



**POSITIVE
CHANGE**
THE FERGUSON COMMISSION

A PATH TOWARD CHANGE

November 12, 2015





FORWARD *through* FERGUSON

A Path Toward Racial Equity

After the death of Michael Brown Jr. on Aug. 9, 2014, "Ferguson" came to symbolize racial strife and inequality in the United States. From Paris to London to Singapore and throughout this country, the circumstances surrounding and following his death have sharply defined the challenges that demand transformation. The alternative to change is to accept an untenable environment that is fraught with inequities and continued conflict. The Governor asked a group of regional leaders — The Ferguson Commission — to study the situation and prove a path toward change. This is their report.

Photo by Lawrence Bryant

“Their most important work will be the changes we see in our institutions and our work places, in our communities and in our interactions with one another. Change of this magnitude is hard; but maintaining the status quo is simply not acceptable.”

- Governor Jay Nixon

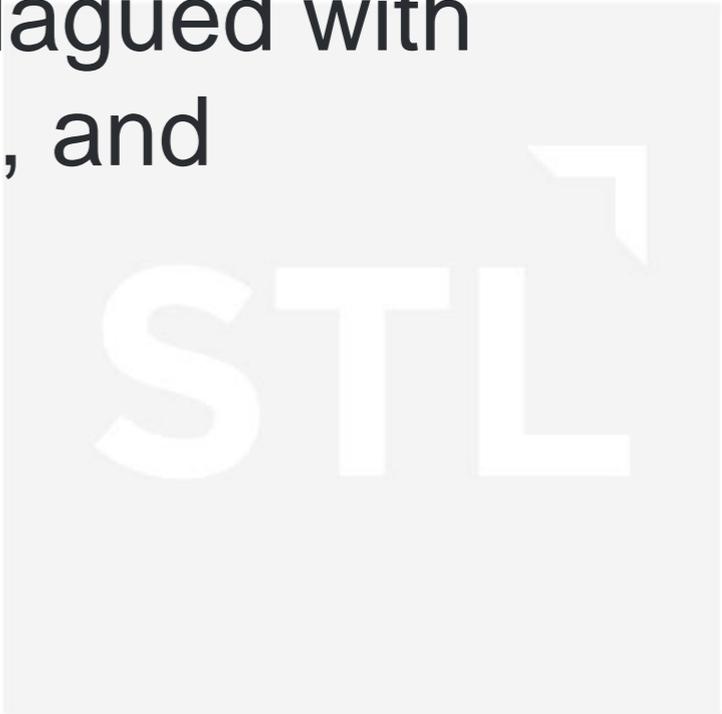
FERGUSON COMMISSION ANNOUNCEMENT CEREMONY



STL

FRAMEWORK FOR ROOT CAUSE

Community trauma is at the center of the lives of so many people living in an environment plagued with violence, generational cycles of poverty, and overwhelmed with loss and grief.

A large, faded version of the STL logo is positioned in the bottom right corner of the slide.



WELLBEING IN BODY, MIND AND SPIRIT IN CRITICAL TO SUSTAIN A MOVEMENT

“I ask that our definition of health is more in this conversation than absence of physical disease. My truth is that health is well-being of mind, of body, and spirit that thrive in safe and life-affirming surroundings.”

Excerpt from Inaugural Commission Meeting

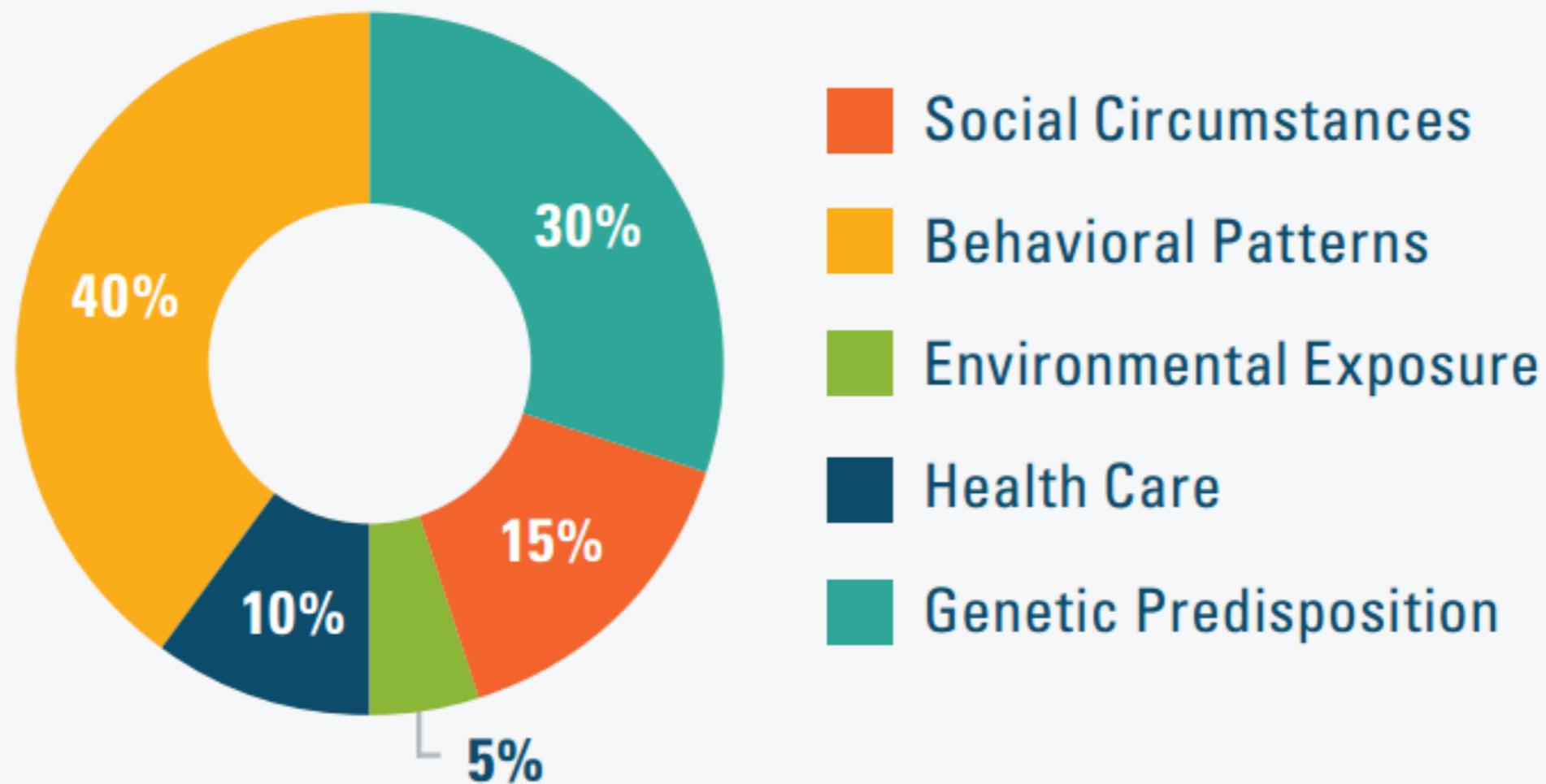
A large, faded version of the STL logo, consisting of the letters 'STL' in white on a light gray square background.

WHAT TRAUMA LOOKS LIKE

Reported by the meeting attendees

- Exposure to violence
- Increasing economic divide
- Lack of social capital or human interaction
- Anxiety and insecurity
- Mass media can exacerbate existing trauma
- Poverty
- Inability or unwillingness to lean in and discover root causes
- Not fully addressing the problems
- Everything goes back to racism
- Unemployment
- **Toxicity permeates everything – analogy to the physical body**
- If something toxic is in your community, everything else within the community is impacted because it is all connected to each other
- “Constantly being told to pull yourself up by your bootstraps”
- Other “trite” advice in response to an experience with trauma
- Being unable to appropriately help those who have experienced trauma
- **“One-size-fits-all response to trauma”**
- “People are not all the same”

Figure 3. Factors Contributing to Premature Death



Source: Schroeder, SA. We can do better-improving the health of the American people. New England Journal of Medicine 2007;357:1221-8. Adapted from McGinnis, JM, Williams-Russo, P, Knickman, JR. The case for more active policy attention to health promotion. Health Affairs 2002;21:78-93.

