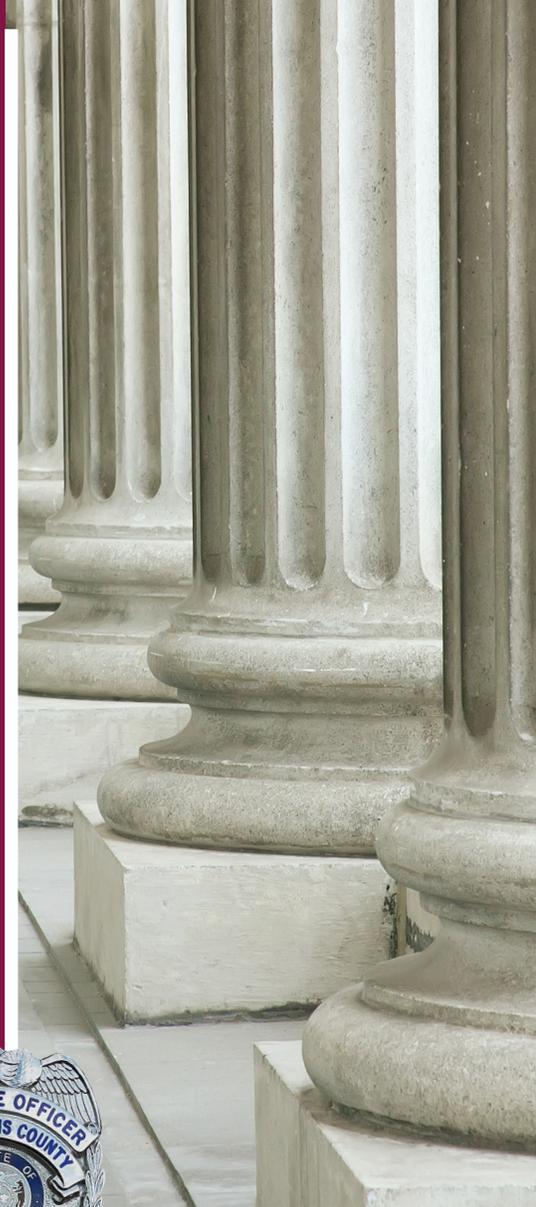


# COLLABORATIVE REFORM INITIATIVE

An Assessment of the St. Louis  
County Police Department

Blake Norton, Edwin E. Hamilton, Rick Braziel,  
Daniel Linskey & Jennifer Zeunik



**COPS**  
Community Oriented Policing Services  
U.S. Department of Justice





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# Letter from the Director

Dear colleagues,

In August of 2014, Chief John Belmar of the St. Louis County Police Department (SLCPD) requested participation in the Office of Community Oriented Policing Services (COPS Office) Collaborative Reform Initiative for Technical Assistance (CRT-TA) process.

CRI-TA is a nonadversarial, voluntary process that can assist law enforcement agencies in strengthening and building mutual trust with the communities they serve. It helps agencies develop long-term strategies for sustainable, positive change through community policing principles. It is a rigorous process that requires a comprehensive assessment of key operational areas within a police department to identify issues that affect public trust, agency effectiveness, and officer safety. In collaboration with a designated technical assistance provider, the COPS Office works with agencies to analyze policies, practices, training, and tactics around specific issues.

This report summarizes the findings of the CRI-TA technical assistance team and their recommendations to help improve their department's policies and procedures in specific areas.

I applaud Chief Belmar's courage in making the decision to pursue collaborative reform. Though the benefits are great, a critical examination such as this takes a lot of time and effort. It also takes a commitment to being open and transparent, and in working with us hand in hand throughout this process, the SLCPD has demonstrated their dedication to doing just that. Based upon a thorough assessment of their policies, the COPS Office and SLCPD established goals in the areas of recruitment practices, leadership training, handling mass demonstrations, enforcement stops, use of force, and communication. Each of these goals aims to eliminate racial bias in policing, promote public safety, and support positive community relations. It is now incumbent on the leadership of the police department to embrace the findings and recommendations in this report and lead the department to make the changes necessary to advance the SLCPD and serve as a national model.

In doing so, it is our hope that this report will serve not only as a roadmap of reform for the SLCPD but also as a guide to the 61 police agencies in St. Louis County and a model for police departments facing similar challenges across the country.

In closing, I would like to thank the SLCPD for their efforts in this program and acknowledge their commitment to reform. I also want to thank all of those who gave a great deal of time, effort, and thought to our work in St. Louis County—especially members of the community who volunteered to assist in this process. By working together, we can implement the best practices of community policing and set an example of the collaboration, partnership, and communication that we hope to see going forward.

Sincerely,



Ronald L. Davis, Director

Office of Community Oriented Policing Services



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Members of the Police Foundation team conducting the CRI-TA assessment with the St. Louis County Police Department include the following:

- Blake Norton, Vice President/Chief Operating Officer, Police Foundation
- Edwin E. Hamilton, Research Manager, Police Foundation
- Rick Braziel, Retired Chief, Sacramento Police Department and Executive Fellow, Police Foundation
- Ronnell Higgins, Chief, Yale University Police Department and Executive Fellow, Police Foundation
- Daniel Linskey, Retired Superintendent-in-Chief, Boston Police Department
- Hassan Aden, Retired Chief, Greenville (North Carolina) Police Department; Executive Fellow, Police Foundation; and Director of Research, International Association Chiefs of Police
- Jiles Ship, Past President, National Organization of Black Law Enforcement Officers (NOBLE)



# Executive Summary

The nation was jarred by events that occurred in 2014 in Ferguson, Missouri; Staten Island, New York; Cleveland, Ohio; and in 2015 in Baltimore, Maryland. These events—which followed officer-involved incidents in these American cities and around the nation—exposed deep divides between communities and their police departments. As the discord reached a fever pitch, law enforcement agencies nationwide began the process of self-evaluation, reflecting on policies and practices and implementing innovative strategies to better engender community policing principles, build trust, and allay fear.

