support staff, and board members of the 61 public school districts in Missouri and Illinois, with the goal of providing services and resources in advocacy and innovation, customized educational solutions, and educational equity.
Source: EdPlus, http://www.edplus.org/serving_members/index.html

House Bill 42 (HB 42)
On 6/26, this bill was vetoed. The bill would have established policy around student transfer.
Source: Missouri House of Representatives, http://www.house.mo.gov/billsummary.aspx?year=2015&bill=HB%2042&code=R

Missouri Department of Elementary and Secondary Education (DESE)
The administrative arm of the State Board of Education. It is primarily a service agency that works with educators, legislators, government agencies, community leaders, and citizens to maintain a strong public education system. The Department's responsibilities range from early childhood to adult education services.
Source: DESE, https://www.facebook.com/MOEducation/timeline, http://dese.mo.gov/

Missouri Family Support Division (FSD)
A division of the Missouri Department of Social Services that provides help to families with food stamps, health care, child care, child support, and other needs to support their mission to maintain and strengthen Missouri families.
Source: Missouri Department of Social Services, http://dss.mo.gov/fsd/

Missouri Promise

A Missouri higher education scholarship program for students selected based on a combination of financial need and academic potential as demonstrated by a combination of class rank, grade point average, and ACT or SAT scores. The award is $1,000 for the first year and $1,500 for the second year.

Source: Missouri State University, http://www.missouristate.edu/FinancialAid/scholarships/Freshman.htm; Missouri House of Representatives, http://www.house.mo.gov/billtracking/bills151/sumpdf/HB0986I.pdf

Presumptive Eligibility

Eligibility for Medicaid, as based on information about a person's income and household size and (at state option) information about citizenship, immigration status, and residency.

Source: Medicaid.gov, http://www.medicaid.gov/federal-policy-guidance/downloads/faq-01-24-14-hospital-pe.pdf

Ready by 21

Ready by 21 is a set of innovative strategies developed by the Forum for Youth Investment that helps communities improve the odds that all children and youth will be ready for college, work, and life. They provide standards, tools, training and technical assistance, and ways to measure and track their success.

Source: Ready by 21, http://www.readyby21.org/what-ready-21

Restorative Justice

Restorative justice is an evolving response to harm that respects the dignity and equality of each person, builds understanding, and promotes social harmony through the healing of victims, offenders, and communities.

Source: Missouri State University, http://associations.missouristate.edu/MORJC/What_is_RJ.htm

Safe Schools Act (SSA)

The Missouri Safe Schools Act, which was passed in 1996, primarily deals with the following areas of a school district's operation: policy development, student admission and enrollment, residency requirements, and reporting and record keeping.

Source: DESE, https://dese.mo.gov/governmental-affairs/legislation/safe-schools-act

School to Prison Pipeline

A national trend where children are funneled out of public schools and into the juvenile and criminal justice systems.

Source: American Civil Liberties Union (ACLU) https://www.aclu.org/issues/racial-justice/race-and-inequality-education/school-prison-pipeline

Self-Sufficiency Model

A Live, Work, Thrive model that suggests that a person's advancement from poverty to economic self-sufficiency is supported by five critical pillars: family stability, well-being, education and training, financial management, and employment and career management.

Source: Crittenton Women's Union, http://www.liveworkthrive.org/research_and_tools/bridge_to_self_sufficiency

Supplemental Nutrition Assistance Program (SNAP)

The program, formerly known as food stamps, offers nutrition assistance to millions of eligible, low-income individuals and families and provides economic benefits to communities.

Source: US Department of Agriculture (USDA)'s Food and Nutrition Service (FNS), http://www.fns.usda.gov/snap/supplemental-nutrition-assistance-program-snap

Voluntary Interdistrict Choice Corporation (VICC)

The administrative arm of the State Board of Education. It is primarily a service agency that works with educators, legislators, government agencies, community leaders and citizens to maintain a strong public education system. The Department's responsibilities range from early childhood to adult education services.

Source: VICC, http://www.choicecorp.org/; Mehlville School District, http://vicc.mehlvilleschooldistrict.com/modules/groups/integrated_home.phtml?&gid=2495230&SID=&t=; Social Science Research Network, http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2300776

YOUTH AT THE CENTER ACRONYMS	
CDA	Child Development Accounts
CHIP	Children's Health Insurance Program
CEP	Community Eligibility Provision program
DACA	Deferred Action for Childhood Arrivals
HB 42	House Bill 42 (Missouri 2015)
DESE	Missouri Department of Elementary and Secondary Education
DFSD	Missouri Family Support Division
SSA	Safe Schools Act
SNAP	Supplemental Nutrition Assistance Program
VICC	Voluntary Interdistrict Choice Corporation
WIC	Women, Infant, Children programs
YPO	Young Presidents Organization

RACIAL EQUITY

Better Business Bureau
Organization that sets standards for marketplace trust and calls out substandard marketplace behavior of businesses and charities.
Source: Better Business Bureau, http://www.bbb.org/stlouis/get-to-know-us/vision-mission-and-values/

Federal Communications Commission (FCC)
Independent U.S. government agency overseen by Congress that regulates interstate and international communications by radio, television, wire, satellite and cable in the 50 states, District of Columbia, and U.S. territories.
Source: Federal Communications Commission (FCC), https://www.fcc.gov/what-we-do

Internalized Racism
The personal conscious acceptance of the dominant society's racist views, stereotypes and biases of one's racial or ethnic group.
Source: Rudy Nickens of MODOT and referenced authors, http://stl-positivechange.org/sites/default/files/meeting_attachments/041315_FC_Presentation_RacialEquity.pdf

Missouri Revised Statute 476.803.1
Part 1 of the Statute that was revised in August 2014 to state: "The courts shall appoint qualified interpreters and translators in all legal proceedings in which the non-English speaking person is a party or a witness." The Commission calls for another revision that seeks to ensure that children have a non-familial first option translator in court.
Source: Missouri General Assembly, http://www.moga.mo.gov/mostatutes/stathtml/47600008031.html

Racial Equity
Framework that promotes actions designed to address historic burdens and present day barriers to equal opportunities through the elimination of systemic racially discriminatory policies and practices.
Source: Rudy Nickens of MODOT and referenced authors, http://stl-positivechange.org/sites/default/files/meeting_attachments/041315_FC_Presentation_RacialEquity.pdf

Racial Healing
The restoration and repair of racialized social and opportunity structures that have caused emotional and physical suffering.
Source: W. K. Kellogg Foundation Board and Executive Council, http://stlpositivechange.org/sites/default/files/meeting_attachments/040815_CWB_Presentation.pdf

Structural Racism
A system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing ways to perpetuate racial group inequity. It identifies dimensions of our history and culture that have allowed privileges associated with "whiteness" and disadvantages associated with "color" to endure and adapt over time.
Source: Aspen Institute, http://www.aspeninstitute.org/sites/default/files/content/docs/rcc/RCC-Structural-Racism-Glossary.pdf

Trauma-Informed
A program, organization, or system that: a) Realizes the widespread impact of trauma and understands potential paths for recovery; b) Recognizes the signs and symptoms of trauma in clients, families, staff, and others involved with the system; c) Responds by fully integrating knowledge about trauma into policies, procedures, and practices; and d) Seeks to actively resist re-traumatization.
Source: Department of Health and Human Services (HHS)'s Substance Abuse and Mental Health Services Administration (SAMHSA), http://www.samhsa.gov/nctic/trauma-interventions

Unconscious Bias
A rigid belief, positive, or negative, about a group of people that is based on limited evidence; this belief informs and can lead to microaggressions, lack of awareness of privilege, internalized racism, racism, and the belief in colorblindness.
Source: Rudy Nickens of MODOT and referenced authors, http://stl-positivechange.org/sites/default/files/meeting_attachments/041315_FC_Presentation_RacialEquity.pdf

RACIAL EQUITY ACRONYMS	
SLEDP	St. Louis Economic Development Partnership
DESE	Department of Elementary and Secondary Education
SLRC	St. Louis Regional Chamber
ASNE	American Society of News Editors
RTDNA	Radio Television Digital News Association
AEJMC	Association for Education in Journalism and Mass Communication
FCC	Federal Communications Commission

ACKNOWLEDGMENTS

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Lara Granich, Director, Missouri Jobs with Justice
Karl Guenther, Director of Public Policy Research Center, University of Missouri - St. Louis
Justin Hansford, Professor, Saint Louis University School of Law
Sharonica Hardin, Assistant Superintendent for Human Resources and General Administration, Ritenour School District
Kathy Harrell, President of the Fraternal Order of Police Queen City Lodge #69, Member, President's Task Force on 21st Century Policing
Thomas Harvey, Executive Director, ArchCity Defenders
Maris Herold, Police Captain, District 4,
Harry Holzer, Senior Fellow in Economic Studies, Brookings Institution
Stephen Huddart, President and CEO, J. W. McConnell Family Foundation
Ronald Jackson, Chairperson of the Executive Committee, Black Leadership Roundtable
Odis Johnson, Jr., Associate Chair and Director of Graduate Studies in the Department of Education, Washington University in St. Louis
Katie Kaufmann, Director of Ready by 21 St. Louis, United Way of Greater St. Louis

Robert Killins, Program Director, Greater Cincinnati Foundation
Paula Knight, Associate Superintendent, Early Childhood and Elementary SIZ Schools, St. Louis Public Schools
Julius Lang, Director of Technical Assistance, Center for Court Innovation
Greg Laposa, Project Manager, St. Louis Regional Chamber
David Leipholz, Director of Community Based Studies, Better Together
Damon Lynch, III, Pastor New Prospect Baptist Church, Former President of the Cincinnati Black United Front, Ohio Governor's task force on Community Police Relations
Bernard Minnis, Assistant Professor, Bellarmine University
Pam Mitchell, Missouri Accreditation of Programs for Children and Youth
Serena Muhammad, Senior Project Director of Strategic Partnerships, St. Louis Mental Health Board
Anna Munson, Chief Financial Officer, Riverview Gardens School District
Tony Neal, President & CEO, Educational Equity Consultants
Rudy Nickens, Director of Equal Opportunity and Diversity Division, Missouri Department of Transportation
Corinne Patton, Adjunct Instructor, Washington University in St. Louis and University of Missouri - St. Louis
Richard Patton, Director, Vision for Children at Risk
Dawn Phillips, Program Director, Causa Justa: Just Cause
Anne Piehl, Professor of Economics, Rutgers University
Katie Plax, Medical Director, The SPOT
Joyce Pugh-Walker, Federal Programs Administrator, Ferguson-Florissant School District
Jason Purnell, Assistant Professor, Washington University in St. Louis
Sadiqua Reynolds, Mayor's Chief for Community Building, City of Louisville
Mae Quinn, Director, Washington University School of Law's Juvenile Justice Clinic
Ronald Roberts, Vice President, Project Management and New Business Development, McCormack Baron Salazar
Iris Roley, Project Manager, Cincinnati Black United Front
Sunny Schaefer, Executive Director, Operation Food Search
Amanda Schneider, Staff Attorney, Legal Services of Eastern Missouri
Carol Scott, Chief Executive Officer, Child Care Aware of Missouri
Michael Sherraden, George Warren Brown Distinguished University Professor, Director, Center for Social Development, Washington University in St. Louis
Montague Simmons, Chair and Director, Organization for Black Struggle
Todd Swanstrom, Des Lee Professor of Community Collaboration and Public Policy Administration, University of Missouri - St. Louis
Makani Themba, Executive Director, the Praxis Project
Dan Underwood, Managing Attorney, Legal Services of Eastern Missouri
Allison Williams, Co-Chair of St. Louis Graduates and Senior Vice President, Wyman Center
Paul Woodruff, Executive Director, Prosperity Connection and Vice President of Community Development, St. Louis Community Credit Union