SIGNATURE PRIORITY RACIAL EQUITY

The Commission's charge was to address the underlying root causes that led to the unrest in the wake of Michael Brown Jr's death. Race is inherent in every root cause. Eliminating existing disparities for racial and ethnic populations is a fundamental goal of the calls in this report.



RACIAL EQUITY

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...

Accountable Bodies: [Collective Impact Initiatives](#) [Corporations](#) [Government Organizations](#) [Non-Profit Organizations](#)

Engage the Faith Community in the Racial Equity Mission

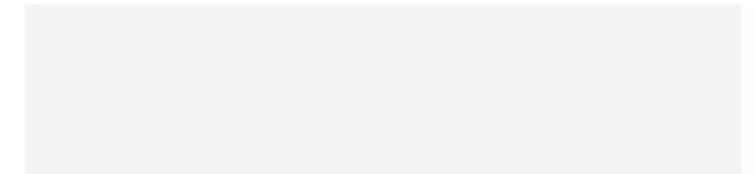
Faith communities and authorized faith leaders are called to directly engage in networks and tables of policy discussion across the region to shape how we work together and inform the conversation directly. Develop new and provide existing assets to the region with a multi-faith set of resources for racial equity and reconciliation informed by various...

Accountable Bodies: [Authorized Faith Leaders](#) [Inter-Faith Partnership and the Cabinet](#) [Theological Institutions with Alumni Leaders](#)

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 Bodies: [Arts & Education Council](#) [City of St. Louis Civic Progress](#) [Community Foundation](#) [Gateway Center for Giving](#) [Health Departments](#) [Missouri Department of Elementary and Secondary Education \(DESE\)](#) [Missouri Humanities Council](#) [RAC](#) [RCGA](#) [SLEDP](#) [St. Louis County](#) [United Way](#)



SIGNATURE PRIORITY JUSTICE FOR ALL

Achieving justice for all requires a commitment to begin an honest review of how consolidation of police departments and municipal courts could commence. Building relationships based upon mutual respect and trust, being transparent about challenging and destructive behaviors and embracing fair and reasonable laws and policies will lay the foundation for unbiased, responsive government.



FORWARD *through*
FERGUSON

JUSTICE FOR ALL

WITHIN THIS PRIORITY

Police Reform

- Use of Force
- Training
- Civilian Review
- Response to Demonstration

Court Reform

- Sentencing Reform
- Constitutional Rights
- Conflict of Interest

Consolidation

- Consequences of Court Fragmentation
- Consequences of Police Fragmentation



SIGNATURE PRIORITY YOUTH AT THE CENTER

Our youth present our greatest opportunity to impact positive and lasting change. Addressing our endeavors to the whole child through education, health, encouragement, support and opportunities will fundamentally change their lives now and their futures forever.



FORWARD *through*
FERGUSON

YOUTH AT THE CENTER

WITHIN THIS PRIORITY

Supporting the Whole Child

- Addressing Hunger
- Schools as Centers of Health
- Reforming School Discipline

Education Infrastructure Reform

- Investing in Early Childhood Education
- Supporting Education Innovation
- Fixing School Accreditation



SIGNATURE PRIORITY OPPORTUNITY TO THRIVE

Escaping the vicious cycle of economic strife is a struggle at the crossroads of health, employment, education, housing and finances. Families and individuals whose lives hover at the edge of financial stability are devastated when faced with an unexpected or unmanageable financial setback and often never recover. Predatory lending practices shamelessly prey upon people when they are at their most vulnerable.

FORWARD *through*
FERGUSON



OPPORTUNITY TO THRIVE

WITHIN THIS PRIORITY

Expanding Medicaid

Financial Empowerment

- Minimum Wage
- Predatory Lending
- Child and Family Development Accounts
- Financial Empowerment Sites