The St. Louis County Police Department (SLCPD), with 855<sup>1</sup> authorized sworn commissioned officer positions, is responsible for providing police services to an estimated population of approximately 407,000 county residents.<sup>2</sup> The population served increases to approximately 1 million when accounting for the fact that the department also provides contracted law enforcement services to 66 municipalities, 12 school districts, and five other organizations within the county.<sup>3</sup> The department provides both full service contracts—in which the SLCPD is the sole police agency for a municipality and provides all police services—and dedicated patrol contracts that require the SLCPD to provide requested police services.<sup>4</sup>

Approximately 60 departments in the St. Louis region serve 90 municipalities. These 60 departments possess “widely differing resources, and they provide protection across significantly diverse geographic and demographic communities.”<sup>5</sup> This amalgam of departments also creates a web of overlapping jurisdictions, policies, and practices. In addition, the SLCPD operates the St. Louis County and Municipal Police Academy (CMPA), a regional police training facility that provides training to many law enforcement agencies in the area. Finally, mutual aid agreements in the region allow Missouri officers to respond to emergencies outside of their jurisdictions. This interdependent yet fragmented approach to policing in the area creates challenges for the SLCPD in building trusting relationships with the community. The relationship each independent municipal police department has with its community directly affects the relationship the SLCPD has with the community at large.

In its civil rights investigation of the Ferguson Police Department (FPD),<sup>6</sup> the U.S. Department of Justice found heavy police enforcement existed to generate revenue through fines and fees. This culture of heavy, sometimes “aggressive,” enforcement has led to strained community relations because of abusive policing

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1. *St. Louis County Police Department Annual Report* (St. Louis, MO: St. Louis County Police Department, 2014), 5, <http://www.stlouisco.com/Portals/8/docs/document%20library/police/reports/14Annual.pdf>.

2. There are 1.3 million people in St. Louis City and County. St. Louis County has a little more than 1 million people. The SLCPD is the primary law enforcement agency (including contracts) to approximately 407,000 county residents. That leaves the remaining county residents living in municipalities and receiving police services from their respective municipal police departments. However, the SLCPD also provides specialty police services at municipal police departments (by their request).

3. In addition to 66 municipalities and 12 school districts, the SLCPD provides contract law enforcement services to the Missouri Department of Housing and Urban Development; St. Louis Metrolink; Missouri Department of Conservation; Regional Computer Crime Education and Enforcement Group; and Spirit of St. Louis Airport. *St. Louis County Police Department Annual Report*, 31–32 (see note 1).

4. The SLCPD has dedicated full service patrol contracts with 16 municipalities in addition to two municipalities that hold contracts for requested patrol. It provides dispatch services for 47 municipalities (18 to which it provides patrol services and an additional 29). It also provides computer aided report entry (CARE) services for 59 (18 patrol and 41 other) municipalities. *St. Louis County Police Department Annual Report*, 31–33 (see note 1).

5. *Police Report #3: Equipment, Dispatch, and Mutual Aid* (St. Louis, MO: Better Together, April 2015), <http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-3-Full-Report.pdf>.

6. *Investigation of the Ferguson Police Department*, (Washington, DC: Civil Rights Division, March 4, 2015), [http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson\\_police\\_department\\_report.pdf](http://www.justice.gov/sites/default/files/opa/press-releases/attachments/2015/03/04/ferguson_police_department_report.pdf).

and municipal court practices beyond just the FPD.<sup>7</sup> The consequence for the SLCPD is a lack of trust by the community that exacerbated tensions during demonstrations following the shooting death of Michael Brown.

For this reason, Chief Jon Belmar of the SLCPD requested the assistance of the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office) in identifying ways that the SLCPD could improve its relationship with the St. Louis community. The COPS Office and the SLCPD established the following goals to assess and reform the policies, practices, and related processes in the SLCPD, taking into account national standards, best practices, current and emerging research, and community expectations:

- Improve the recruitment, selection, and hiring processes to address minority underrepresentation in the department (chapter 4).
- Enhance basic academy and supervisor in-service training with a specific focus on fair and impartial policing, community engagement, and partnership development (chapters 5–7).
- Strengthen the policies, practices, training, and response for handling protests and mass demonstrations, including de-escalation training (chapter 8).
- Improve the process quality for traffic stops and searches to prohibit racial profiling (chapter 9).
- Reduce use of force and injuries to both officers and citizens (chapters 10–11).
- Develop a comprehensive communication strategy for SLCPD personnel and community partners that will serve to increase transparency about SLCPD police practices (chapter 12).

This report is organized into chapters by goal (listed above); each analysis chapter ends with findings and recommendations made during the assessment of the SLCPD.

## *Methodology*

The Police Foundation (PF) Collaborative Reform Initiative for Technical Assistance (CRI-TA) assessment team used a number of qualitative and quantitative methods to analyze policies, procedures, and practices in the SLCPD.

Our assessment approach involved four modes of inquiry: (1) document review, (2) interviews and focus groups, (3) direct observation, and (4) data analysis.

- The team reviewed departmental policies, manuals, training lesson plans, and strategic plans.
- Throughout the assessment process, we conducted semistructured interviews, focus groups, and meetings with SLCPD command staff and officers and with community members. In total, we interviewed more than 200 individuals for this assessment.
- We directly observed SLCPD operations throughout the assessment, including preparations for the St. Louis County grand jury decision in the case of the shooting death of Michael Brown and the civil disturbances after the announcement. In addition, we conducted ride-alongs with officers and observed recruit and in-service training sessions at the regional police academy.

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7. Ibid.

- We collected, coded, and analyzed data from the SLCPD, including the use of force database and investigative reports, officer involved shooting (OIS) data and narrative reports, citizen complaint database and investigative reports, and traffic stop information.

Our team of subject matter experts used their knowledge and experience, findings from our data analysis, reviews of policies and procedures, interviews, and observations of SLCPD practices to address gaps and weaknesses identified. We relied primarily on national standards, evidence-based practices, and research to inform our findings and recommendations.