VENTURE CAFÉ ST. LOUIS FACILITATORS

Kira Banks, Associate Professor, Saint Louis University
Ray Boshara, Senior Advisor and Director of the Center for Household Financial Stability, Federal Reserve Bank of St. Louis
John Carroll, Director of Development, City Garden Montessori School
Karl Guenther, Director of Public Policy Research Center, University of Missouri-St. Louis
Reena Hajat Carroll, Executive Director, Diversity Awareness Partnership
Nicole Hudson, Media and Community Relations – (Because Really LLC, Contractor), Ferguson Commission
Emily Johnson, Associate Director of the Institute of Public Policy, Harry S. Truman School of Public Affairs, University of Missouri in Columbia
Molly Metzger, Associate Professor, Washington University's Brown School of Social Work
Sunny Schaefer, Executive Director, Operation Food Search
Paul Woodruff, Executive Director, Prosperity Connection and Vice President of Community Development, St. Louis Community Credit Union

WORKING GROUP MEMBERS

CITIZEN-LAW ENFORCEMENT RELATIONS

Daniel Isom, Ferguson Commission (Co-Chair)
Brittany Packnett, Ferguson Commission (Co-Chair)
Kevin Ahlbrand, Ferguson Commission
Karen Aroesty, Regional Director, MO/IL at Anti-Defamation League
Jamel Santa Cruze Bell, Special Assistant to the President for Strategic and Diversity Initiatives, Eureka College
T.R. Carr, Ferguson Commission
Marius Johnson Malone, Community Activist, Better Together
Richard Rosenfeld, Professor of Criminology and Criminal Justice, University of Missouri - St. Louis

MUNICIPAL COURTS & GOVERNANCE

Rev. Traci Blackmon, Ferguson Commission (Co-Chair)
T.R. Carr, Ferguson Commission (Co-Chair)
Deborah Aston, Court Clerk, City of Clayton
Gabriel E. Gore, Ferguson Commission
Thomas Harvey, Executive Director, ArchCity Defenders
Monica Huddleston, Former Mayor, City of Greendale
David Leipholz, Director of Community Based Studies, Better Together St. Louis
Mattie Moore, Empowerment Specialist, St. Louis County Office of Community Empowerment
Kevin O'Keefe, Principal, Curtis, Oetting, Heinz, Garrett & O'Keefe
Brendan Roediger, Supervisor, Civil Litigation Clinic and Associate Professor, Saint Louis University School of Law
Marvin Teer, Jr., Former Municipal Judge, Missouri Office of Community Engagement
Karen L. Tokarz, Charles Nagel Professor of Public Interest Law & Public Service and Director, Civil Rights and Community Justice Clinic, Washington University School of Law
Judge Frank Vatterott, Municipal Judge, City of Overland and President, Vatterott, Harris, Devine & Kwentus, P.C.
Paul Ward, City Council Member, City of Kirkwood
Byron Watson, Ferguson Commission
Pamela Westbrooks-Hodge, Senior Director, Governance & Systems-Corporate Procurement, Express Scripts
Matt Zimmerman, City Manager, City of Hazelwood

CHILD WELL-BEING & EDUCATION

Becky James-Hatter, Ferguson Commission (Co-Chair)
Grayling Tobias, Ferguson Commission (Co-Chair, December 1, 2014 - April 13, 2015)
Rasheen Aldridge, Ferguson Commission
Carol Basile, Dean of Education, University of Missouri - St. Louis
Koran Bolden, Youth Motivational Speaker and Founder, Street Dreamz School of Business
Crystal Gale, Principal, Roosevelt High School, Saint Louis Public Schools
Sharonica Hardin, Assistant Superintendent, Ritenour School District
Katie Kaufmann, Director of Ready by 21 St. Louis, United Way of Greater St. Louis
Katie Plax, Medical Director, The SPOT
Ramesh Raghavan, Associate Professor of Psychiatry, Washington University in St. Louis
Scott Spurgeon, Superintendent, Riverview Gardens School District

ECONOMIC INEQUITY & OPPORTUNITY

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Pat Sly, Ferguson Commission (Co-Chair)
Patrick Adams, President & CEO, St. Louis Community Credit Union
Doug Black, President, Barnes-Jewish West County Hospital, BJC West County
Edward Bryant, President & CEO, St. Louis Minority Business Council
Denny Coleman, Former Chief Executive Officer, St. Louis Economic Development Partnership
Rodney Crim, President, St. Louis Economic Development Partnership
David Desai-Ramirez, Executive Director, Southern Region at IFF
Harvey Fields, Assistant Director of Academic Programs, Cornerstone, Washington University in St. Louis
Lara Granich, Director, Missouri Jobs with Justice
Sallie Hemenway, Director, Division of Business and Community Services, Missouri Department of Economic Development
Ginger Imster, Executive Director, Arch Grants
Debbie Irwin, Community Economic Development Director, United Way of Greater St. Louis
Lisa Lyle, Head of School, Mary Institute and Saint Louis Country Day School
Mike McMillian, President & CEO, Urban League of Metropolitan St. Louis
Scott Negwer, Ferguson Commission
Nathan Nickolaus, General Counsel, Missouri Department of Economic Development
Valerie Patton, Vice President, Economic Inclusion and Talent Attraction and Executive Director, St. Louis Business Diversity Initiative, St. Louis Regional Chamber
Pradeep Ramakrishnan, Senior Manager Information Technology, Enterprise Holdings, Inc.
Karlos Ramirez, Executive Director, Hispanic Chamber of Commerce of Metropolitan St. Louis
Jack Schreiber, President & COO, Commerce Bank
Paul Woodruff, Executive Director, Prosperity Connection and Vice President of Community Development, St. Louis Community Credit Union

RACIAL EQUITY ADVISORS

Kira Banks, Associate Professor, Saint Louis University
William Buster, Director of Mississippi and New Orleans Programs, W.K. Kellogg Foundation
Reena Hajat Carroll, Executive Director, Diversity Awareness Partnership
Tabari Coleman, Project Director, A World of Difference Institute, Anti-Defamation League, Missouri-Southern Illinois
Nicole Cortes, Co-Director, Migrant & Immigrant Community Action Project (MICA)
Amy Hunter, Director of Racial Justice, YWCA of Metro St. Louis
David Martineau, Executive Director, National Conference on Community Justice, St. Louis
Billie Mayo, Racial Equity Consultant, Educational Equity Consultants
Tony Neal, President & CEO, Educational Equity Consultants
Scott Negwer, Ferguson Commission
David Nehrt-Flores, Organizer, Missouri Immigrant & Refugee Advocates (MIRA)
Rudy Nickens, Director of Equal Opportunity and Diversity Division, Missouri Department of Transportation
Khatib Waheed, Consultant, North City/County Resilience Coalition

COMMISSIONERS

Rev. Starsky Wilson (Co-Chair), President & CEO, Deaconess Foundation and Pastor, Saint John's Church (The Beloved Community) in St. Louis

Richard McClure (Co-Chair), Member, St. Louis Regional Board of Teach for America and Emeritus Member and former President, Civic Progress

Sgt. Kevin Ahlbrand, Detective Sergeant, St. Louis Metropolitan Police Department, Deputy Commander, Major Case Squad of Greater St. Louis, and President, Missouri Fraternal Order of Police

Rasheen Aldridge, Jr., Director, Young Activists United STL

Rev. Traci D. Blackmon, Pastor, Christ the King United Church of Christ, and Coordinator, Healthy Mind, Body, Spirit, BJC HealthCare

T.R. Carr, retired Professor and former Chair, Department of Public Administration and Policy Analysis, Southern Illinois University Edwardsville, Senior Research Fellow, Institute for Urban Research, Southern Illinois University Edwardsville, and former Mayor, City of Hazelwood

Gabriel E. Gore, Partner, Dowd Bennett LLP

Becky James-Hatter, President & CEO, Big Brothers Big Sisters of Eastern Missouri

Daniel Isom, E., Desmond Lee Professor of Policing and the Community, Department of Criminology and Criminal Justice, University of Missouri-St. Louis

Bethany Johnson-Javois (ex officio), CEO, St. Louis Integrated Health Network (IHN)

Scott Negwer, President, Negwer Materials

Brittany N. Packnett, Activist, Executive Director, Teach for America in St. Louis

Felicia Pulliam, Development Director, FOCUS St. Louis

Grayling Tobias (December 1 – April 13), retired Superintendent, Hazelwood School District

Byron M. Watson, retired Sergeant, St. Louis County Police Department and current Officer, St. Louis Community College campus police

Patrick Sly, Executive Vice President, Emerson

Rose A. Windmiller, Associate Vice Chancellor, Government & Community Relations, Washington University in St. Louis

COMMISSION RESOURCES AND SUPPORT

COMMISSION RESOURCES

Managing Director - Bethany Johnson-Javois (St. Louis Integrated Health Network, Loaned)
Assistant Director - Monique (Gilliam) Thomas (Centene Corporation, Loaned)
Media and Community Relations – Nicole Hudson (Because Really LLC, Contractor)
General Counsel - Cheryl D.S. Walker, Esq.
Legal Counsel - Michael Lanahan, Esq.
Office Manager – Angela Dennis (State of Missouri, Loaned)
Strategic Planning – Karishma Furtado and Aaron Beswick (KSF Consulting, Contractor)
Strategic Planning – Tracey Jeffries (Capitol Consulting Services, Contractor)
Data and Policy Analysis – Institute of Public Policy, Harry S Truman School of Public Affairs, University of Missouri (Contractor)
Community Engagement – Vector Communications (Contractor)
Meeting Support – PSAV St. Louis Branch (Contractor), Midwest Litigation (Contractor)
Executive Editor – Eric Ratinoff (Contractor)
Public Affairs – Tony Wyche (Soapbox LLC, Contractor)
Racial Equity – Kira Banks (Saint Louis University, Loaned)
Racial Equity – Rudy Nickens (Missouri Department of Transportation, Loaned)
Eliminating Racism Training Facilitator - Midwest Consulting Partners
Eliminating Racism Training Facilitator - Timothy J. Crawley
Civic Engagement – Daniela Velázquez (Mavend Media, Contractor)
Engagement Content – Competitive Futures (Contractor)
Engagement Content – Elaine Cha (Contractor)
Engagement Content – Lindy Drew Photography (Contractor)
Engagement Content – Nathan Lucy, LLC (Contractor)
Public Relations – (AHC Consulting LLC), Allison Collinger
Youth Arts Speak Summit Facilitator - Andrea Purnell
Youth Arts Speak Summit Facilitator - Keith Tyrone-Williams
Youth Arts Speak Summit Facilitator - Dail Chambers
Youth Arts Speak Summit Facilitator - Muhammad Austin
Youth Arts Speak Summit Facilitator - Pacia Anderson

COMMISSION FUNDERS

Community Development Block Grant
Community Services Block Grant
Daughters of Charity Foundation
Deaconess Foundation
Greater St. Louis Community Foundation
Incarnate Word Foundation
Jewish Federation of St. Louis
Lutheran Foundation of St. Louis
Missouri Development Finance Board
Missouri Foundation for Health
MOHELA
Robert Wood Johnson Foundation

THE FOLLOWING ORGANIZATIONS AND PEOPLE SUPPORTED THE COMMISSION EITHER THROUGH IN-KIND SERVICES, VOLUNTEERING OR PARTNERSHIP:

AHC Consulting LLC, Allison Collinger
Yemi Akande-Bartsch, Executive Director, FOCUS St. Louis
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Kim Austin, Doctoral Student, University of Missouri - St. Louis
Tim Beecher, Senior Vice President & Senior Partner, Fleishman Hillard St. Louis
Rebeccah Bennett, Emerging Wisdom LLC
BJC HealthCare, Jane Schaefer
Diamond Brown, Youth Summit Volunteer
Jayde Brown, Youth Summit Volunteer
Brown School of Social Work, Washington University in St. Louis
Michael Castro, Poet Laureate, St. Louis
Bryan Cave, Cheryl Walker and Michael Lanahan
John Chasnoff, Member, Don't Shoot Coalition
Ariela Chavez, Arts Speak Commission Meeting Performer
Civic Progress St. Louis
Elizabeth Collinger, Arts Speak Commission Meeting Performer
Coro Leadership Fellows
Cultural Leadership Youth Volunteers
Donald Danforth Plant Science Center
Adrienne Denson, Youth Summit Volunteer
Riisa Easley, Volunteer, Commission Meeting Group Breakout Facilitator
East-West Gateway Council of Governments
Emerson
Executive Bridge Inc.
Steven Fazzari, Bert A. and Jeanette L. Lynch Distinguished Professor of Economics, Washington University in St. Louis
Dionne Ferguson, Youth Summit Volunteer
Mary Ferguson, Volunteer, Commission Meeting Group Breakout Facilitator
Ferguson Youth Initiative
Brittany Ferrell, Millennial Activists United
Connie Fischer, Volunteer, Commission Meeting Group Breakout Facilitator
Mary Lee Hardy, Doctoral Student, University of Missouri - St. Louis
Clifton Kinnie, Arts Speak Commission Meeting Performer
Oni Marrison IV, Youth Summit volunteer
Cindy Li, Arts Speak Commission Meeting Performer
Cheryl Hermann, Doctoral Student, University of Missouri - St. Louis
Jessica Holmes, Volunteer, Commission Meeting Group Breakout Facilitator
Atul Kamra, Wells Fargo Advisors
Lawrence Lewis, Youth Summit Volunteer
Linda Locke, Standing Partnership
MarketVolt
Kevin Martin, Doctoral Student, University of Missouri - St. Louis
Millennial Activists United
Melba Moore, Acting Health Director, City of St. Louis
John Moten, Consultant
Serena Muhammad, St. Louis Mental Health Board
Paris Nathan, Youth Summit volunteer
De Nichols, Connected for Justice, Contemporary Arts Museum
Nine LAB Media
Parents as Teachers
Steve Parish, Member, Don't Shoot Coalition
Cynthia Prost, President, Arts & Education Council
Joyce Pugh-Walker, Doctoral Student, University of Missouri - St. Louis

Quest Management Consultants
Katie Rahn, Doctoral Student, University of Missouri - St. Louis
Regional Arts Commission of St. Louis
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ROI Business Solutions
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Anna Shabsin, Senior Lecturer, George Warren Brown School of Social Work, Washington University in St. Louis
Felicia Shaw, Executive Director, Regional Arts Commission
Michael Smith, Commission Meeting Volunteer
Will Smith, Commission Meeting Volunteer
Judy Sodey, Doctoral Student, University of Missouri - St. Louis
Peter Sortino, Assistant Vice Chancellor, Washington University in St. Louis
St. Louis Regional Health Commission, Alive and Well STL
Jewel Stafford, Volunteer, Commission Meeting Group Breakout Facilitator
State of Missouri
Emily Stuart, Volunteer, Research Support
Alexis Templeton, Millennial Activists United
Beverly Thompson, Doctoral Student, University of Missouri - St. Louis
Jessica Triplett, Youth Summit Volunteer
United Way of Greater St. Louis
University of Missouri - St. Louis
Urban League of Metropolitan St. Louis
Luis M. Velázquez, Commission Meeting Volunteer
Venture Café-St. Louis
Kathleen Vierod, Doctoral Student, University of Missouri - St. Louis
Washington University in St. Louis
Stephen Watkins, Retired Officer, Washington DC Metropolitan & Chief of Fairmount Heights
Colin Wellenkamp, Washington Adventist University
Jessica Wernli, United Congregations of Metro-East
Cynthia Williams, Assistant Dean, Field Education and Community Partnerships, George Warren
Pete Winfrey, Actor, St. Louis
Joe Yancey, Places for People Inc.

MEETING LOCATIONS

Center for Workforce Innovation, St. Louis Community College – Florissant Valley
Clayton High School
Cortex CIC@CET
Cortex Innovation Center
Creve Coeur Government Center
Donald Danforth Plant Science Center
Emerson Family YMCA
Ferguson Community Center
Florissant Valley Campus, St. Louis Community College
Friendly Temple Missionary Baptist Church St. Louis, Youth Worship Center
Grand Center Arts Academy
Il Monastero Banquet Center, Saint Louis University
Meramec Campus, St. Louis Community College
Metropolitan Education and Training Center (MET Center)
Missouri History Museum
Mullanphy-Botanical Garden Investigative Learning Center
Parents as Teachers
Prosperity Connection Excel Center
Sheet Metal Workers Local Union 36 Grand Hall on Chouteau
Saint Louis University Center for Global Citizenship
Saint Louis University School of Law

St. Charles High School, City of St. Charles School District
St. Louis Gateway Classic Sports Foundation
University of Missouri - St. Louis, Department of Criminology and Criminal Justice, Jim Short Conference Room
University of Missouri - St. Louis, J.C. Penney Conference Center
Urban League of Metropolitan St. Louis Head Start, Jennings Center
Venture Café, @4240 Building, Cortex Innovation District
Vision for Children at Risk
Westview Middle School, Riverview Gardens School District
YMCA of Greater St. Louis, Carondelet Park Recreation Complex

INTERNS

Heidi Chiu, Student, Washington University in St. Louis
David Dwight IV, Alumnus, Washington University in St. Louis
Kevyana Moore, Student, Southeast Missouri State
Zachary Panter, Student, Washington University in St. Louis
Mark Timmerman, Student, Saint Louis University School of Law

EDITORIAL AND RESEARCH SUPPORT

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Kelvin Westbrook, President & CEO, KRW Advisors

REPORT DESIGN

Digital Content Development, Distribution – Influence & Co./Kaoh Media (Contractor)
Digital Platform Development and Design – BigWideSky (Contractor)
Logo Design – Karl Eggers (Contractor)
PDF Design and Layout – Trisha Mistler (State of Missouri)

DEMOGRAPHICS RECAP

Ferguson Commission Community Polling Summary

Background:

Community polling was conducted at Commission meetings in order to collect demographic statistics and gauge community response on several key content areas. This polling data informed the focus and direction of the Commission and the working groups. Polling was also used to develop Commission meeting content, provide feedback on progress, and gauge interest. This community polling data is a valuable tool for understanding attendees at Ferguson Commission meetings.

The Process:

Community polling was conducted by providing electronic keypads to Commission attendees and requesting their input on key demographic and content questions. All polling was anonymous and the results of each polling question were shared immediately with the audience.

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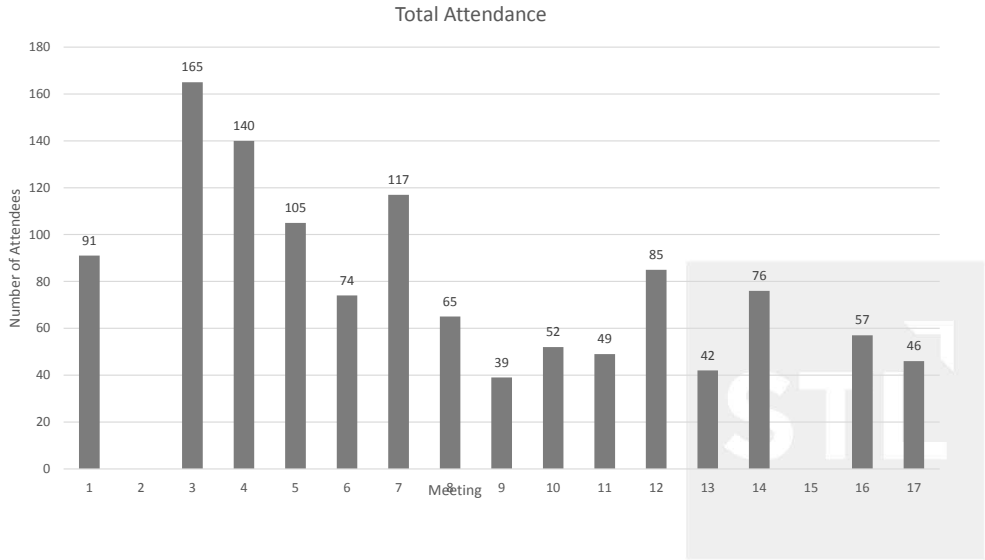
TOTAL ATTENDANCE

Total attendance: 1,203

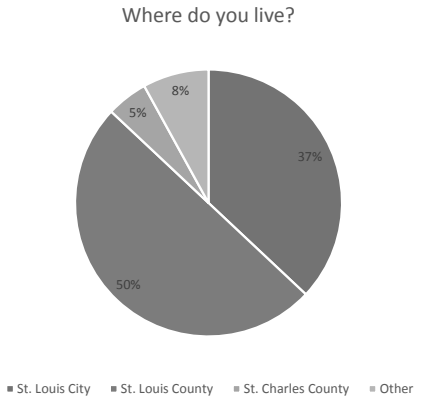
Highest attendance: 165 on 12/15/14

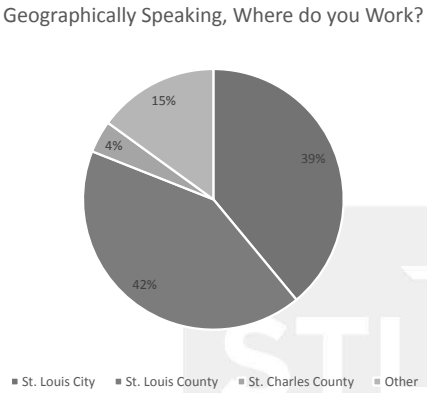
Lowest attendance: 39 on 4/13/15 Average attendance: 70



LIVE AND WORK

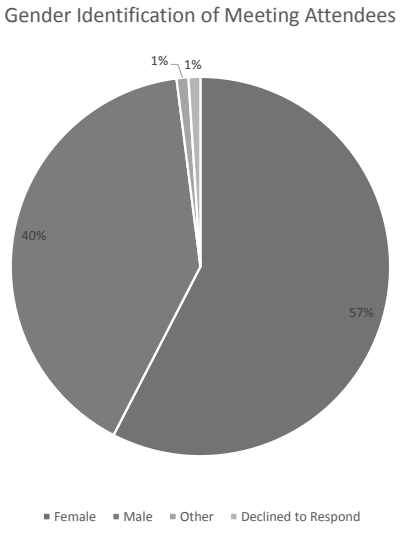
87% of attendees live in St. Louis City or County and 81% work in the City or County