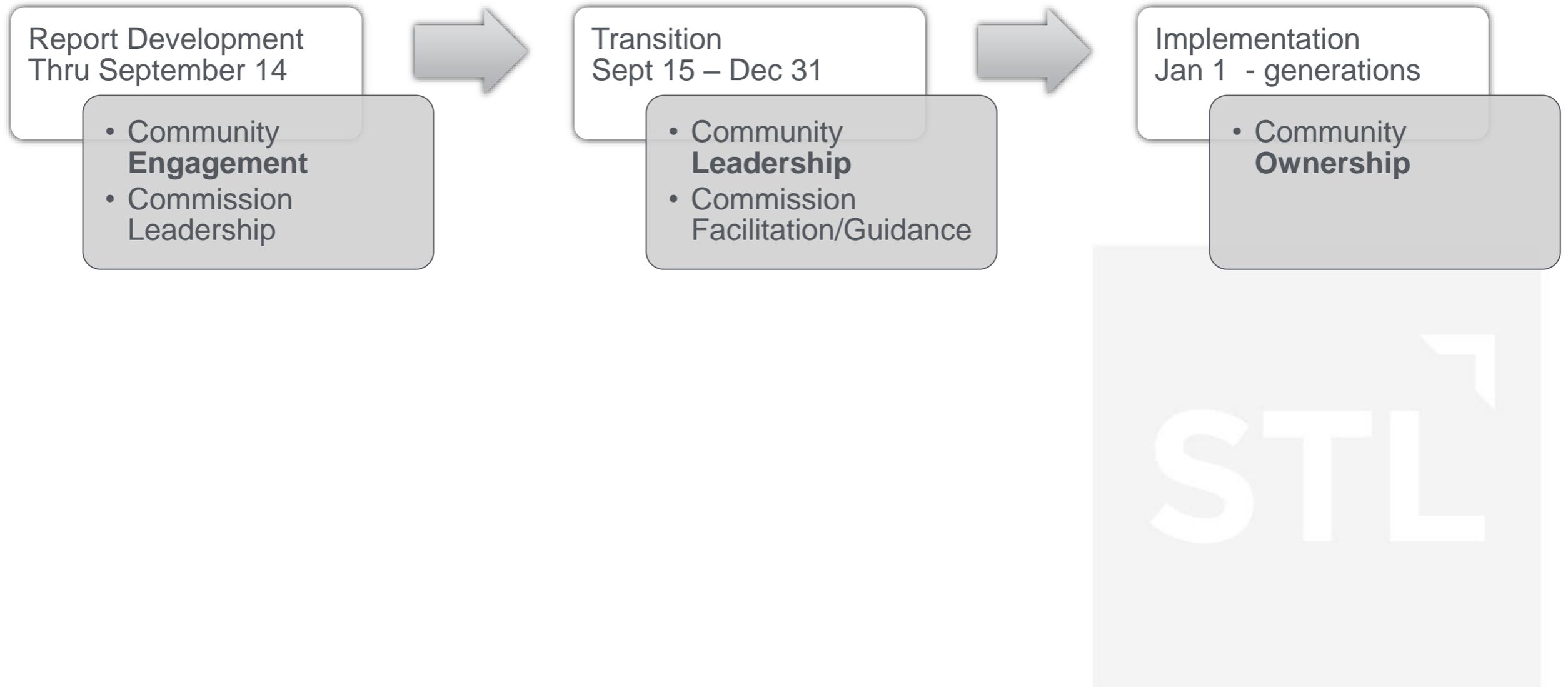
Employment

Housing

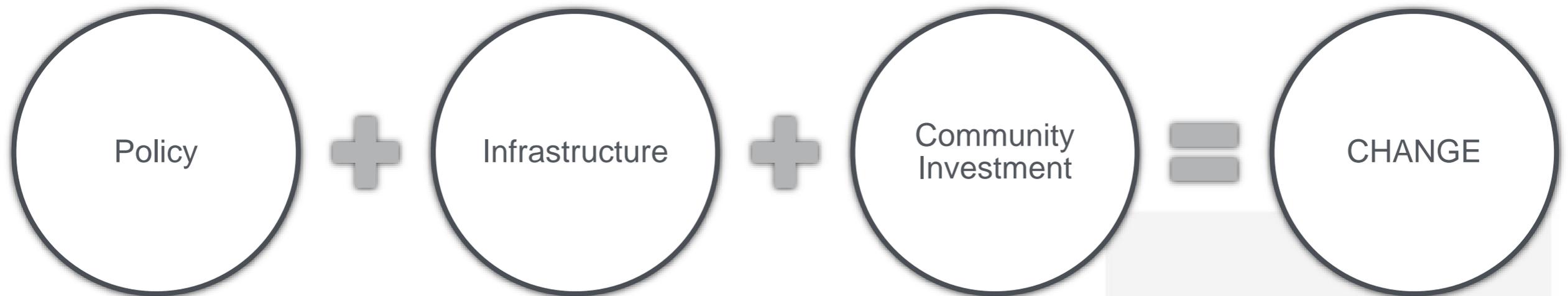
Transportation



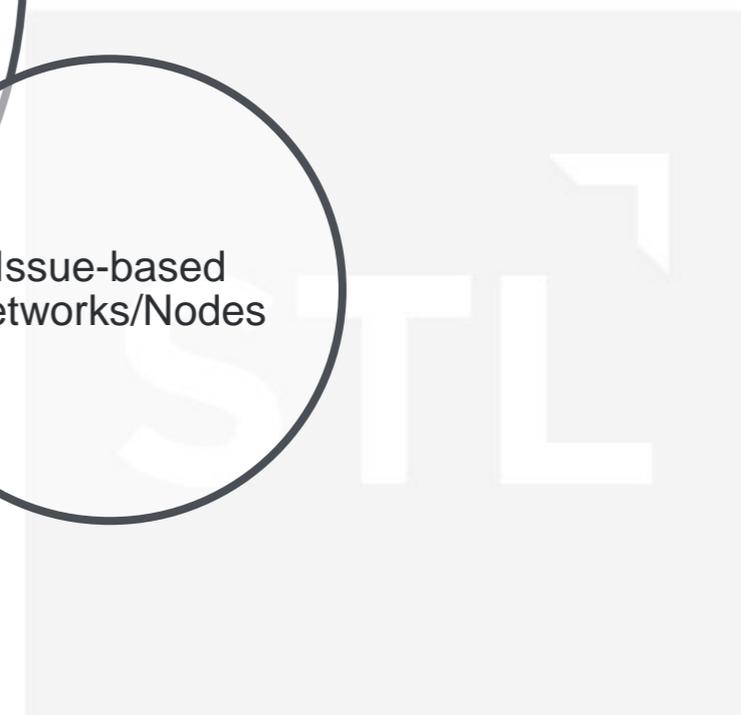
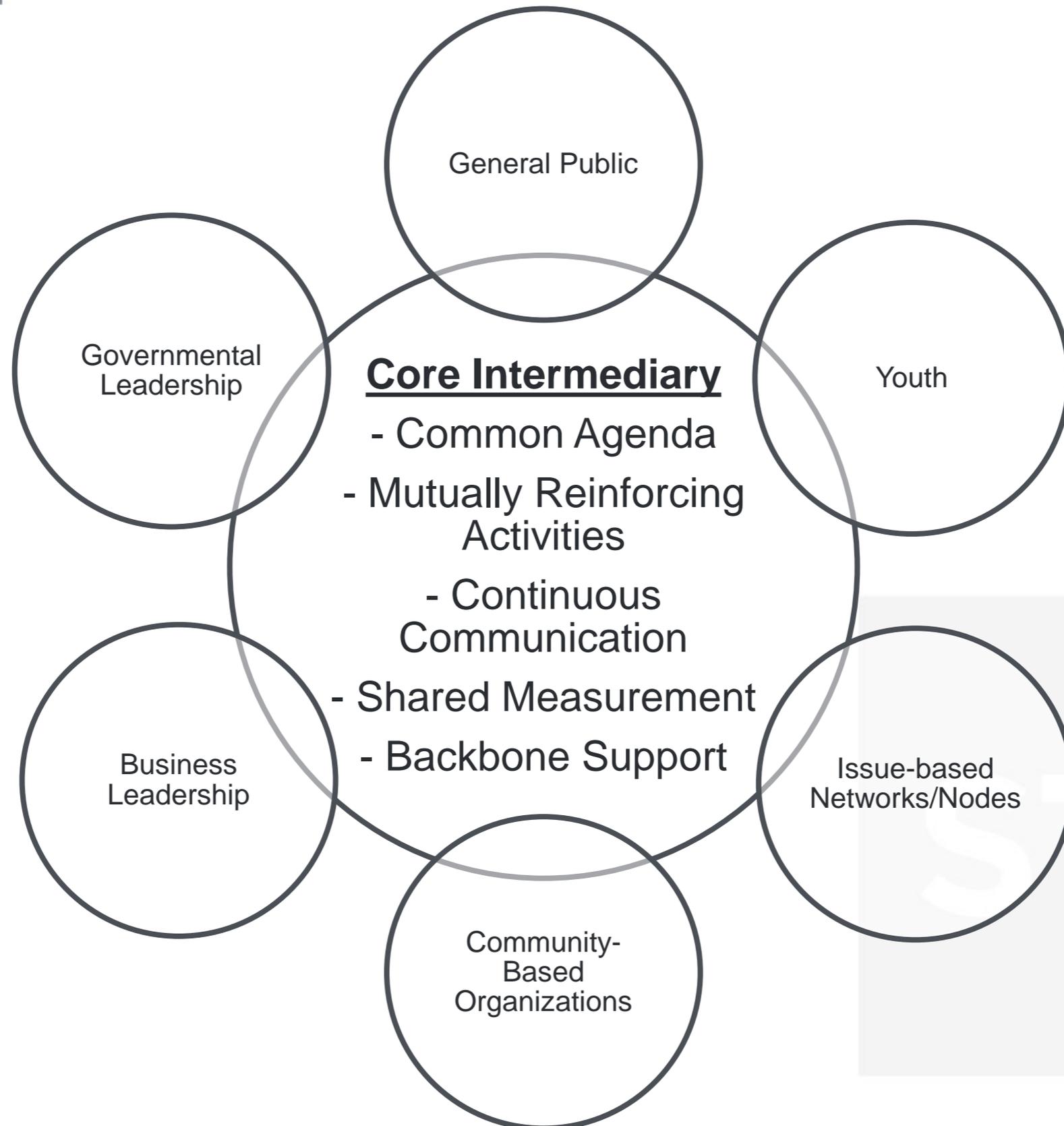
DRIVING POSITIVE CHANGE