## *Key findings and recommendations*

The PF assessment team found the SLCPD to be a competent, professional police department, well trained and disciplined in the technical skills necessary to perform police operations. While particularly proficient in the area of tactical operations, the department lacks the training, leadership, and culture necessary to truly engender community policing and to build and sustain trusting relationships with the community.

The assessment team made 50 findings and 109 recommendations for adjustment to SLCPD policy and procedures to improve operations and relationships between the department and the community it serves. Below are some of the key findings and recommendations. Please note that this is an abbreviated list and that each finding and recommendation has been truncated in an effort to highlight key points.

### **Goal: Improve the recruitment, selection, and hiring processes to address minority underrepresentation in the department.**

**Finding: The SLCPD does not represent the diversity of the population it serves.** Compared to the population of St. Louis County, Blacks are significantly underrepresented in the commissioned ranks of police officer and police sergeant, and while the SLCPD has made efforts to increase minority representation in the command ranks the department remains moderately under representative of the community in the ranks of lieutenant and captain.

Women are also underrepresented in all ranks of the department. Currently, of the 13 SLCPD captains, only one is female. In addition, the department has only three female, in comparison to 26 male, lieutenants. The assessment team also noted the lack of inclusion of female leadership in all executive-level meetings between the assessment team and the SLCPD. **(4.1)**

*Recommendation: The SLCPD should develop a strategic plan for officer recruitment, focused on race and gender diversity, to include attention to recruiting, promotion, and retention of minorities and women. They should conduct a scan of organizations that have successfully overcome recruiting barriers and develop a plan with goals, objectives, and outcome measures. This plan should be articulated to the rank-and-file officers and reviewed annually to respond to any changing demographics in the metropolitan area. (4.1.1)*

*Recommendation: The SLCPD should create a community recruiter program that identifies and trains community leaders to serve as SLCPD recruiters. (4.1.2)*

*Recommendation: The SLCPD should track and publicly report, at least annually, demographic information of current employees, employees who have left the organization, and applicants who have applied to the department. (4.1.3)*

*Recommendation: The SLCPD should consider creating a diversity council representing gender, ethnic, racial, LGBT, and linguistic minorities to serve as advisors and champions for the chief and SLCPD command staff to support recruitment efforts focused on youth, newcomer populations, and gender diversity. (4.1.4)*

*Recommendation: The SLCPD should create a youth advisory council representing youth from schools throughout the county who will serve as advisors to the chief and command staff on ways to engage the community's youth and on potential barriers to recruiting St. Louis youth into policing. (4.1.5)*

**Goal: Enhance basic academy and supervisor in-service training with a specific focus on fair and impartial policing, community engagement, and partnership development.**

**Finding: The St. Louis CMPA provides insufficient training hours devoted to community engagement, diversity, and community policing elements during SLCPD basic recruit training. Of the 916 hours of basic recruit training, only 14 hours are devoted to these topics. (5.1)**

*Recommendation: The SLCPD should include fair and impartial policing, community engagement, and partnership development in basic academy curriculum. The foundation of recruit training should be modified to include courses on policing history and professionalism, community policing, and community engagement strategies. (5.1.1)*

**Finding: The CMPA does not sufficiently use experts in the area of cultural diversity.** Most CMPA trainers do not have the expertise necessary to teach officers about cultural diversity, youth issues, and newcomer populations; nor does the SLCPD regularly engage youth or diverse populations as part of the standard recruit training program (or in-service or postpromotional training). **(5.2)**

*Recommendation: The SLCPD should invite university instructors and members of community-based organizations and other subject matter experts in cultural diversity, youth issues, and newcomer populations to serve as guest lecturers. Instructors who are identified as subject matter experts on cultural diversity should have a curriculum vitae (CV) that reflects the necessary expertise. (5.2.1)*

**Finding: Based on interviews with instructional staff, instructors at the CMPA are not subject matter experts in areas such as fair and impartial policing, community engagement, and partnership development.** The majority of academy instructors are assigned full time and are experts in their assigned areas. However, impartial policing, community engagement, and partnership development are key principles that should be woven into nearly every course of instruction. All instructors should be knowledgeable in these principles and their application. **(5.4)**

*Recommendation: All instructors authorized to teach at the St. Louis CMPA should complete train-the-trainer or similar courses in the areas of fair and impartial policing, community engagement, and partnership development. (5.4.1)*

*Recommendation: St. Louis CMPA curricula should be modified to create themes relating to police legitimacy, procedural justice, fair and impartial policing, community policing, and building community trust that can be woven into all academy classes. All instructors should, where appropriate, attempt to weave these themes through all instructional material. Appropriate evaluation instruments beyond written exams should be used to measure application of the instruction. (5.4.2)*

**Finding: SLCPD personnel with TAC/SWAT<sup>8</sup> experience are selected for promotion at significantly higher rates than those without. (6.1)**

*Recommendation: The SLCPD should review informal and formal reward systems to recognize and promote an increased emphasis on community engagement, problem-solving experience, and trust building with the community. Successes in these areas should be given prominent consideration for assignments and promotion. (6.1.2)*

**Finding: The SLCPD does not require sufficient mandated in-service training that addresses community engagement or community policing.** The in-service training program currently provides the state-required racial profiling information, legal updates, and programs that address current issues such as use (and misuse) of social media. If an officer is interested in any community policing training, they must take a related course provided by the CMPA through continuing education, or seek an outside provider. **(7.1)**

*Recommendation: The SLCPD should modify its in-service training to adequately address community policing, problem-oriented policing, and the historical impact on police-community relations. (7.1.1)*

**Goal: Strengthen the policies, practices, training, and response for handling protests and mass demonstrations.**

**Finding. While SLCPD officers understand NIMS terms and most concepts, they lack organization-wide understanding, experience, and proper application of NIMS.** The SLCPD has not fully implemented key concepts of NIMS command and management, including ICS, multiagency coordination systems, and public information. Department General Order (GO) 11-49 identifies the purpose, policy, and procedure for implementation of ICS and also includes training requirements as prescribed in NIMS, yet many employees do not understand NIMS.<sup>9</sup> **(8.1)**