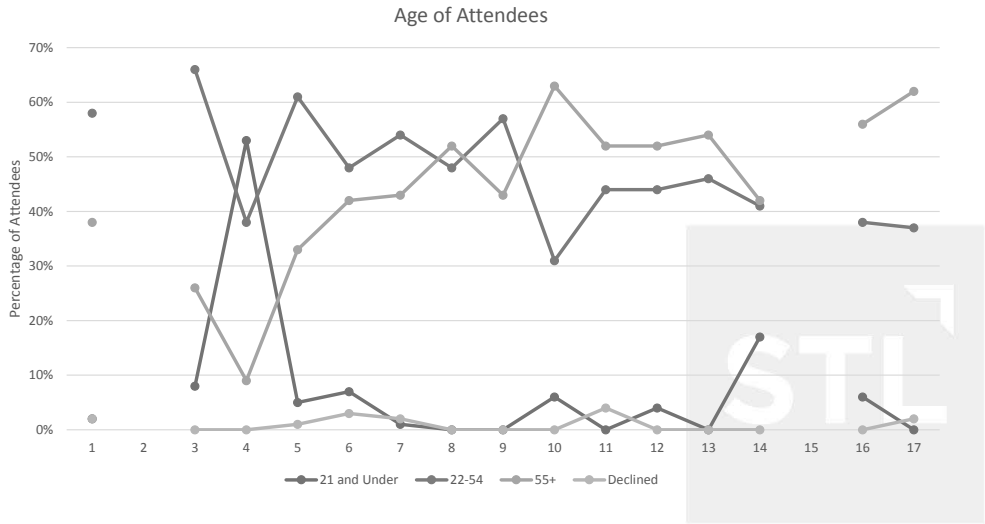
ATTENDANCE BY GENDER

Commission meeting attendees were 57% female and 40% male



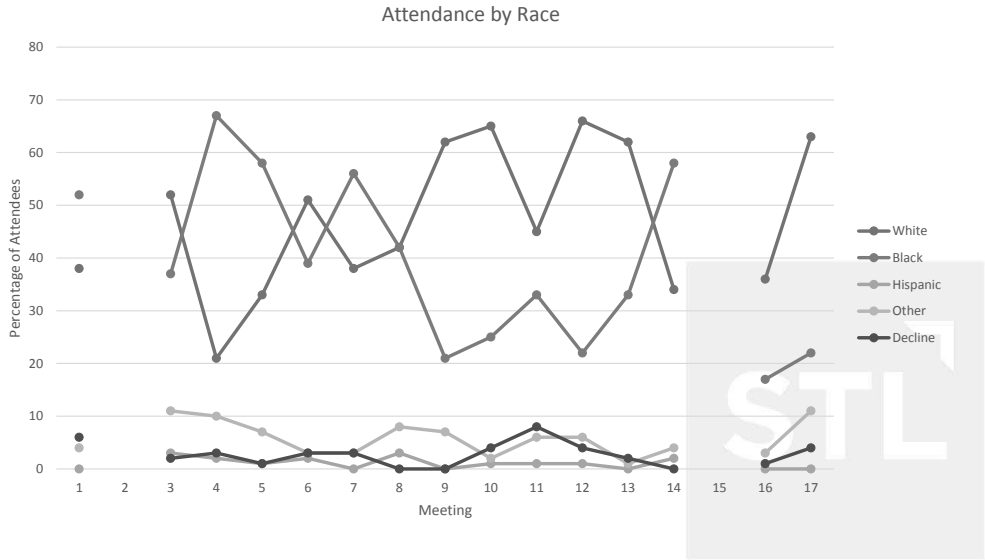
ATTENDANCE BY AGE

On average attendees were in the 22-54 year age range, but youth attendance spiked in January and more recently in July at the presentations from Youth Art Speak



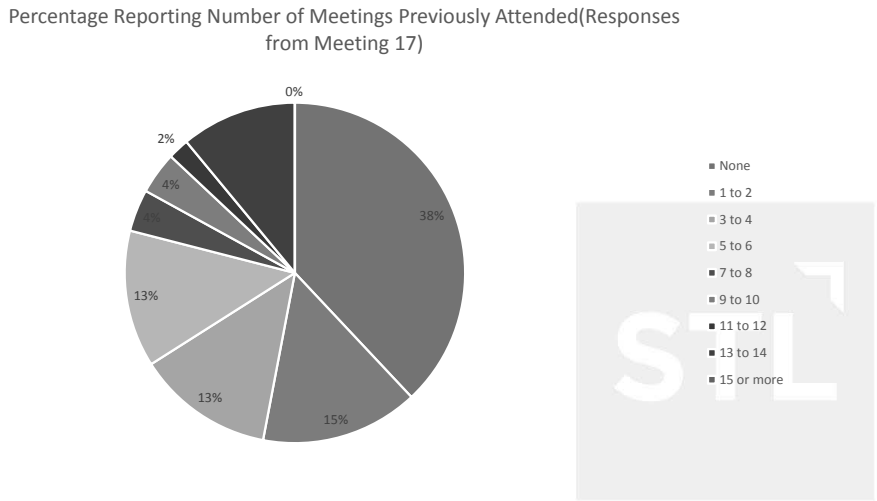
ATTENDANCE BY RACE

On average, attendees were 44% black, 46% white, 1% Hispanic, 9% other



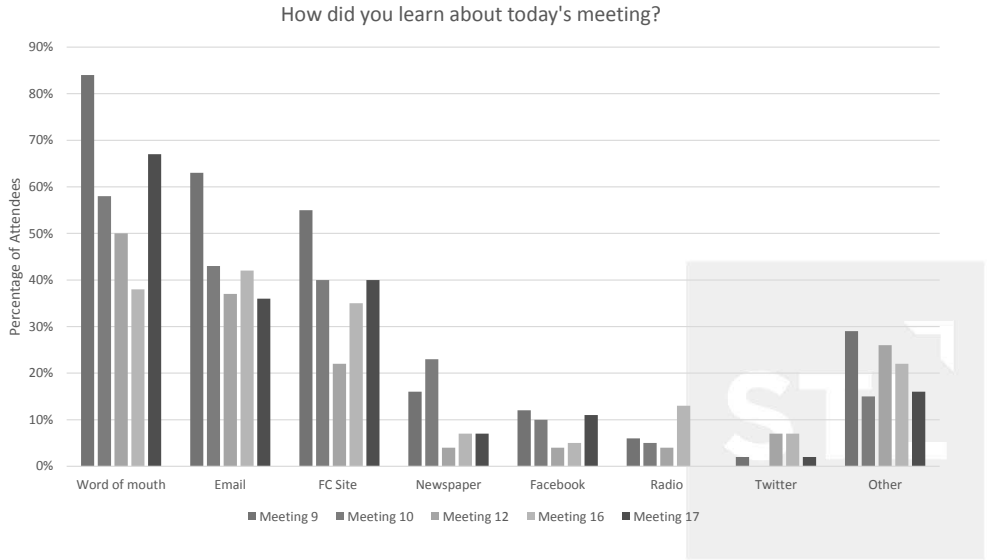
FREQUENCY OF ATTENDANCE

53% attended infrequently (0-2), 30% attended regularly (3-8)
6% attended frequently (9-12) and 11% attended often



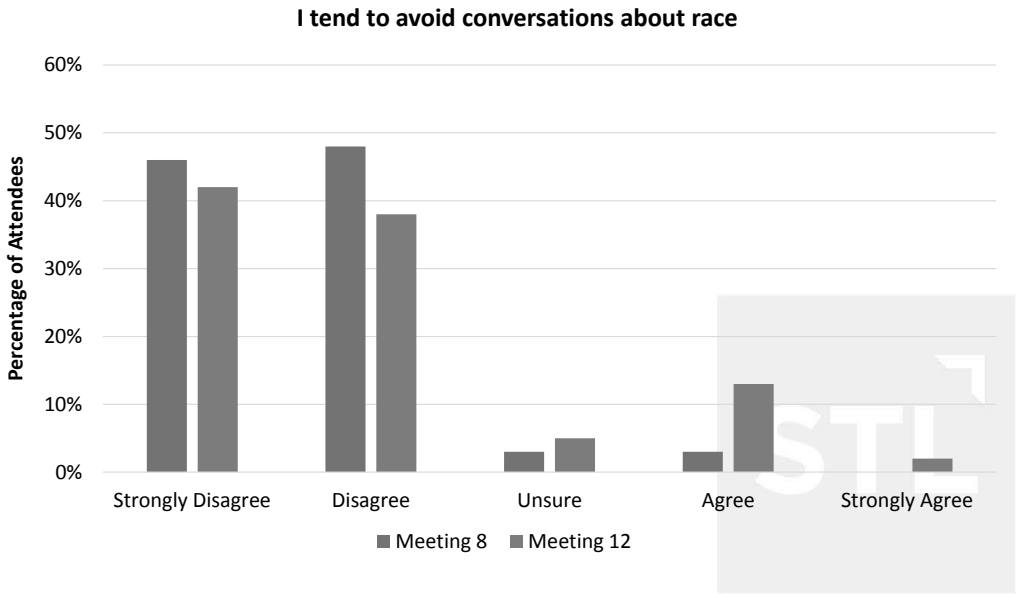
HOW DID YOU LEARN ABOUT TODAY'S MEETING? (MEETING 9, 10, 12, 16, 17)

Most attendees found out about meetings through word of mouth, email and the Commission website (selected all that applied)



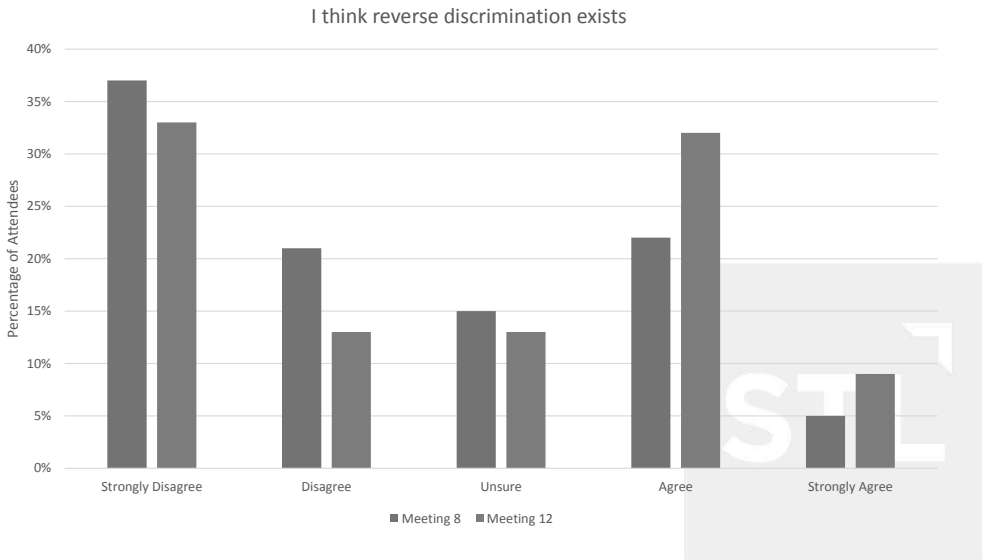
PERSPECTIVES ON RACE

A majority of attendees indicated they do not avoid conversations about race



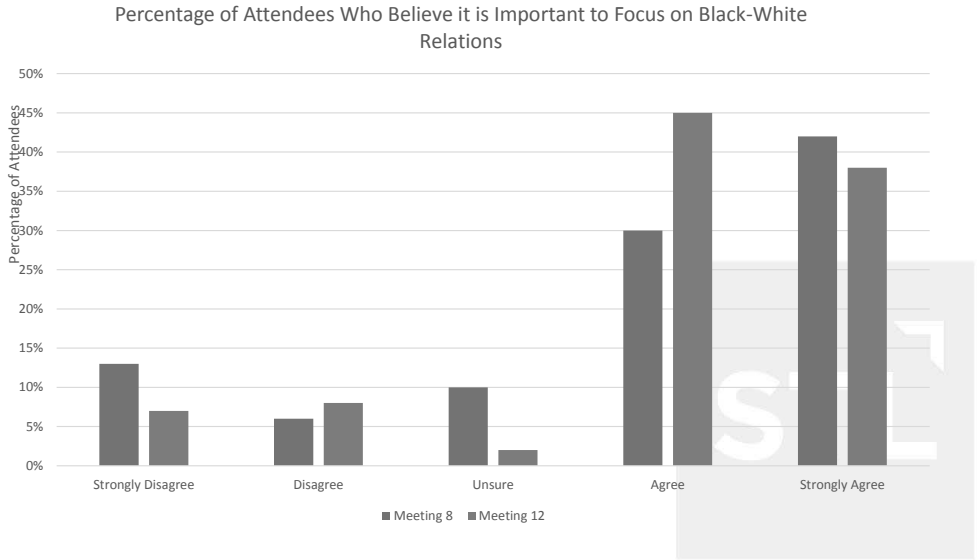
PERSPECTIVES ON RACE

52% disagree or strongly disagree that reverse discrimination exists, 34% agree or strongly agree that it does