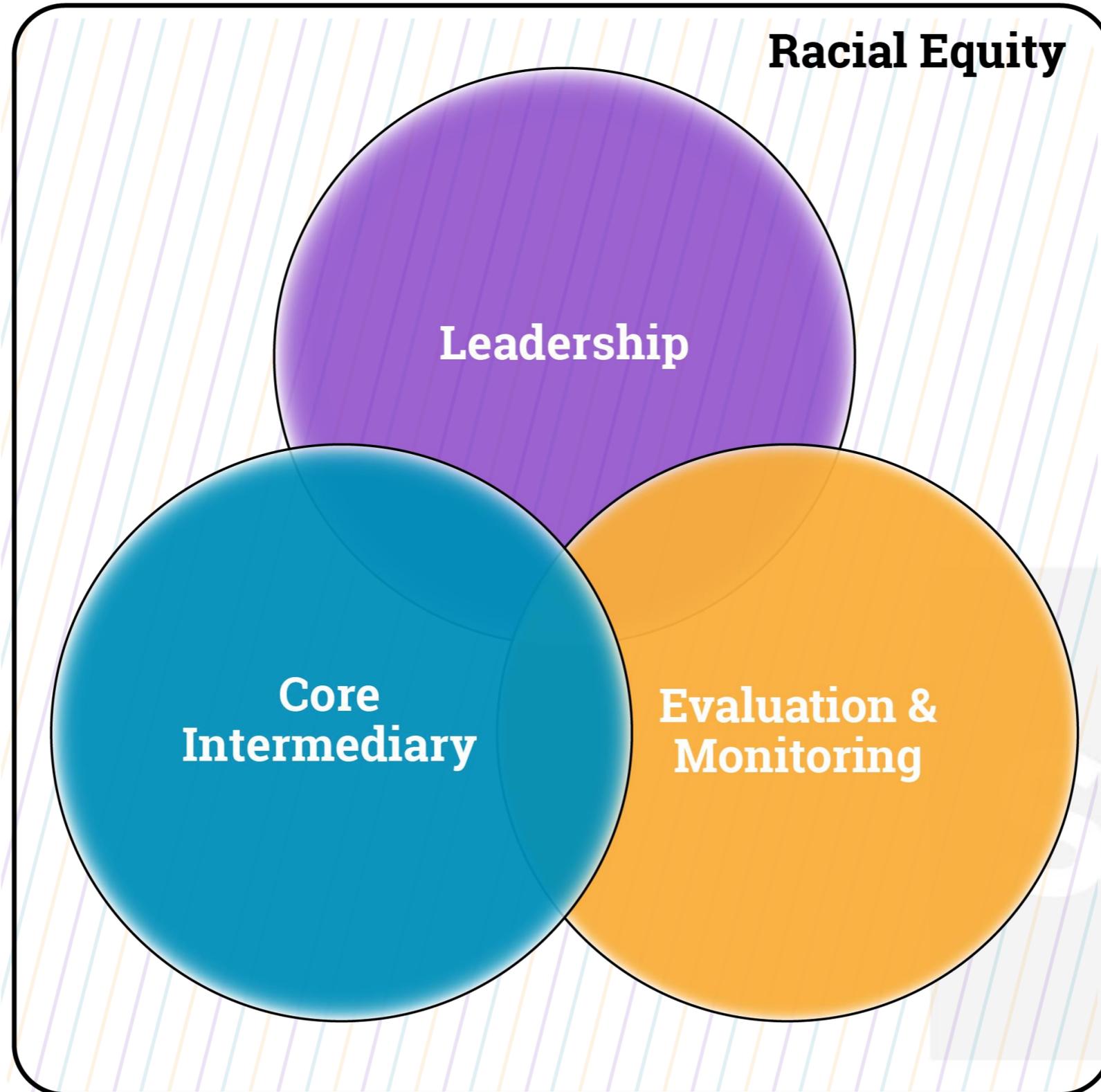
LEVERAGING REGIONAL CAPACITY



SUSTAINING CHANGE TOGETHER



SUSTAINING CHANGE TOGETHER



RELEVANT CALLS TO ACTION

CALL TO ACTION

ACCOUNTABLE BODIES

JUSTICE FOR ALL

Provide Mental Health Services for Officers

1.

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)

Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health

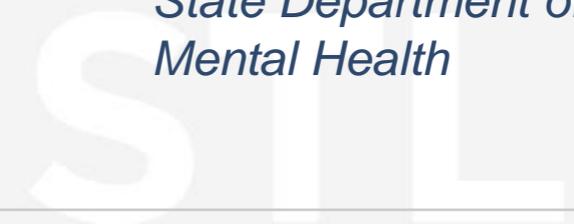
Support Officer Well-Being

2.

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)

Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health



RELEVANT CALLS TO ACTION

CALL TO ACTION

ACCOUNTABLE BODIES

JUSTICE FOR ALL

Require Psychological and Bias Screenings

3. 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)

Missouri Legislature, POST, Governor, St. Louis County and Municipal Leadership, State Department of Mental Health, Diversity, Equity and Inclusion Practitioners

Conduct Peer Review of Critical Incidents

4. 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)

Missouri legislature, St. Louis City and County Police Departments



RELEVANT CALLS TO ACTION

CALL TO ACTION

ACCOUNTABLE BODIES

JUSTICE FOR ALL

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.

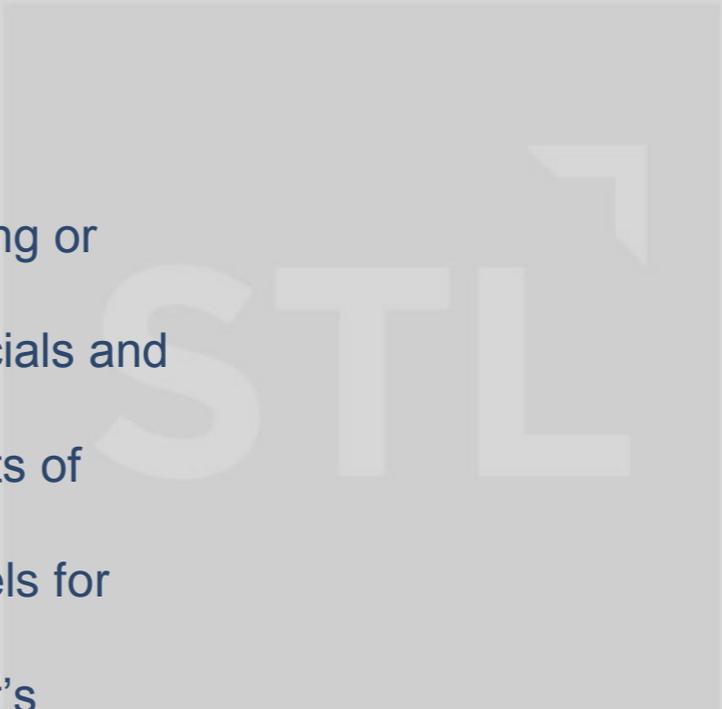
Proposed information would include:

[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

*Department Executives,
Missouri Legislature,
Missouri Department of
Public Safety, CALEA,
MPCA*



5.

RELEVANT CALLS TO ACTION

CALL TO ACTION

ACCOUNTABLE BODIES

YOUTH AT THE CENTER

Establish School-Based Health Centers & Trauma-Informed Schools

Local School Districts, Child Serving Systems, Philanthropic Community, Missouri Congressional Delegation

6. 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>

Review the Missouri Family Support Division

7. 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

Governor, Missouri Legislature

RELEVANT CALLS TO ACTION

CALL TO ACTION	ACCOUNTABLE BODIES
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YOUTH AT THE CENTER

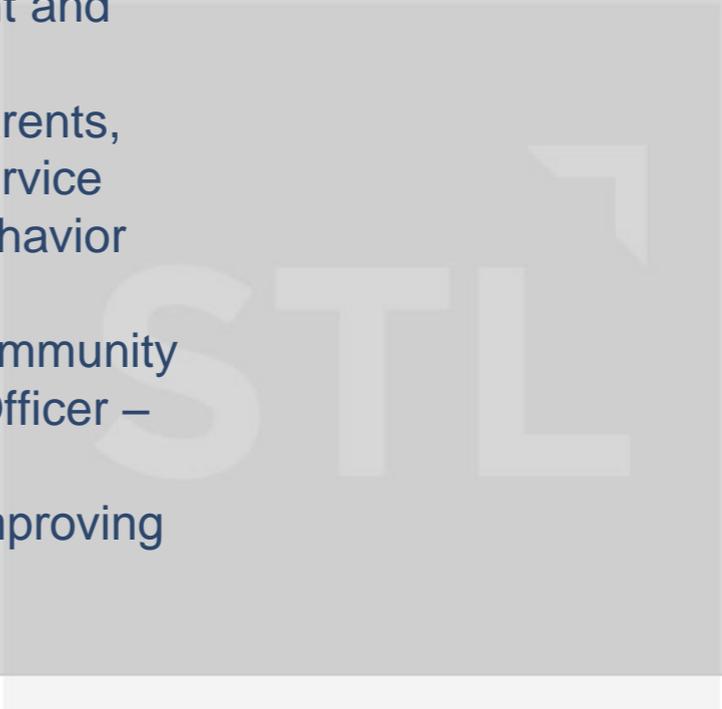
Reform School Discipline Policies

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.
- CONTINUED ON NEXT PAGE

DESE, Missouri Legislature, Missouri Courts, Governor, Local School Districts

8.