*Recommendation: While requirements mandate law enforcement training in NIMS<sup>10</sup> and ICS,<sup>11</sup> the SLCPD should require that supervisors and incident commanders with actual experience be available to respond to requests for assistance during incidents of civil disorder. (8.1.1)*

*Recommendation: The SLCPD should require that ICS, including standardized ICS forms, be used during planned special events such as parades, presidential visits, large-scale gatherings, and sporting events. This will provide opportunities to implement and practice protocols so that they are better deployed during response to events that develop rapidly. In addition, by policy, training, and practice, NIMS should be a day-to-day operational norm for the SLCPD. For example, search warrants should use command and management including an ICS structure and, when appropriate, multiagency coordination and public information. (8.1.2)*

8. The SLCPD uses the term "TAC" to identify what most agencies call "SWAT." This report uses "TAC/SWAT" in place of "TAC" for the reader's ease of understanding.

9. Office of the Chief of Police, *Departmental General Order 11-49* (St. Louis, MO: St. Louis County Police Department, 2011).

10. "The National Incident Management System (NIMS) is a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment." "National Incident Management System," Federal Emergency Management Agency, last modified May 6, 2015, <https://www.fema.gov/national-incident-management-system>.

11. The Incident Command System (ICS) is a standardized management tool for meeting the demands of small or large emergency or nonemergency situations. It represents best practices and has become the standard for emergency management across the country. ICS may be used for planned events, natural disasters, and acts of terrorism and is a key feature of the National Incident Management System (NIMS). *Incident Command System Training* (Washington, DC: Federal Emergency Management Agency, May 2008), <http://training.fema.gov/emiweb/is/icsresource/assets/reviewmaterials.pdf>.

*Recommendation: The SLCPD incident commander should be required to ensure that a comprehensive incident action plan (IAP) is completed as described in NIMS and that any officer who responds to a mutual aid request is well informed of the IAP, including rules of engagement and disengagement and use of force policies. Senior staff should verify dissemination and understanding of this information by those on the front lines. (8.1.3)*

*Recommendation: The SLCPD should develop a policy that details the deployment of civil disturbance response teams (CDRT). The policy should address the other recommendations and concerns noted in this section. (8.1.4)*

*Recommendation: The SLCPD should continue to regularly train and exercise with all potential mutual aid responders. (8.1.5)*

*Recommendation: Department GO 11-49 should be revised to include appropriate recommendations identified in this report. (8.1.6)*

**Finding: In August of 2014, the SLCPD had difficulty anticipating the extent of concern from communities it does not usually police and therefore did not properly plan for potential resulting protests.** By not identifying the potential for large-scale violent protests, officers reacted to problems instead of taking a proactive approach to preventing them. While this improved following the incidents in August, additional attention is required. **(8.2)**

*Recommendation: The SLCPD should include community leaders in the response planning process and inform and educate the public about potential police response plans. (8.2.1)*

*Recommendation: As authorized by law, the SLCPD should use social media monitoring programs along with community source(s) development to encourage and enhance real-time actionable intelligence on issues emerging in the community. (8.2.2)*

*Recommendation: The SLCPD should use social media to engage the community and protesters before, during, and after events to disseminate accurate information and correct erroneous information. (8.2.3)*

**Finding: The SLCPD does not have policies that ensure that they always exhaust other de-escalation options before using tactical responses to disorder and protests. (8.5)**

*Recommendation: SLCPD policy should require that officers familiar with the area and the community deploy before tactical teams. As they did in November 2014, the SLCPD should continue to assign officers who are skilled at community engagement to the front lines as situations develop. This recommendation in conjunction with the tiered approach in finding 8.4 reduces the overreliance on a tactical response by SLCPD. (8.5.1)*

**Finding: The SLCPD lacks documented comprehensive training in the psychology of crowds and de-escalation. (8.8)**

*Recommendation: The SLCPD should provide training based on best practices for crowd management issues, including the psychology of crowds, to improve frontline supervisors' and officers' decision making. Trainers from outside the department should be considered to assist with delivery of a diverse curriculum. (8.8.1)*

*Recommendation: The SLCPD should provide training that stresses the safe withdrawal of officers from the scene as soon as the situation allows it as a means to decrease tensions during protests. (8.8.2)*

**Goal: Improve the process quality for vehicle stops, searches, and arrests to prohibit racial profiling.**

**Finding: While consistent with Missouri data collection law, the traffic stop analysis procedures employed by the SLCPD are inconsistent across the agency and lack the sophistication necessary for appropriate analysis of stop data. This results in a missed opportunity to fully understand if bias-based profiling is occurring.** The SLCPD has established a threshold requiring the review of an officer's stop activity if 20 percent or more of the officer's stops during a three-month period are stops of minority drivers. The assessment team's review of the SLCPD's efforts described in GO 07-81 revealed a process that lacks appropriate documentation, is inconsistent among divisions, and lacks a review process that demonstrates an understanding of analysis methods necessary for a comprehensive review of traffic stop data. **(9.1)**

*Recommendation: The SLCPD should conduct a comprehensive and rigorous study of traffic stop practices. (9.1.1)*

**Finding: The SLCPD does not collect and analyze information on pedestrian stops made by officers. (9.2)**

*Recommendation: The SLCPD should collect pedestrian stop data for additional analysis of its stop practices.* The SLCPD should also collect data on pedestrian stops to more thoroughly address the potential issue of racially biased policing. Information from pedestrian stops should include, at a minimum, the race or ethnicity and gender of the individual(s) stopped, reason for the stop, whether a search was conducted and contraband found,<sup>12</sup> whether an arrest occurred and reason for the arrest, and the location of the stop. *(9.2.1)*

**Finding: The SLCPD's General Order (GO) 07-81, which establishes policies and procedures for citizen contacts and traffic stop information, is outdated.** The policy needs to be modified to reflect current law enforcement practices that provide guidance for avoiding biased policing. The GO has not been revised since 2007 and lacks sufficient guidance for officers on relevant issues of biased policing. **(9.4)**

*Recommendation: SLCPD executive staff should review and modify the existing GO 07-81.* The revised policy should emphasize the specific purpose of the policy to include commitment to treating all citizens in a fair and equitable manner. Definitions of biased policing and racial profiling should be provided in the policy as well as procedures to be followed when initiating enforcement action (stopping, detaining, searching, etc.) to avoid the perception of bias.