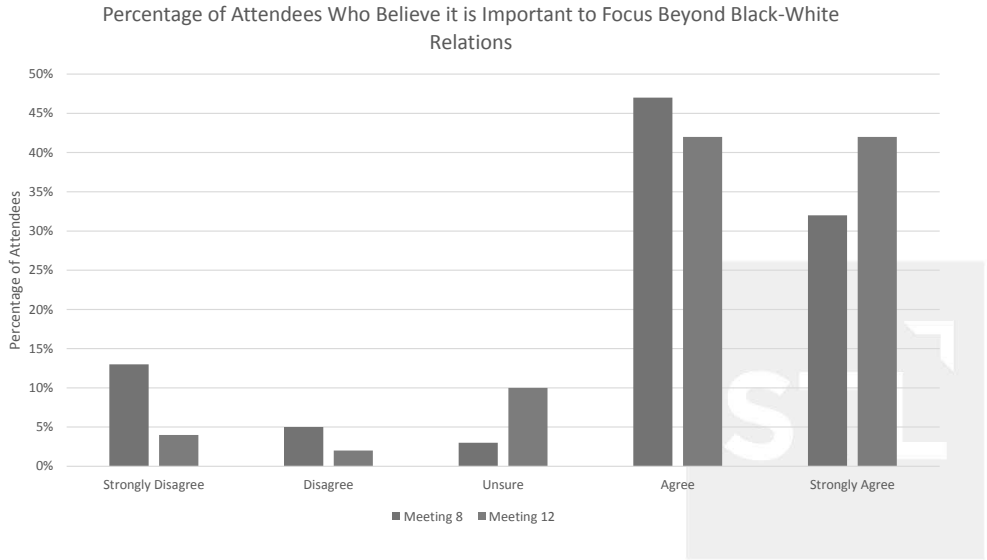
PERSPECTIVES ON RACE

77% of attendees believe it is important to focus on Black-White Relations



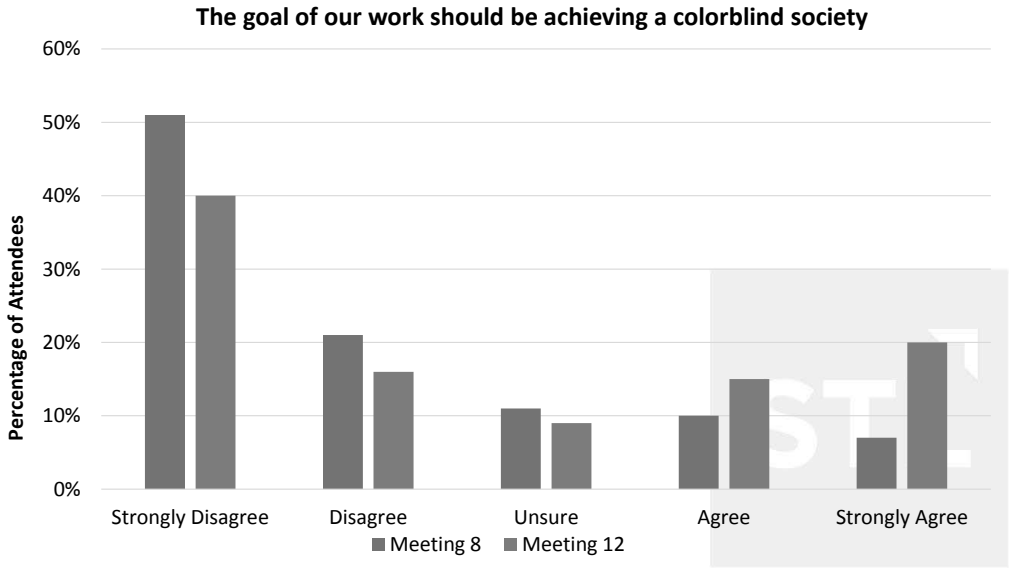
PERSPECTIVES ON RACE

82% of attendees believe it is also important to focus on issues beyond Black-White relations.



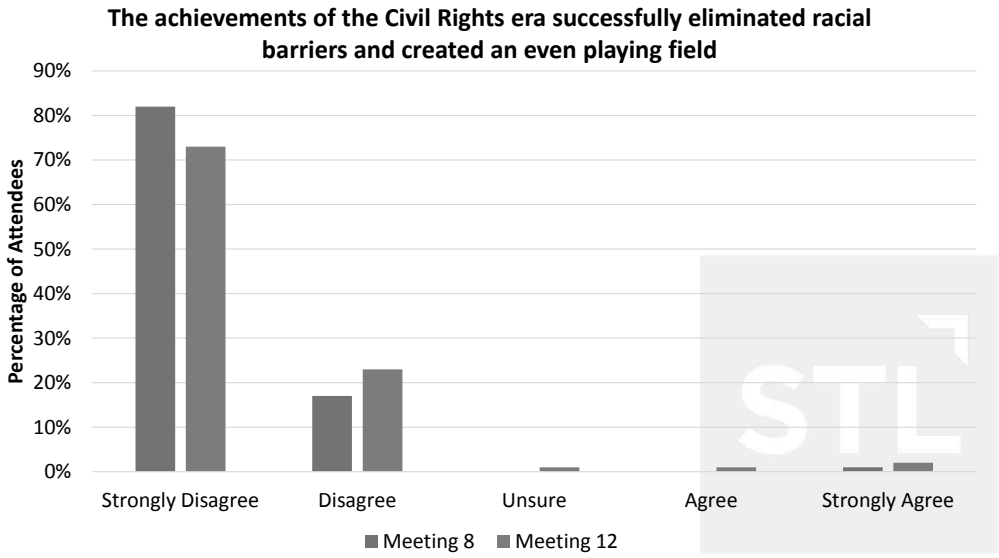
PERSPECTIVES ON RACE

On average, 64% were in disagreement, 10% were unsure, and 25% were in agreement that the goal should be a colorblind society



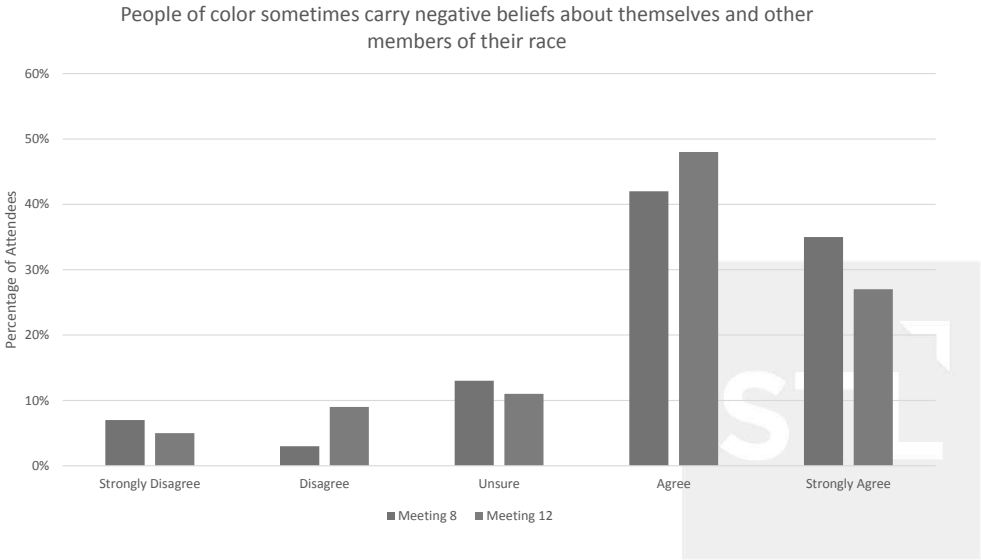
PERSPECTIVES ON RACE

A vast majority indicate there is more work to be done to eliminate racial barriers



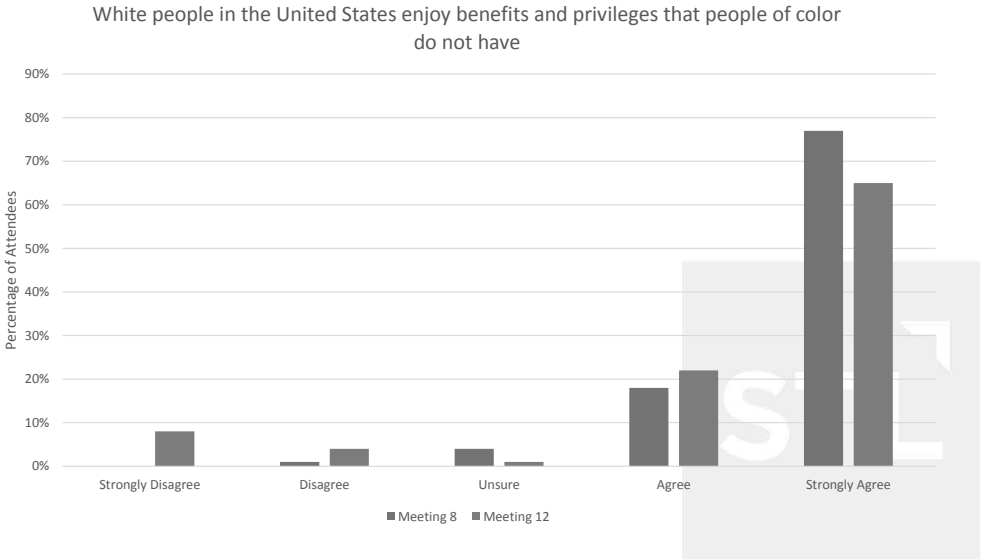
PERSPECTIVES ON RACE

76% of attendees believe that people of color carry negative beliefs about themselves and other members of their race



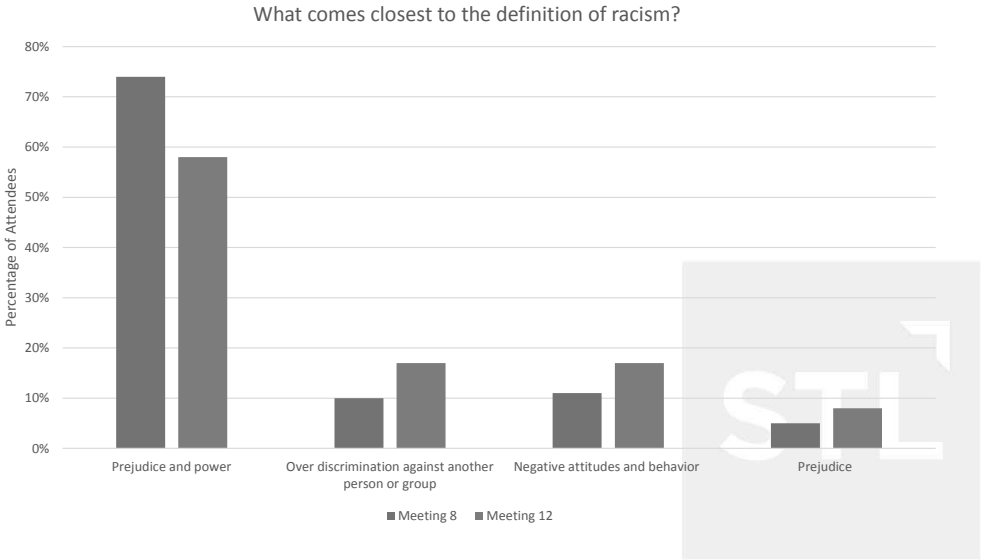
PERSPECTIVES ON RACE

91% of attendees believed that white people have privileges that people of color do not