RELEVANT CALLS TO ACTION

CALL TO ACTION	ACCOUNTABLE BODIES
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YOUTH AT THE CENTER

<p>Reform School Discipline Policies, Cont.</p> <p>9. <ul style="list-style-type: none"> • 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. </p>	<p><i>DESE, Missouri Legislature, Missouri Courts, Governor, Local School Districts</i></p>
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Deliver Trauma-Informed Care

<p>10. 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</p>	<p><i>Regional Hospital Systems, Child/Family Service Systems</i></p>
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RELEVANT CALLS TO ACTION

CALL TO ACTION	ACCOUNTABLE BODIES
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End Shame and Stigma

11. 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

Governor

OPPORTUNITY TO THRIVE

Expand Medicaid Eligibility

12. 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.

Corporations, nonprofits, government organizations and collective impact initiatives

Provide Gap Coverage

13. 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).

Regional Health Commission

Increase ACA Marketplace Enrollment

14. Increase insurance coverage and access for everyone by enrolling more people in the ACA marketplace.

Enrollment assistance providers (e.g., navigators), funders of enrollment assistance providers

RELEVANT CALLS TO ACTION

CALL TO ACTION

ACCOUNTABLE BODIES

RACIAL EQUITY

Broadly Apply a Racial Equity Framework

15.

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:

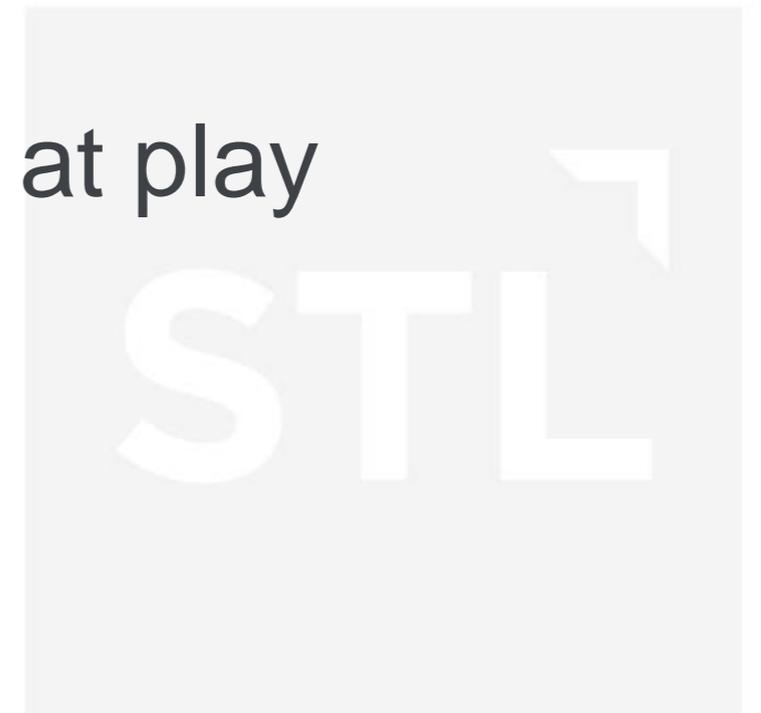
- Whom does this benefit?
- Does this differentially impact racial and ethnic groups?
- What is missing that will decrease or eliminate racial disparities?

Corporations, nonprofits, government organizations and collective impact initiatives



OPPORTUNITIES TO ENGAGE

- Read the report
 - Read the Introduction
 - Read the Signature Priorities
 - Browse the Calls to Action
 - Identify what matters to you
- Apply the Racial Equity Lens
 - Understand outcome measures at play
 - Seek disaggregated data
- Understand programs vs policy



OPPORTUNITIES TO ENGAGE

- Be educated about the details of the specific issue
- Educate others
- Identify the levers involved in the issue
- Know which levers (pressure points, leaders, organizations, decisions) do what and how they act on the ultimate accountable body
- Apply your knowledge/support/pressure to those levers
- Know what votes count (when there is a vote, what is it tied to, driven by? what will the outcome mean for the issue - directly or indirectly)

OPPORTUNITIES TO ENGAGE

- Hold all leadership accountable
- Model behavior to match change you want to see
- Reinforce good work
- In your spaces (neighborhood association, school groups, boards, etc), align efforts and investments where possible
- Be in the room, whatever room, and use your voice to support the above

OPPORTUNITIES TO ENGAGE

What are the next steps for Coalition member organizations, the Coalition, and the Department of Mental Health?

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STL

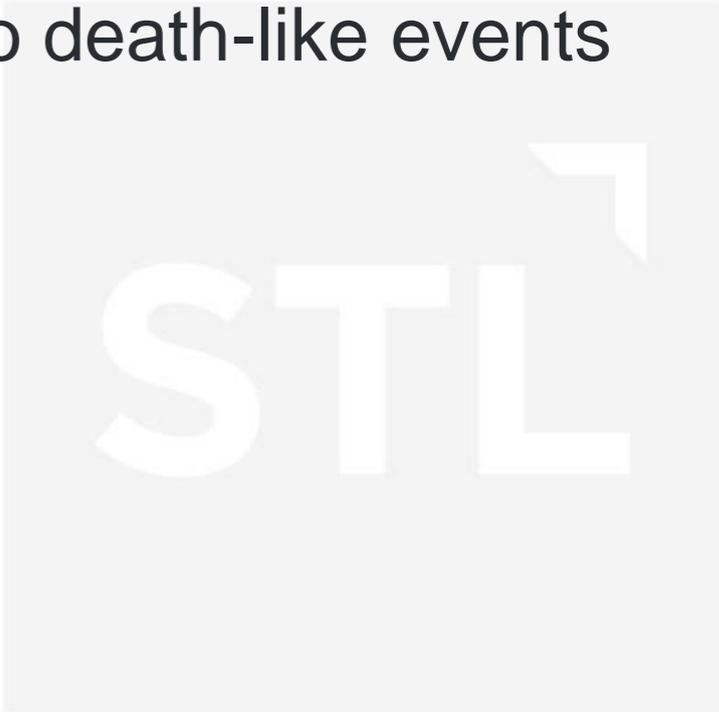
APPENDIX



THE IMPACT OF TRAUMA AND TOXIC STRESS

“What is your definition of trauma and toxic stress personally and as a community?”