The purpose of the policy should state unequivocally that during any encounter with citizens, the officer is responsible for treating the citizen in a fair, equitable, and objective manner, in accordance with the law and without consideration of the citizen's race, ethnicity, gender, sexual orientation, religion, national origin, or any other identifiable group.

12. Contraband refers to items (e.g., drugs, weapons) illegally transported as defined by federal, state, or local laws.

The modified policy should include a concise definition of what constitutes biased policing and how it relates to officers' performance of enforcement duties as well as the delivery of police services. Separate definitions for probable cause and reasonable suspicion should also be more clearly defined in the policy. (9.4.1)

*Recommendation: As the SLCPD revises GO 07-81, the SLCPD should ensure that the revised GO is followed by training that mirrors the guidance for officer behavior during encounters, including but not limited to being courteous and professional, providing a reason for the stop, providing the citizen his or her badge number when requested, and offering an explanation if the officer determines that the reasonable suspicion for the stop was unfounded (e.g., investigatory stop). Research on racially biased policing has consistently found<sup>13</sup> that minority citizens are more likely to suspect that police stops are racially motivated if officers treated them discourteously or did not inform them of the reason for the stop. Focusing on direct and respectful communication between the officer and citizen during encounters will strengthen perceptions of county residents that SLCPD officers exhibit a high degree of professionalism and accountability in conducting duties. (9.4.2)*

**Finding: The SLCPD currently does not include analyses of stop data in the annual reports provided for the public. (9.6)**

*Recommendation: Once improvements have been made to policy and practice governing data collection, benchmarking, and analysis, the SLCPD should include vehicle and pedestrian stop data and analysis with appropriate benchmarking for interpretation in published annual reports. Care should be taken to ensure that data cannot be misconstrued but are presented in their true and honest form. Providing this information in an easily accessible location (in the annual report, on the department's website, etc.) will increase transparency, accountability, and dialogue with the public. (9.6.1)*

**Goal: Reduce use of force and injuries to both officers and citizens.**

**Finding: The SLCPD does not thoroughly investigate the use of deadly force in all situations.** In particular, GO 10-29 does not require the Bureau of Crimes Against Persons to investigate the discharge of a firearm by an officer if both (a) it causes no injury and (b) the officer is not the victim of a first-degree assault. **(10.1)**

*Recommendation: The SLCPD should revise GO 10-29 to require the Bureau of Crimes Against Persons to investigate all uses of deadly force by an officer against another person irrespective of injury. (10.1.1)*

**Finding: The SLCPD has not yet made full use of the IAPro software that was first implemented in 2012. (10.2)**

*Recommendation: The SLCPD should provide officers assigned to the BPS with Blue Team system training on the proper way to document incidents in a more comprehensive and accurate report format. (10.2.1)*

**Finding: The SLCPD may be unintentionally limiting complaints by not publicizing the acceptance of anonymous complaints and the locations where complaints may be made.** The SLCPD accepts and investigates all complaints, including those made anonymously. However, the presence of a signature line on the Citizen Complaint Statement (F-332) may intimidate some citizens and discourage them from making a complaint. **(11.1)**

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13. Jacinta M. Gau, "Consent Search Requests as a Threat to Procedural Justice and Police Legitimacy: An Analysis of Consent Requests During Traffic Stops," *Criminal Justice Policy Review* 24, no. 6 (November 2013), 759–777, <http://cjp.sagepub.com/content/24/6/759.full.pdf>.

*Recommendation: The SLCPD should review all printed material and its website to reinforce the openness of the complaint process including a listing of all locations where a complaint is accepted and the ability of a citizen to make an anonymous complaint.<sup>14</sup> (11.1.1)*

*Recommendation: The SLCPD should remove the signature line on the Citizen Complaint Statement (F-332). A signature, although not required, appears to be necessary to complete the form. The mere presence of the signature line appears to conflict with the openness of accepting anonymous complaints. (11.1.2)*

**Finding: The SLCPD currently uses a traditional punitive form of punishment in response to a sustained complaint.** For serious allegations, this comes in the form of reprimands, suspensions, demotions, and termination. This usually results in an adversarial relationship between the employee and department, which may leave employees bitter and not address the cause of the misconduct. **(11.2)**

*Recommendation: The SLCPD should consider moving to an education-based discipline (EBD) process.<sup>15</sup> Many agencies including the Los Angeles County Sheriff's Department, the Sacramento (California) Police Department, and the Lakewood (Colorado) Police Department have successfully implemented EBD and seen reductions in citizen-generated complaints. (11.2.1)*

*Recommendation: The SLCPD should establish a St. Louis County Police-Community Mediation Program. The program uses a trained independent party to mediate citizen complaints against police employees. The mediation allows both the employee and the citizen to discuss their issues in a safe and impartial environment. The employee and community member are able to collaborate with each other rather than treat each other as adversaries and to have their complaints dealt with in an efficient manner. The goal is to build more understanding and better relations between the community and the SLCPD. (11.2.2)*

**Finding: During the review of Bureau of Professional Standards (BPS) files, the assessment team discovered a pattern of light discipline in investigations involving ethical failings and untruthfulness. (11.4)**

*Recommendation: The SLCPD should establish a disciplinary matrix for officer misconduct to increase consistency. Particular attention should be placed on allegations of ethical failings and dishonesty. (11.4.1)*

**Goal: Develop a comprehensive communication strategy for SLCPD personnel and community partners that will increase transparency about SLCPD police practices.**

**Finding: The SLCPD often places more value on technical and tactical proficiency than on investments in community policing such as community engagement and problem solving. (12.1)**

*Recommendation: The SLCPD should seek out and identify ways to embed the philosophies of community policing, procedural justice, and equity into the culture of the organization. (12.1.1)*

14. President's Task Force on 21st Century Policing, *Final Report of the President's Task Force on 21st Century Policing* (Washington, DC: Office of Community Oriented Policing Services, 2015), [http://www.cops.usdoj.gov/pdf/taskforce/TaskForce\\_FinalReport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf).