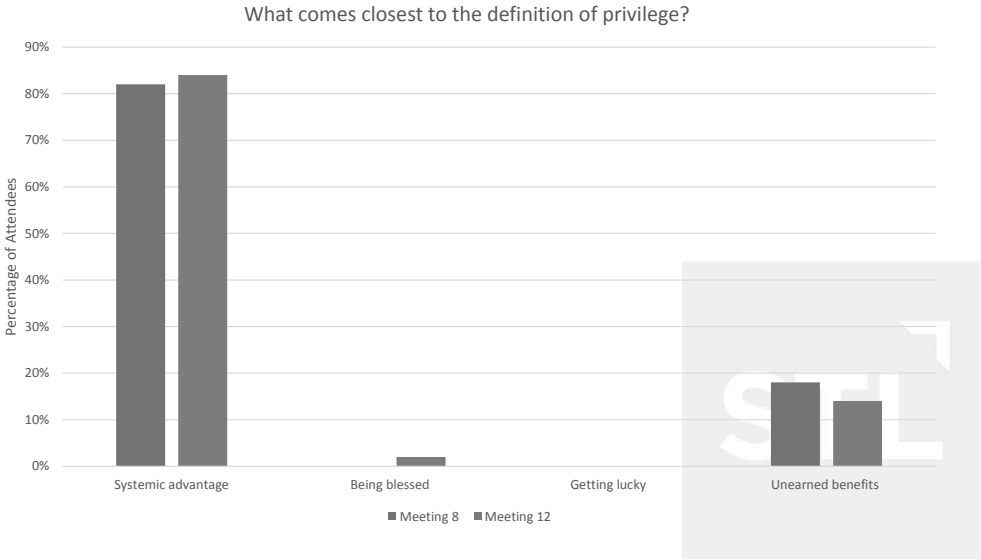
PERSPECTIVES ON RACE

On average, 66% of attendees defined racism as prejudice and power



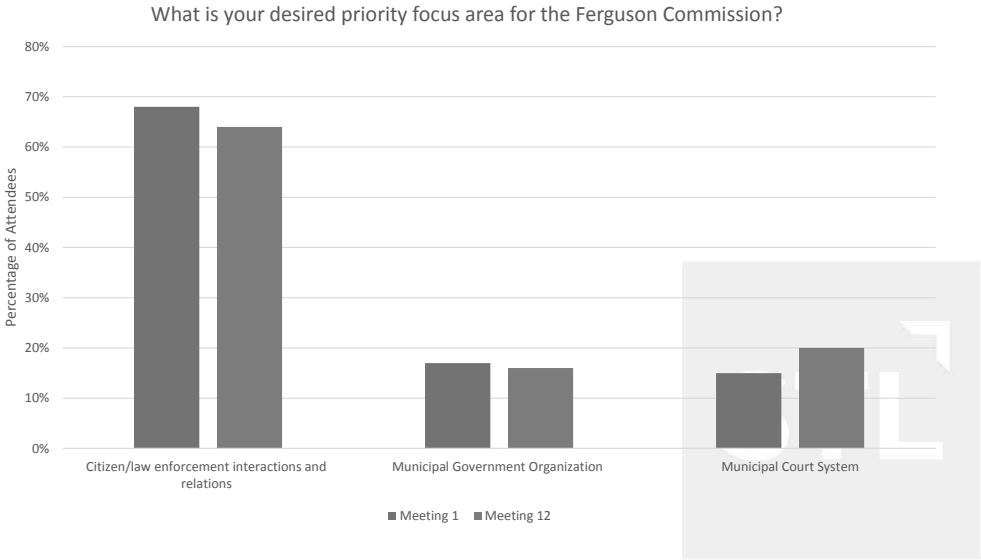
PERSPECTIVES ON RACE

On average, 83% of attendees defined privilege as systemic advantage.



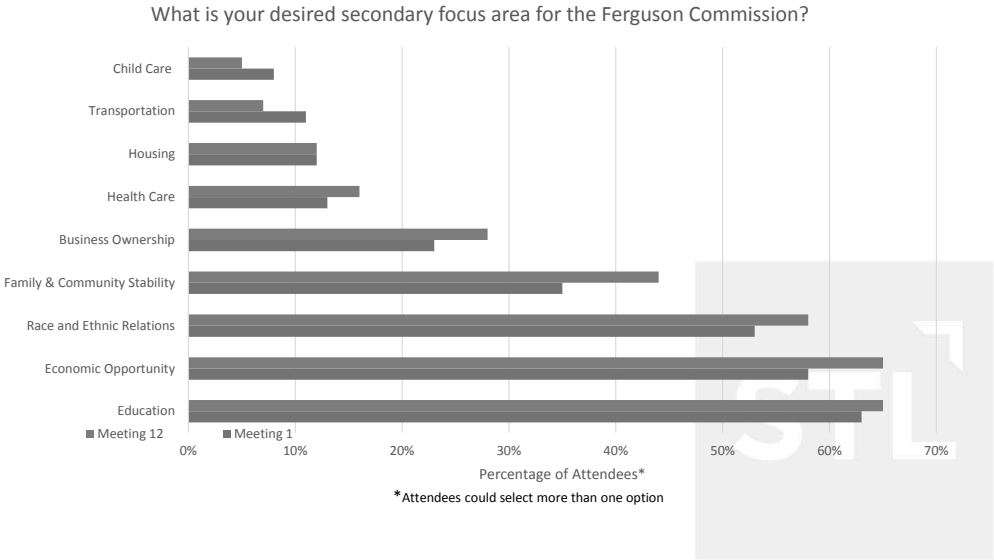
PRIORITIES OF THE COMMISSION

On average, 66% of attendees thought citizen law enforcement should be the Commission's priority focus area



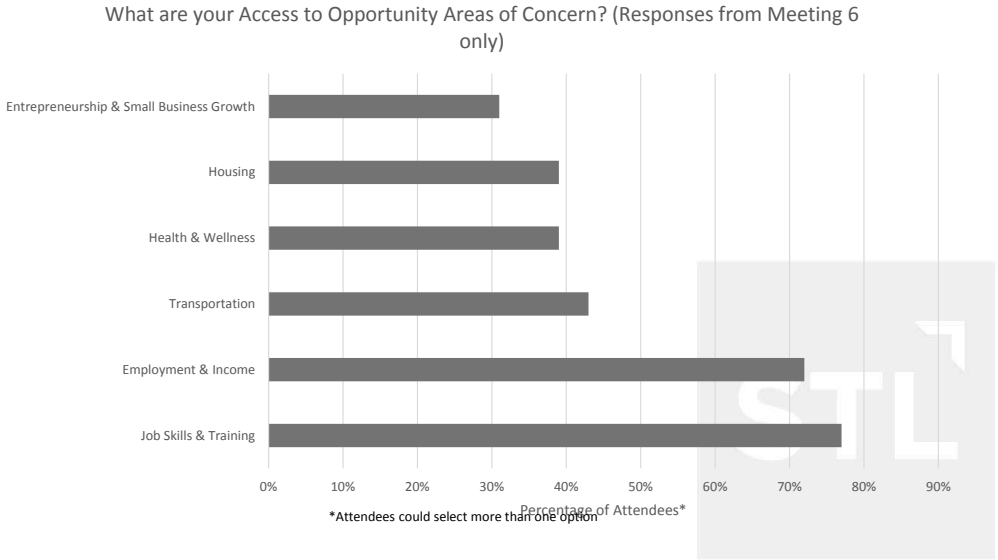
PRIORITIES OF THE COMMISSION

Secondary focus areas were identified as Education, Economic Opportunity, and Race and Ethnic Relations



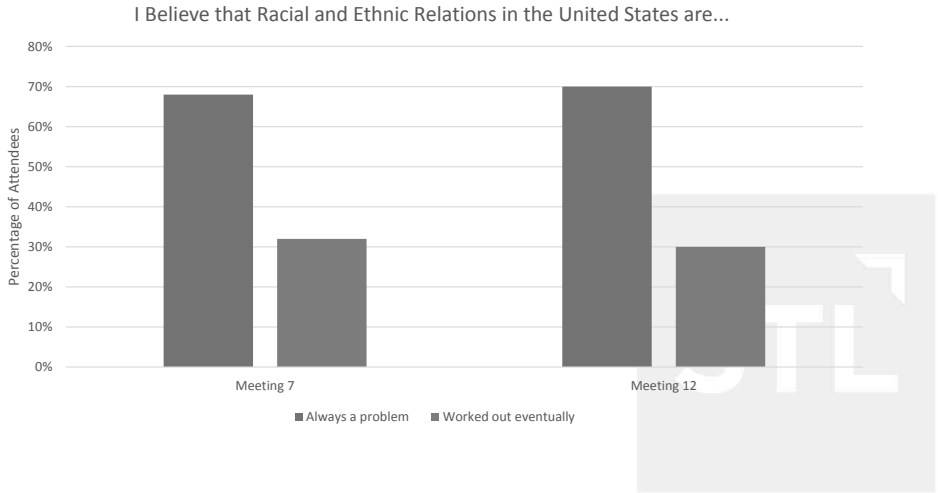
PRIORITIES OF THE COMMISSION

A majority of Attendees were concerned about Job Skills and Training, Employment and Incomes



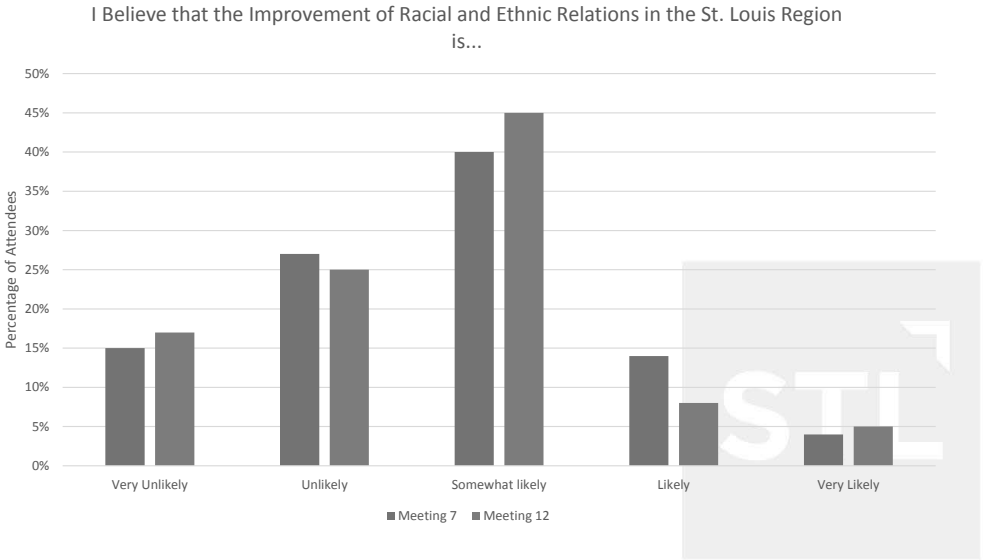
PERSPECTIVES ON RACE

On average, 69% of attendees believe racial and ethnic relations in the US will always be a problem compared with 31% who think it will be worked out eventually



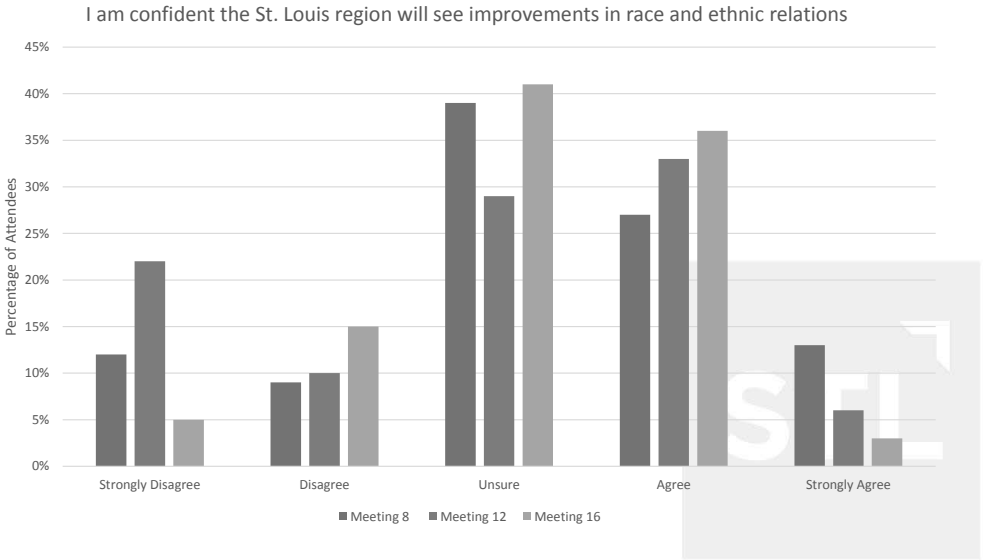
Perspective on Race

On average, 57% believe improvement in racial and ethnic relations is somewhat to very likely, 42% believe it is unlikely to very unlikely