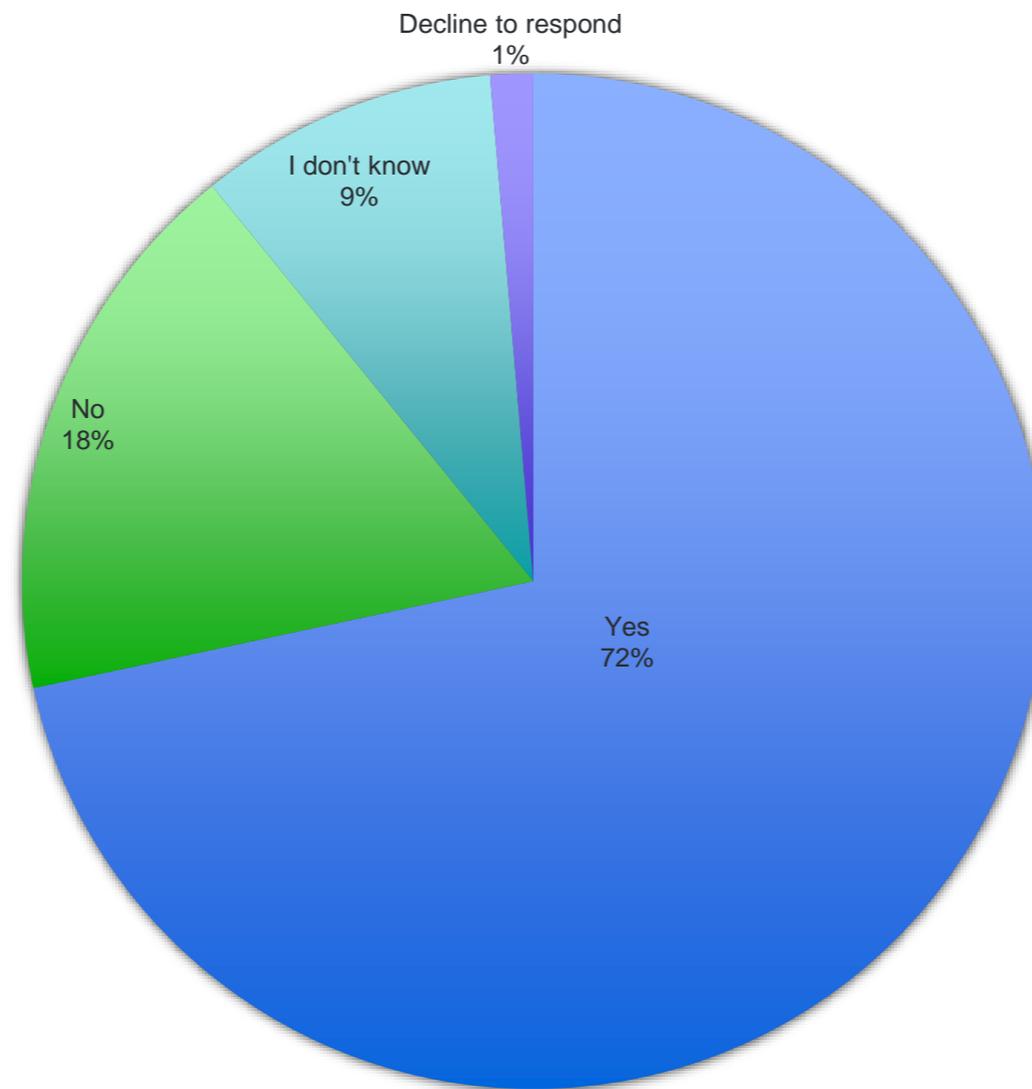
- Racism – ongoing toxic stress, it never stops
 - “Hit in the gut,” feels like someone hit you
- Those things that keep you from being alive, from actually thriving
- The toxic side of it is that it’s ongoing and leads to death-like events when unchecked (or death)

A large, faded version of the STL logo, consisting of the letters 'STL' in a bold, sans-serif font, set against a light gray square background.