15. Depending on the severity and type of the offense, an employee is offered alternatives to punitive discipline that may range from a research paper, courses in subjects such as ethics, additional training, or any creative option the department believes will correct the underlying problem. The original proposed discipline remains on the officer's record as per department policy.

*Recommendation: SLCPD command leadership and union representatives should identify ways to incentivize and reward officer performance in community engagement, problem solving, and trust building beyond the standard crime reduction metrics. (12.1.2)*

**Finding: The SLCPD does not have an explicit policy or documented philosophy to serve as a set of guiding principles for community policing.** The department makes reference to neighborhood policing in public and departmental policies and procedures and has this as one of the key pillars for officer evaluation. **(12.2)**

*Recommendation: SLCPD leadership should conduct a scan of community policing and stakeholder engagement best practices in preparation for defining their community policing strategies. (12.2.1)*

*Recommendation: SLCPD leadership should conduct outreach to other jurisdictions that have successfully integrated problem solving, prevention, and intervention strategies as part of their overall response to crime and disorder. (12.2.2)*

*Recommendation: After the environmental scan, SLCPD leadership, line level officers, and community stakeholders should engage in a strategic planning process to develop a formal community policing strategy, policy, and blueprint for implementation across the SLCPD. (12.2.3)*

*Recommendation: Using this blueprint, the SLCPD should develop a realistic timeline and strategic plan to implement the community policing strategy. This timeline should incorporate community oriented policing throughout the department and enable every officer on patrol and in other units with public contact to provide community policing services. (12.2.4)*

*Recommendation: The SLCPD should ensure that community policing includes respectful engagement and joint problem solving with members of the community through neighborhood- and block-level partnerships involving adults and youth in the community, through citizen advisory councils, or through expansion of the current neighborhood crime watch program. (12.2.5)*

**Finding: There is evidence that there are youth in the St. Louis community who fear and distrust the police.** The PF assessment team spoke with young people who said they often do not understand police actions and believe that the police do not understand them. The SLCPD has work to do to ensure that the youth of the St. Louis community are regularly and meaningfully engaged. **(12.5)**

*Recommendation: The SLCPD should create and maintain a series of police-youth dialogues. This will allow youth and police officers to potentially curb conflict and increase trust and cooperation in neighborhoods most affected by violence and crime. Bringing together youth and police of racially and ethnically diverse groups to build dialogue guided by professional facilitators could help to break down stereotypes and communication barriers to build mutual respect and understanding. (12.5.1)*

*Recommendation: The SLCPD should create a board of young adult police commissioners made up of juniors and seniors from several city high schools. This commission would be a group of young people who work with the SLCPD chief to bridge the gap between young adults and SLCPD officers. (12.5.2)*

*Recommendation: The St. Louis CMPA should consider having youth participate in the community engagement training for academy recruits. This would entail having a panel discussion with youth focused on youth culture and perceptions of police. (12.5.3)*

*Recommendation: The SLCPD should consider partnering with county schools, faith- and community-based organizations, and other community stakeholders to create youth programs (such as Junior Police Academies) free of charge for children ages seven to 14 years. (12.5.4)*

*Recommendation: The SLCPD should work with the courts, schools, and other social service entities to create a diversion program for youth offenders. (12.5.5)*

**Finding: Community trust in the SLCPD is negatively impacted by the enforcement practices of several municipal police departments within St. Louis County.** The reduced level of trust by those subjected to heavy enforcement practices affects the SLCPD's ability to develop relations with the community. **(12.6)**

*Recommendation: The SLCPD should take a leadership role in the development of fair and impartial policing practices countywide. This could be accomplished in many ways including education, training, advising, and taking a public stand against agencies that have a perceived or proven unethical culture of abusing the community. (12.6.1)*

**Finding: The overall structure of the SLCPD website is difficult to navigate as a user and does not convey clear messages to users. (12.7)**

*Recommendation: The website should have a significant redesign to maximize its utility as a public resource. (12.7.1)*

# Chapter 1. Introduction

Safe and effective delivery of policing services depends on a community's trust in its police department. Recent events in Ferguson, Missouri; Staten Island, New York; Cleveland, Ohio; and, most recently, Baltimore, Maryland, have brought the national spotlight to existing tension between some communities and their law enforcement agencies. Protest mantras such as "Black lives matter," "Hands up, don't shoot," and "I can't breathe" portray the passionate discord of communities in crisis. Some law enforcement agencies nationwide have begun the process of self-evaluation, reflecting on policies and practices that may have alienated segments of the community and implementing innovative strategies to better engender community policing principles, build trust, and allay fear.

Recently, President Barack Obama convened a special task force to address the issues facing police and the communities they serve. The mission of the President's Task Force on 21st Century Policing was to "examine how to foster strong, collaborative relationships between local law enforcement, and the communities they protect"<sup>16</sup> and to make recommendations to the President on "how policing practices can promote effective crime reduction while building public trust."<sup>17</sup> The task force held listening sessions to hear from experts in the areas of building trust and legitimacy, policy and oversight, technology and social media, community policing and crime reduction, training and education, officer safety and wellness, and the future of community policing. The final report of the task force provides a number of critical recommendations for building communities of trust. The tenets of many of those recommendations and the community policing philosophy on which they are based are echoed throughout this report.