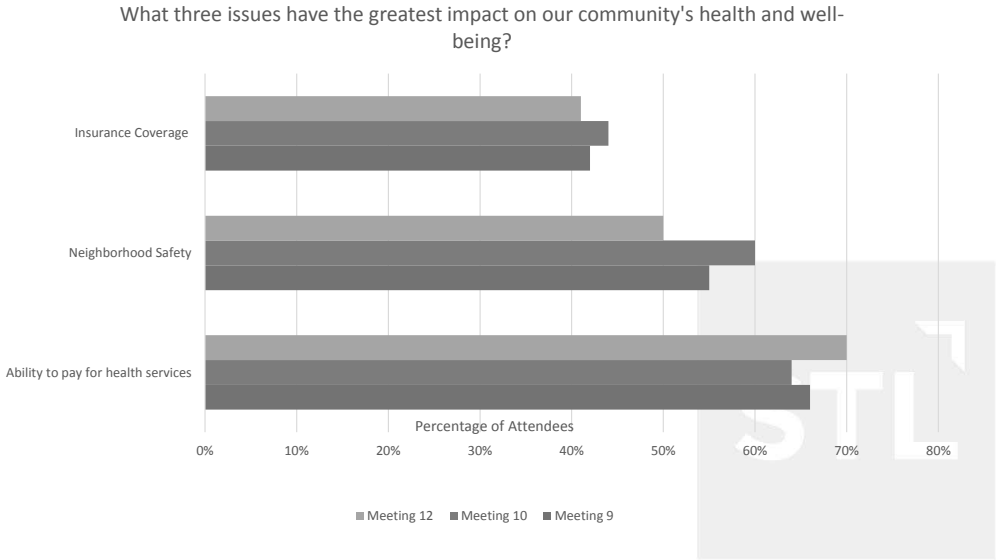
MOVING FORWARD

39% believe the region will see improvements, 24% do not, and 36% are unsure.



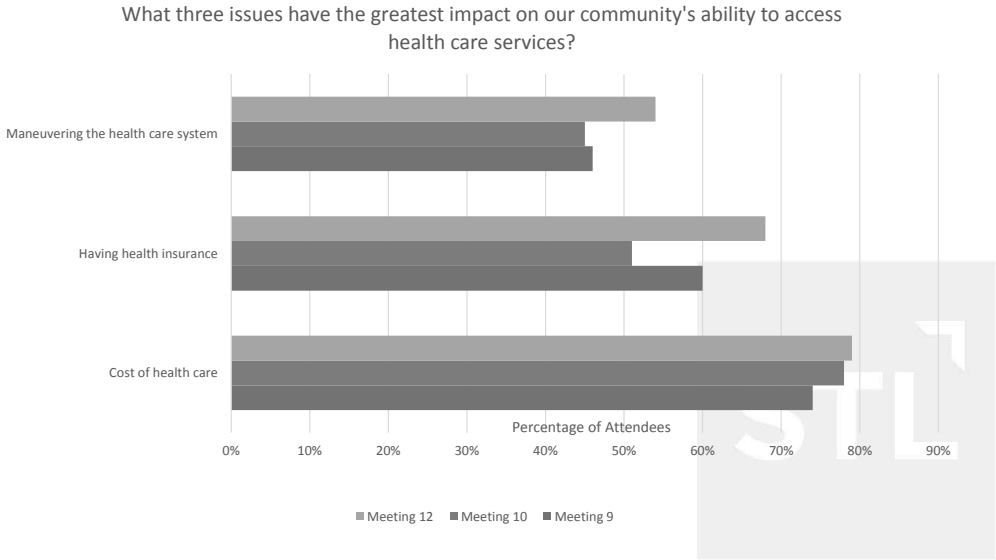
COMMUNITY HEALTH & WELL-BEING

Ability to pay for health services was identified by attendees as the issue with greatest impact on community health/well-being



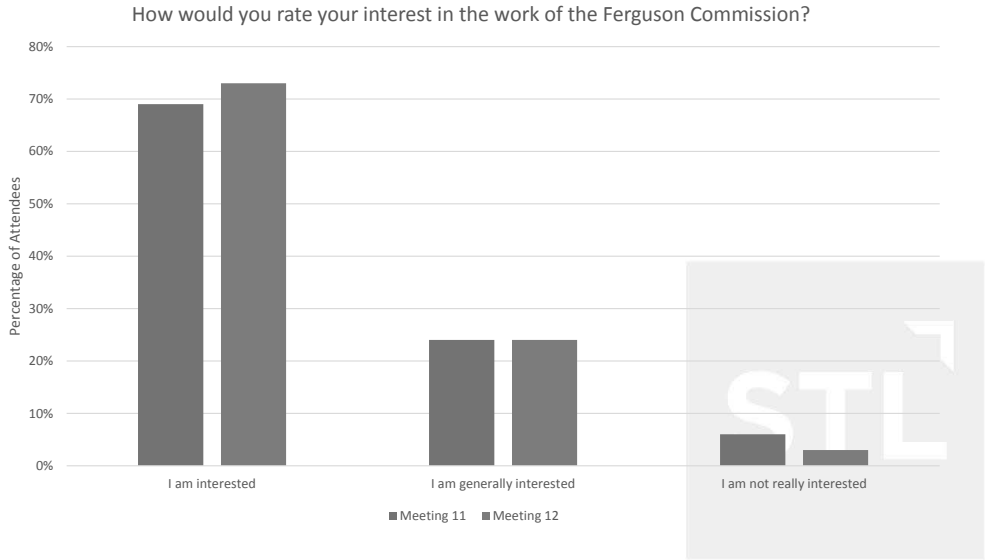
COMMUNITY HEALTH & WELL-BEING

Cost of health care was identified by attendees as the issue with greatest impact on the community's ability to access health care



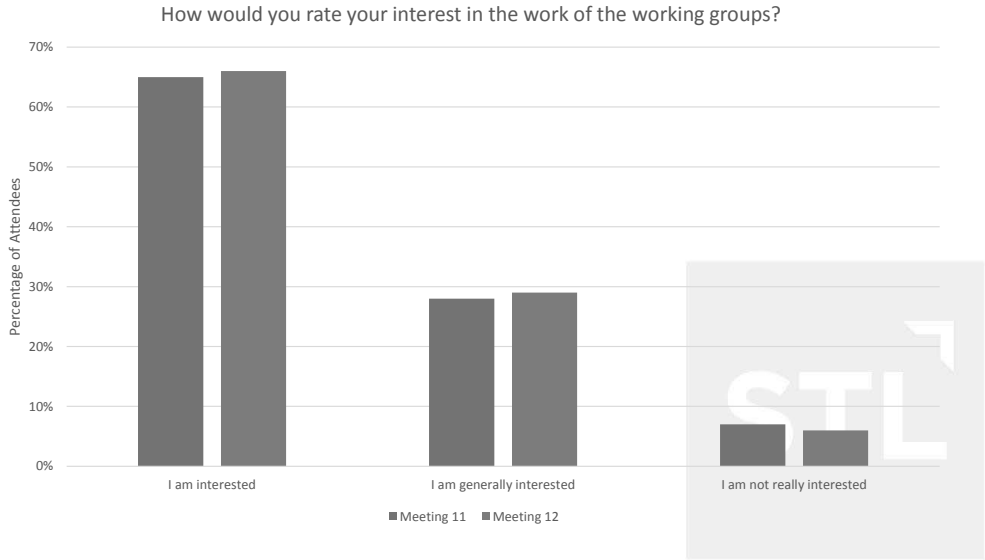
WORK OF THE COMMISSION

On average 95% of attendees said they are at least generally interested in the work of the Commission



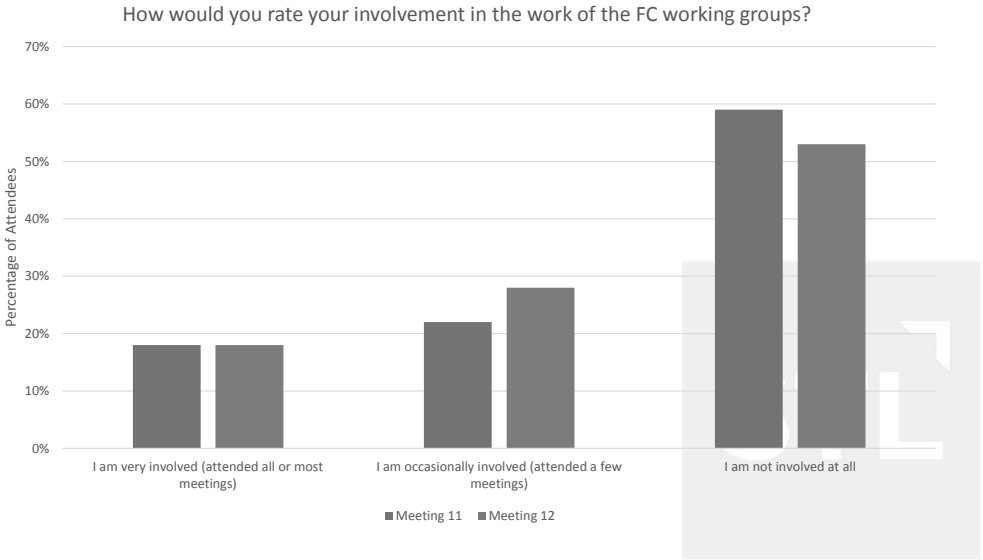
WORK OF THE COMMISSION

On average, 93% of attendees said they were at least generally interested in the work of the working groups.