STL

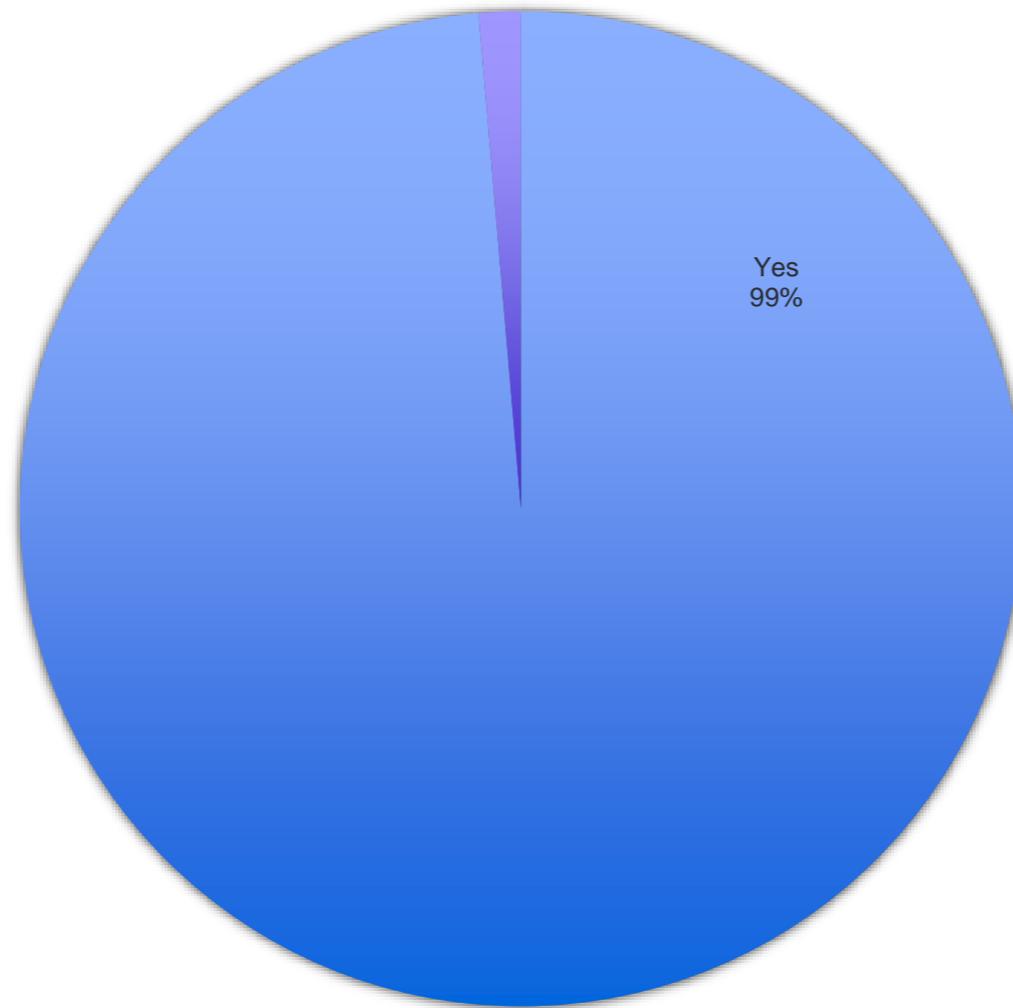
WHAT TRAUMA LOOKS LIKE

Seven of ten attendees have experienced traumatic or toxic stress



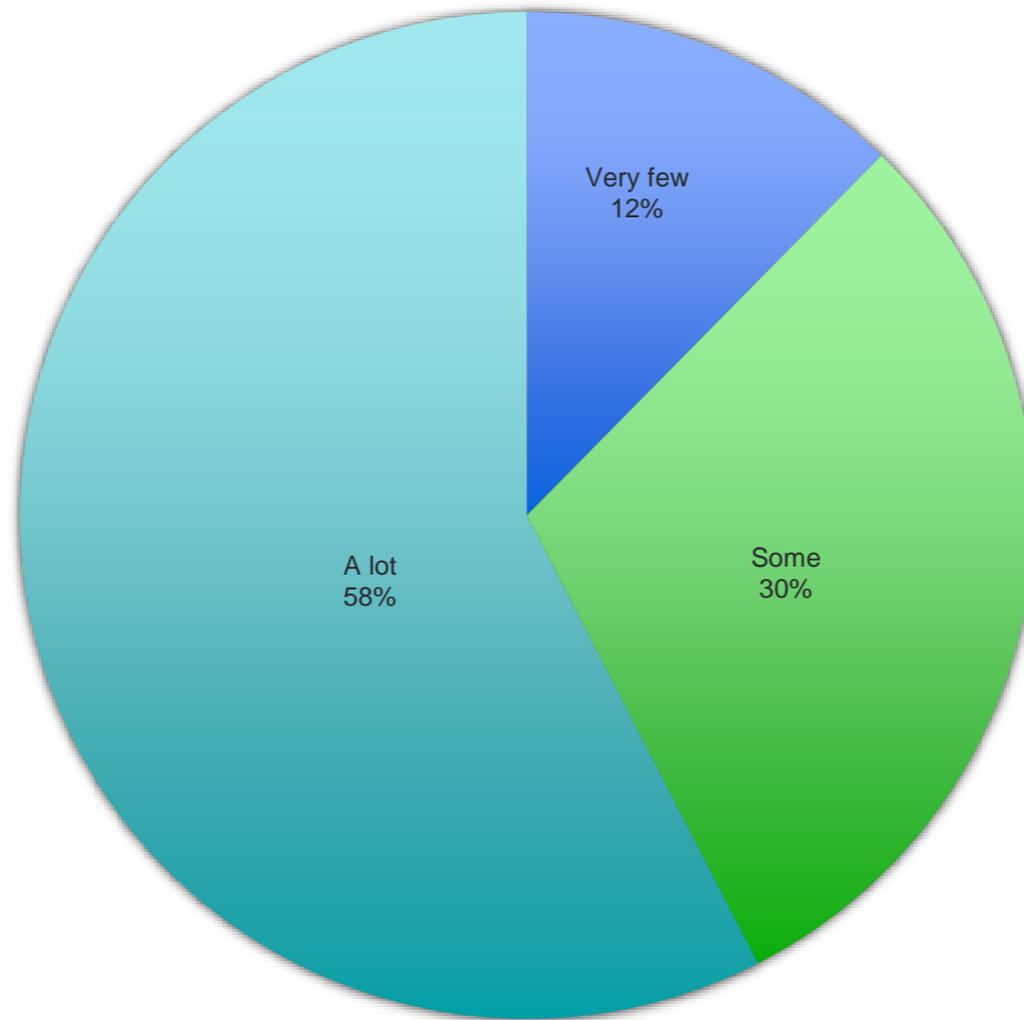
WHAT TRAUMA LOOKS LIKE

Almost all attendees believe one can be traumatized by racism



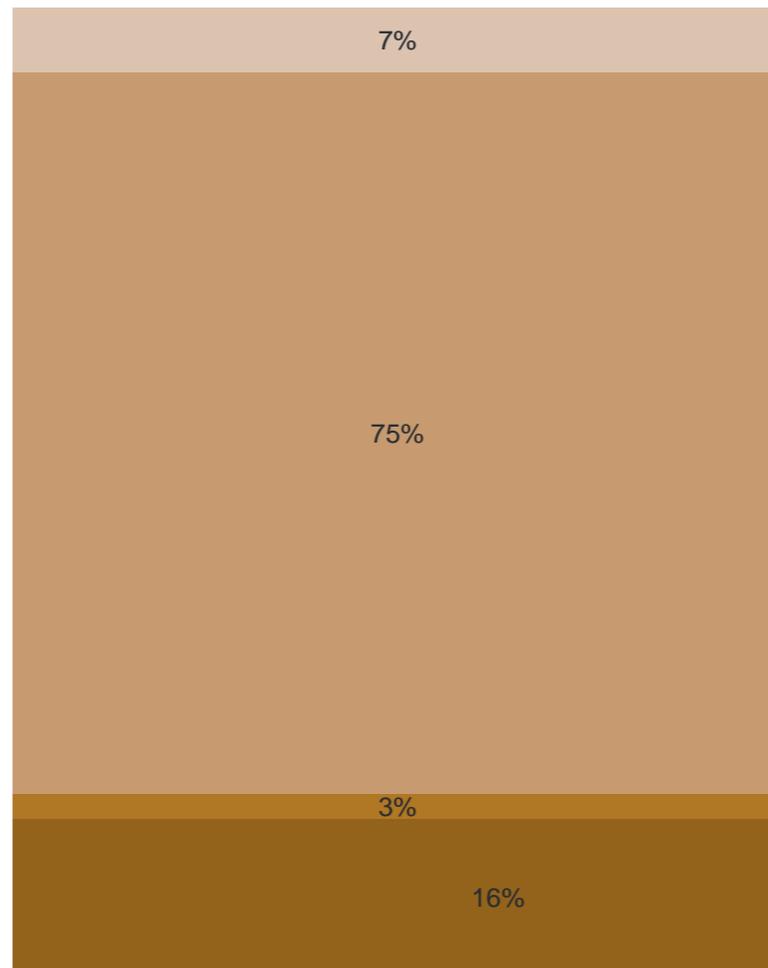
WHAT TRAUMA LOOKS LIKE

Almost 6 of 10 attendees feel "a lot" of residents in their community are coping with trauma or toxic stress

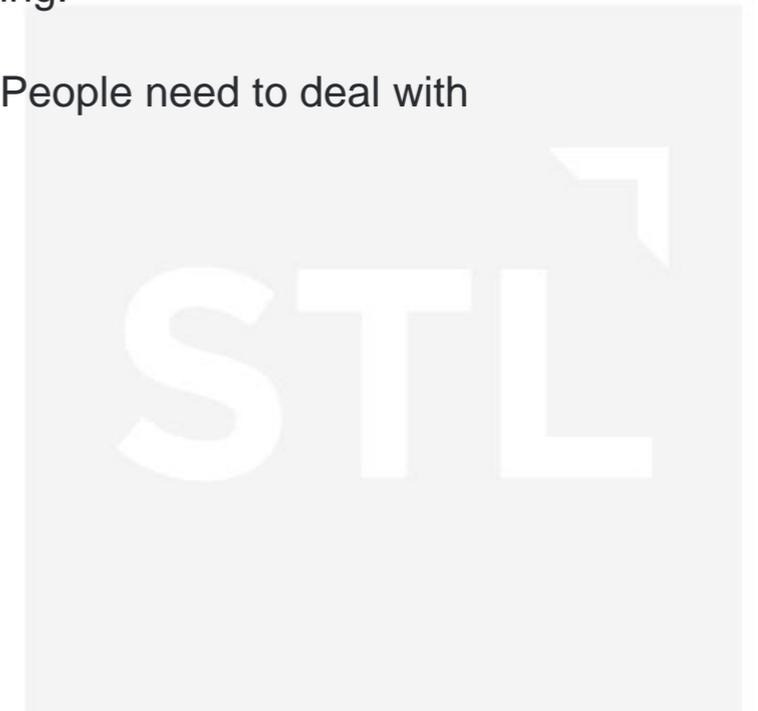


WHAT TRAUMA LOOKS LIKE

Almost eight of ten feel trauma and toxic stress are just a part of life in their town.



- Keeping our community from thriving.
- Just a part of life in my part of town. We deal with it.
- Keeping me from thriving.
- Not that big of a deal. People need to deal with their own problems.