## *COPS Office Collaborative Reform Initiative for Technical Assistance*

In 2011, the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office) developed the Collaborative Reform Initiative for Technical Assistance (CRI-TA) to work with law enforcement agencies facing challenges—such as use of force and biased policing—in forming trusting, collaborative relationships with their communities. According to the COPS Office, "the Collaborative Reform Initiative for Technical Assistance is an independent and objective way to transform a law enforcement agency through an analysis of policies, practices, training, tactics and accountability methods around key issues facing law enforcement today."<sup>18</sup> The program provides an opportunity for agencies engaged in operational problems or contentious relationships with their community to remedy their own issues through an intensive, facilitated collaborative reform process.

In 2014, the COPS Office selected the Police Foundation (PF) as a provider for CRI-TA. The purpose of the PF CRI-TA is to provide support to law enforcement agencies in building community relationships and operational capacity through sustainable organizational transformation.

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16. President's Task Force on 21st Century Policing, *Final Report* (see note 14).

17. *Ibid.*

18. "U.S. Department of Justice's COPS Office Begins Collaborative Reform Initiative Process with Salinas Police Department," Office of Community Oriented Policing Services, last modified March 12, 2015, <http://www.cops.usdoj.gov/Default.asp?Item=2784>.

## *Collaborative reform in the St. Louis County (Missouri) Police Department*

In August of 2014, a Ferguson (Missouri) Police Department officer shot and killed Michael Brown. During the days, weeks, and months following that officer-involved shooting, members of the Ferguson and surrounding communities showed their outrage over the death of Brown—a young, unarmed Black man—through protests, riots, and demonstrations, often involving violent interactions with police.

Because of its close proximity to Ferguson as well as the intertwined nature of policing in the St. Louis area (including a mutual aid agreement between the agencies, discussed in more detail in chapter 2 of this report), the St. Louis County Police Department (SLCPD) responded during the demonstrations, embroiling it in the expanding rift between police and segments of the St. Louis community.

This interaction brought existing tenuous relationships between the St. Louis community and police into the spotlight and spurred scrutiny of the policies and procedures of the police departments involved. Aware of this scrutiny, SLCPD Chief Jon Belmar voluntarily requested the assistance of CRI-TA to begin the process of self-evaluation of policies and procedures in an effort to begin to rebuild relationships with the St. Louis community.

The intent of CRI-TA in the SLCPD is to review and examine existing policies, practices, and processes in the department and make recommendations for improving the delivery of services internally and externally. To accomplish this, the assessment team conducted a problem assessment (phase I); researched and analyzed data (phase II); produced findings and recommendations (phase III); and will monitor and assist the agency with continued self-evaluation (phase IV).

The COPS Office and the SLCPD established goals to assess and reform policies, practices, and related processes in the SLCPD, taking into account national standards, best practices, current and emerging research, and community expectations. The COPS Office and the SLCPD agreed on the following goals:

- Improve the recruitment, selection, and hiring processes to address minority underrepresentation in the department.
- Enhance basic academy and supervisor in-service training with a specific focus on fair and impartial policing, community engagement, and partnership development.
- Strengthen the policies, practices, training, and response for handling protests and mass demonstrations, including de-escalation training.
- Improve the process quality for traffic stops, searches and arrest to prohibit racial profiling.
- Reduce use of force and injuries to both officers and citizens.
- Develop a comprehensive communication strategy for SLCPD personnel and community partners that will serve to increase transparency about SLCPD police practices.

## *Organization of this report*

This report is organized around the goals and objectives (listed above) outlined in the SLCPD and COPS Office agreement. During the assessment process, the PF identified a series of issue areas that are also woven into the larger goals.

Chapters 2 and 3 of the report contain introduction and background information detailing SLCPD background and assessment methodology.

Chapters 4 focuses on the goal of improving recruitment, selection, and hiring processes to address minority underrepresentation on the force. It details findings and recommendations on recruitment in the SLCPD.

Chapters 5, 6, and 7 review the goal of enhancing basic academy and supervisor in-service training with a specific focus on fair and impartial policing, community, engagement, and partnership development. Chapter 5 details basic recruit training. Chapter 6 reviews promotions and postpromotional training. Chapter 7 identifies findings and recommendations for in-service training.

Chapter 8 targets the goal of strengthening the SLCPD's policies, practices, training, and response for handling protests and mass demonstrations. It details findings and recommendations for improving responses to protests and mass demonstrations.

Chapter 9 of this report centers on improving the process quality for vehicle stops and searches to prohibit racial profiling in the SLCPD. It provides a five-year analysis of vehicle traffic stops from 2010 to 2014.

Chapters 10 and 11 explore reducing the use of force and injuries to both officers and citizens. Chapter 10 provides a five-year analysis of use of force incidents from 2009 to 2013. In addition, chapter 11 lays out a three-year analysis of citizen complaints and allegations from 2011 to 2013.

Chapter 12 examines developing a comprehensive communication strategy for SLCPD personnel and community partners that will serve to increase transparency about police practices. It provides findings and recommendations for community outreach.

Finally, chapter 13 provides conclusions and next steps for the SLCPD.

# Chapter 2. St. Louis County Police Department Background

## Overview

The St. Louis County Police Department (SLCPD), with 855<sup>19</sup> authorized sworn commissioned officer positions, is responsible for providing police services to an estimated population of approximately 407,000 county residents.<sup>20</sup> The population served increases to approximately 1 million when accounting for the fact that the department also provides contracted law enforcement services to 66 municipalities, 12 school districts, and five other organizations within the county.<sup>21</sup> The department provides both full service contracts—in which the SLCPD is the sole police agency for a municipality and provides all police services—and dedicated patrol contracts that require the SLCPD to provide requested police services.<sup>22</sup>

The SLCPD Board of Police Commissioners is a civilian oversight board with five members representing the citizens of St. Louis County. The Board of Police Commissioners is the final authority for the control and supervision of the SLCPD. Board members are selected from the community by the county executive and approved by the county council. The St. Louis County Charter authorizes the SLCPD Board of Police Commissioners to perform a variety of critical functions, including review and approval of all general orders (GO) or policies of the department; appointment and oversight of the chief of police (with the power to dismiss the chief); review of all external complaints (and ability to make recommendations on officer discipline) before they are presented to the chief; holding of hearings for employees appealing discipline or termination by the chief; and hearing appeals from citizens over complaint dispositions. The SLCPD Board of Police Commissioners appointed Chief Jon Belmar to the position of chief of police on January 31, 2014. Belmar has been with the SLPCD for 29 years.