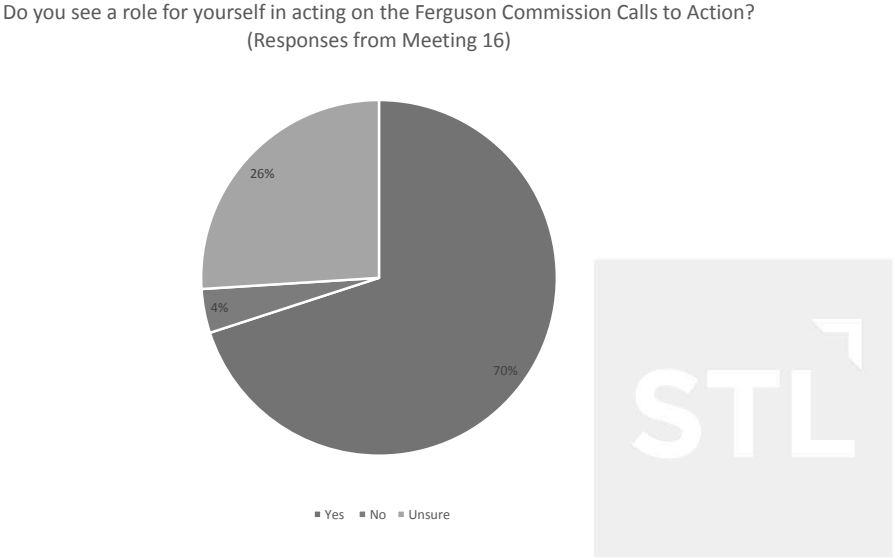
WORK OF THE COMMITTEE

On average, 56% of attendees were not involved, 25% were occasionally involved and 18% were very involved in working groups



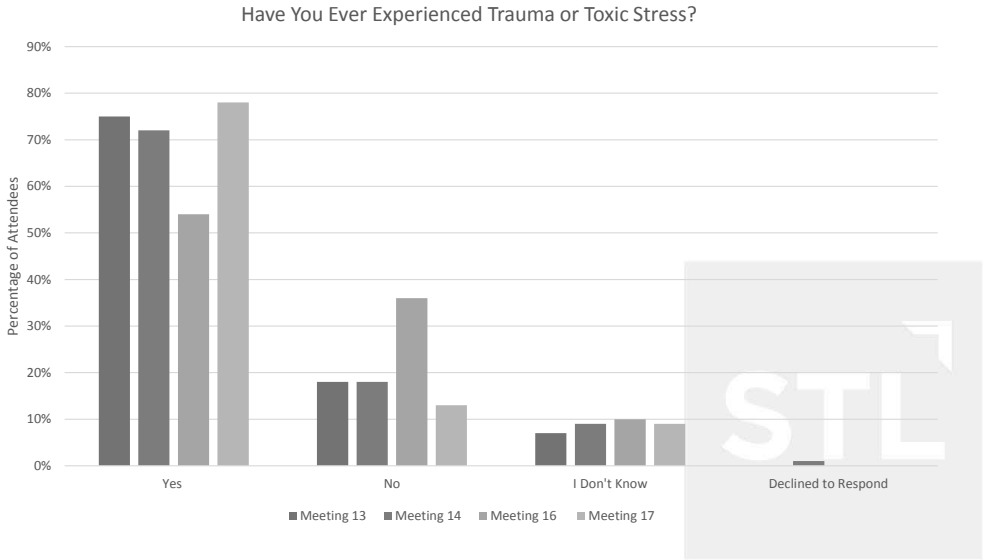
WORK OF THE COMMISSION

70% of attendees see a role for themselves in acting on Commission calls to action?



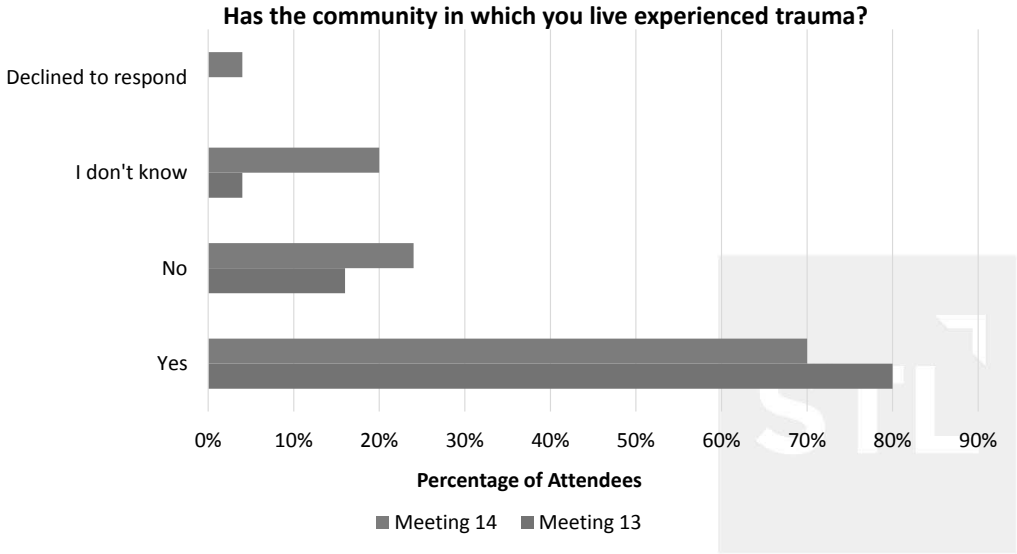
TRAUMA AND TOXIC STRESS

On average, 70% of attendees have experienced trauma and toxic stress



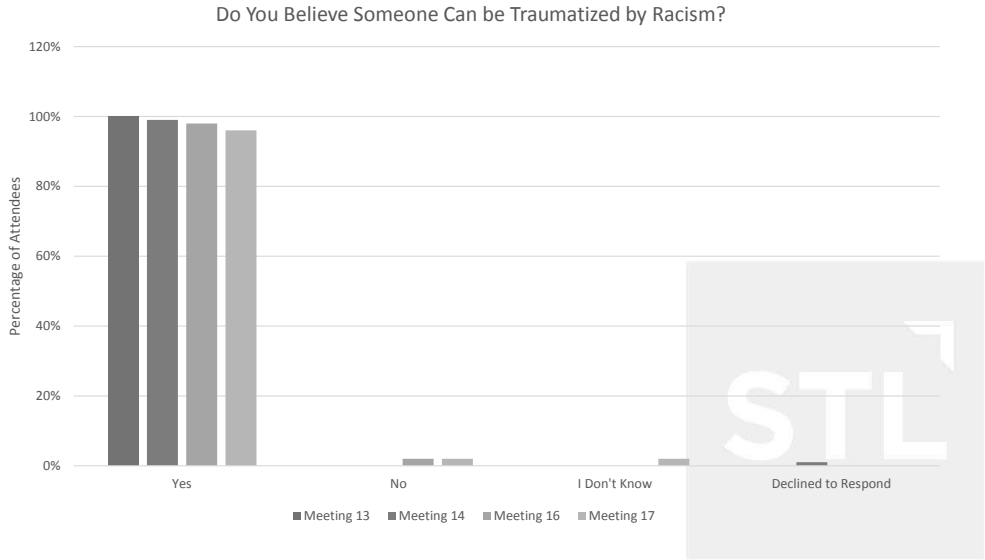
TRAUMA AND TOXIC STRESS

On average 72% of attendees also believe the community has experienced trauma and toxic stress



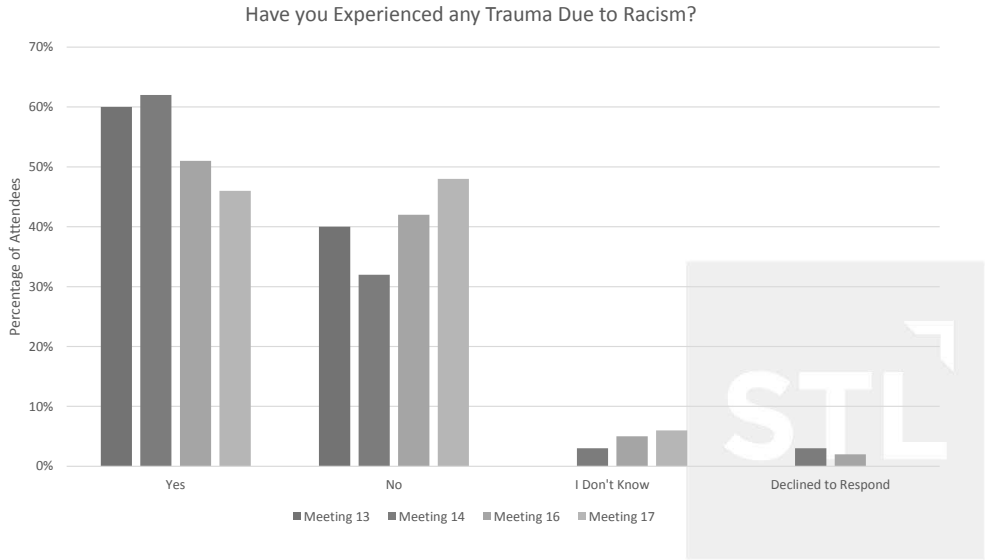
TRAUMA AND TOXIC STRESS

On average, 98% of respondents believe someone can be traumatized by racism



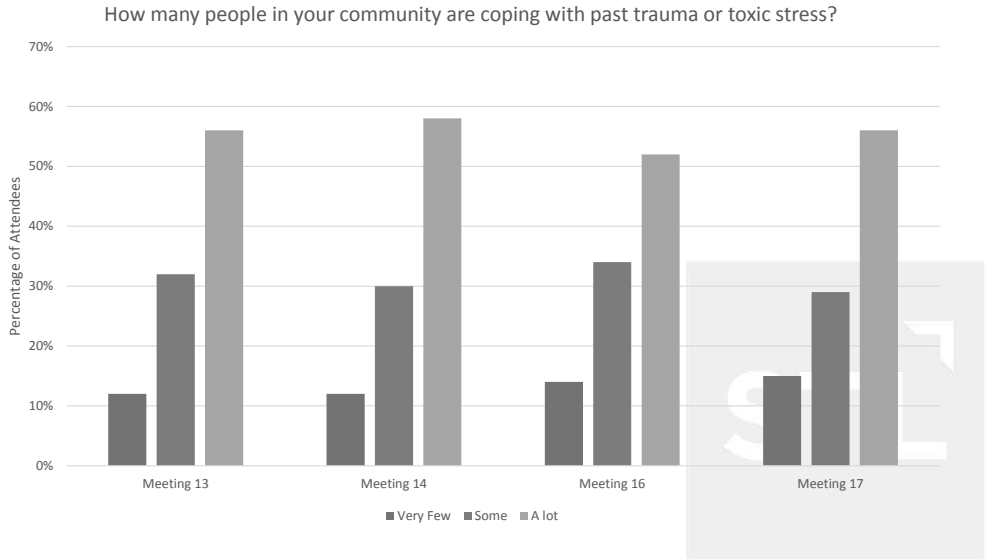
TRAUMA AND TOXIC STRESS

On average, 55% have experienced trauma due to racism



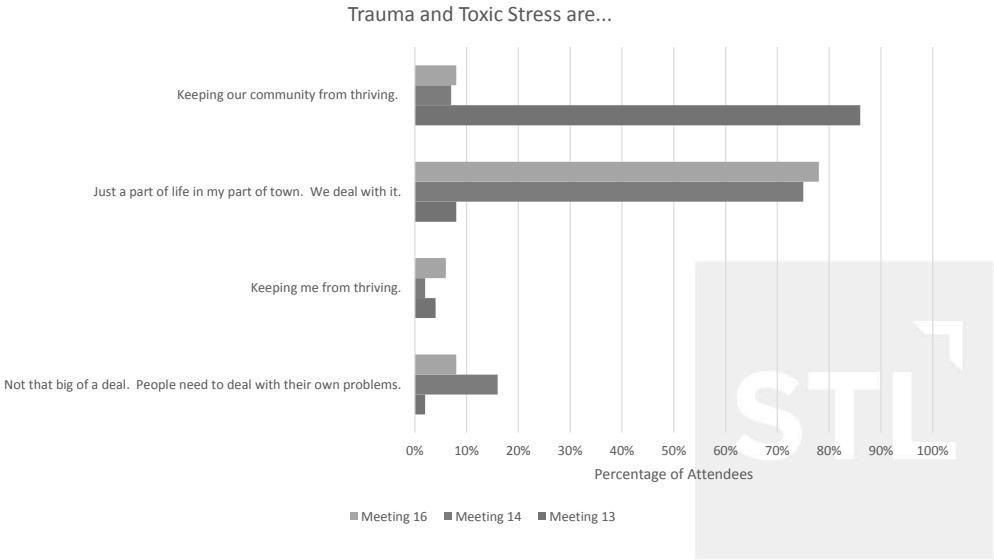
TRAUMA AND TOXIC STRESS

On average, 55% of attendees think a lot of people in their community are coping with trauma.



TRAUMA AND TOXIC STRESS

Some attendees believe trauma and toxic stress are keeping the community from thriving and others just think its part of life



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#STLFwdThru