A BOLD EXPERIMENT



CONFRONTING OUR REALITY

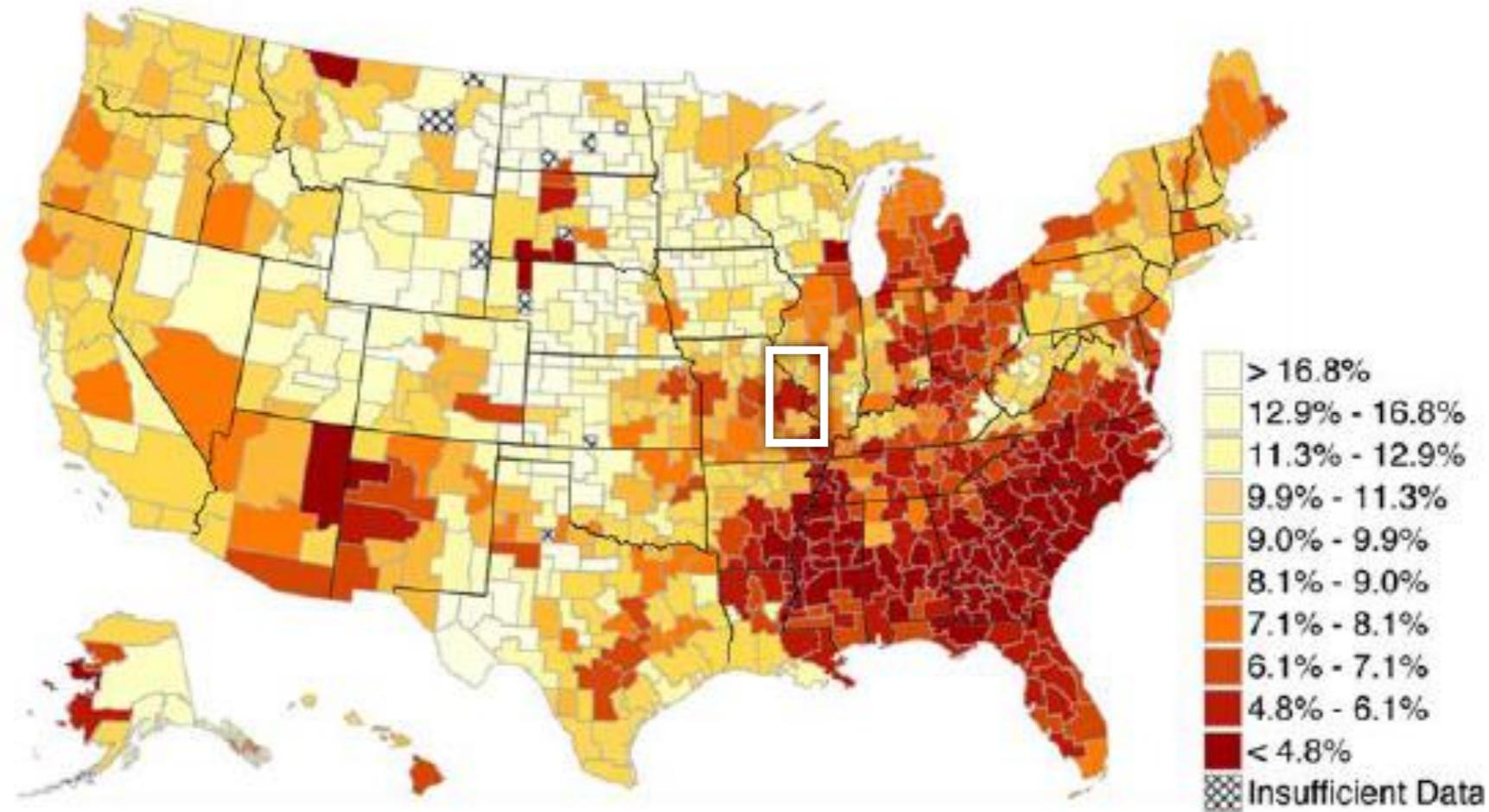
A tale of two ZIP codes⁷



Source: City of St. Louis Department of Health-Center for Health Information, Planning, and Research; Census 2010; MODHSS, Death MICA 2010
Notes: ZIP code life expectancies were derived using population counts from Census 2010 and deaths from Death MICA 2010. Total percentage for race may exceed 100% due to rounding.

An 18-year gap in life expectancy between zip codes less than 10 miles apart.

CONFRONTING OUR REALITY



St. Louis ranks **43rd** of 50 large metro areas in economic mobility:
The likelihood that a family will move up the income ladder
from one generation to the next.

CONFRONTING OUR REALITY

Figure 51. Infant death rate in St. Louis County



Adapted from Visualizing Health (see resources)

Source: MODHSS, Infant Health Profile

Notes: Data years include 2000-2010

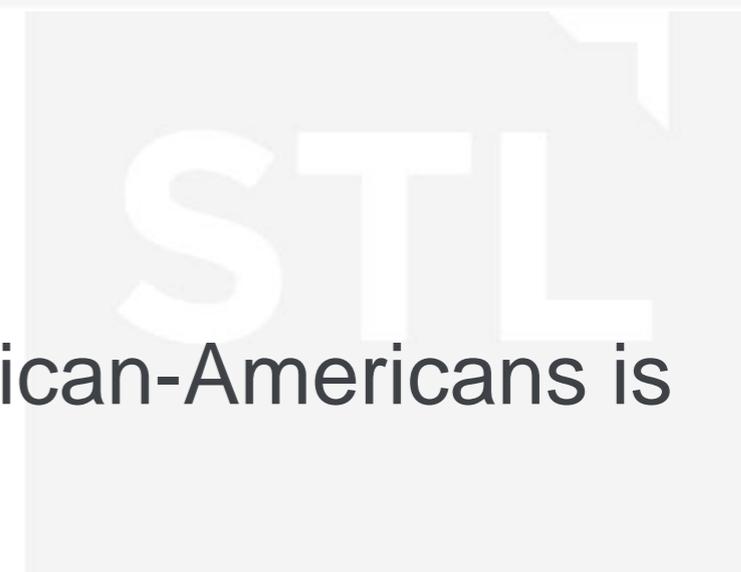
Figure 52. Infant death rate in St. Louis City



Adapted from Visualizing Health (see resources)

Source: MODHSS, Infant Health Profile

Notes: Data years include 2000-2010



In our region, the infant mortality rate for African-Americans is three times that of whites.

THE COMMISSIONERS

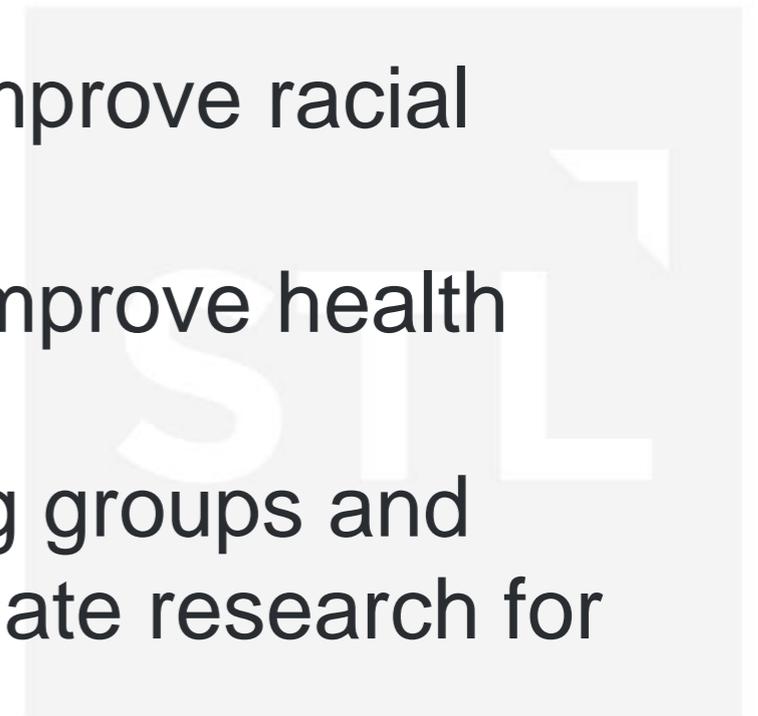
- Rev. Starsky Wilson
- Rich McClure
- Rev. Traci Blackmon
- Dan Isom II
- Scott Negwer
- Bryon Watson
- Gabriel E. Gore
- Brittany Packnett
- Rose Windmiller
- Rasheen Aldridge, Jr.
- Becky James-Hatter
- Felicia Pulliam
- Kevin Ahlbrand
- Patrick Sly
- T.R. Carr, Jr.
- Bethany Johnson-Javois
(ex-officio)

CITIZEN PRIORITIES SHAPE OUR WORK

	<u>Priorities</u>	<u>Working Groups</u>
Central Issues	Citizen Law Enforcement Relations (68%)	Citizen-Law Enforcement Relations (Dan Isom & Brittany Packnett)
	Municipal Governance (17%)	Municipal Courts and Governance (Traci Blackmon & T.R. Carr)
	Municipal Courts (15%)	
Disparity Focus	Education (63%)	Child Well-Being & Education Equity (Becky James-Hatter & Grayling Tobias)
	Economic Opportunity (58%)	Economic Inequity and Opportunity (Pat Sly & Felicia Pulliam)
	Racial and Ethnic Relations (53%)	Racial Equity and Reconciliation (Cross Cutting Work)

LENSES

- **Place Matters** – Does this call to action make special consideration for how problems are spatially configured or concentrated? Does the implementation of this impact a specific geographic area?
- **Generational** – Does this call to action impact more than one generation?
- **Children and youth** – Are children or youth at the center of this call to action?
- **Racial Equity** – Will this call to action improve racial equity?
- **Health Equity** – Will this call to action improve health equity?
- **Research Informed** – Have the working groups and Commission been provided the appropriate research for consideration of the call to action?



HERE'S WHAT WE LOOK LIKE NOW