## Community and officer demographics

The St. Louis County community and officer demographics are important data to consider, because they lay the landscape for some of the challenges inherent in policing the area. In 2013, as outlined in table 1, the community was 70.3 percent White and 23.7 percent Black. In contrast, the SLCPD's officers were 87 percent White and 10.2 percent Black, as outlined in table 2. In addition, women made up only 13.1 percent of the SLCPD, while men constituted 86.9 percent of the department (table 3). Finally, neither Black individuals nor women were well represented throughout the ranks of the department (table 4).

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19. *St. Louis County Police Department Annual Report*, 5 (see note 1).

20. There are 1.3 million people in St. Louis City and County. St. Louis County has a little more than 1 million people. The SLCPD is the primary law enforcement agency (including contracts) to approximately 407,000 county residents. That leaves the remaining county residents living in municipalities and receiving police services from their respective municipal police departments. However, the SLCPD also provides specialty police services at municipal police departments (by their request).

21. In addition to 66 municipalities and 12 school districts, the SLCPD provides contract law enforcement services to the Missouri Department of Housing and Urban Development; St. Louis Metrolink; Missouri Department of Conservation; Regional Computer Crime Education and Enforcement Group; and Spirit of St. Louis Airport. *St. Louis County Police Department Annual Report*, 31–32 (see note 1).

22. The SLCPD has dedicated full service patrol contracts with 16 municipalities in addition to two municipalities that hold contracts for requested patrol. It provides dispatch services for 47 municipalities (18 to which it provides patrol services and an additional 29). It also provides computer aided report entry (CARE) services for 59 (18 patrol and 41 other) municipalities. *St. Louis County Police Department Annual Report*, 31–33 (see note 1).

**Table 1. St. Louis County race/ethnicity, 2013**

<b>Race/Ethnicity</b>	<b>%</b>
White	70.3
Black	23.7
Hispanic*	2.7
Native American	0.2
Asian	3.8

\* Hispanic individuals may be of any race and are included in applicable race categories. As a result, the total may not add up to 100%.

**Table 2. St. Louis County Police Department sworn officers by race/ethnicity, 2013 (N=833)**

<b>Race/Ethnicity</b>	<b>N</b>	<b>%</b>
White	725	87.0
Black	85	10.2
Hispanic	14	1.7
Native American	1	0.1
Other	8	1.0
Total	833	100.0

**Table 3. St. Louis County Police Department sworn officers by gender, 2013 (N=833)**

<b>Gender</b>	<b>N</b>	<b>%</b>
Male	724	86.9
Female	109	13.1
Total	833	100.0

**Table 4.** St. Louis County Police Department demographics by rank, 2013 (N=821)

Rank	Gender	White	Black	Hispanic	Native American	Asian/ Other
Chief (N=1)	Male 100%	1				
	Female 0%	0				
	Total	100%				
Lt. colonel (N=4)	Male 100%	2	2			
	Female 0%	0	0			
	Total	50%	50%			
Captain (N=13)	Male 92%	10	2			
	Female 8%	1	0			
	Total	85%	15%			
Lieutenant (N=29)	Male 90%	22	4			
	Female 10%	3	0			
	Total	86%	14%			
Sergeant (N=91)	Male 92%	77	6	1		
	Female 8%	7	0	0		
	Total	92%	7%	1%		
Officers* (N=683)	Male 86%	517	55	9	1	5
	Female 14%	74	16	4	0	2
	Total	87%	10%	2%	< 1%	1%

\*This figure does not include police recruits attending the academy.

### *CALEA certification*

The Commission on Accreditation for Law Enforcement Agencies (CALEA) is a voluntary, nongovernmental agency that has created a body of standards that seeks to further the professional level of service offered by local law enforcement agencies. CALEA currently offers accreditation in three areas of law enforcement through 800 individual standards of compliance (484 law enforcement, 159 training academy, 157 communications). Professional assessors examine candidate agencies every three years. Nationwide, 641 law enforcement agencies, 28 law enforcement training academies, and 82 law enforcement communications facilities are accredited through CALEA.

The SLCPD achieved initial CALEA accreditation in 1998. In addition, the St. Louis County and Municipal Police Academy (CMPA) first received CALEA accreditation in 2008, and in 2010, the St. Louis County Police Bureau of Communications followed with initial CALEA accreditation. The department has maintained compliance with 100 percent of the applicable mandatory and other than mandatory standards for law enforcement and communications and 99 percent of the standards for training academies. In comparison, only 15 agencies in the St. Louis region (25 percent) have obtained accreditation, five through CALEA and 10 through the Missouri Police Chiefs Charitable Foundation (MPCCF).<sup>23</sup>

As a CALEA accredited agency, the SLCPD serves as an example and assists other agencies within the region. The department was recognized as a Flagship Agency in 2010 and received a Meritorious Award in 2014 for having been accredited for 15 years. In addition, the SLCPD received Accreditation with Excellence following a CALEA Gold Standard Assessment in 2014. Because the department has been successfully accredited in all three areas (law enforcement, training academy, and communications), it was awarded the coveted Tri-Arc Award by CALEA in 2010.<sup>24</sup> There are currently only 15 agencies in the world that hold this distinction.<sup>25</sup>

### *Impact of St. Louis region police agencies on SLCPD*

Across the St. Louis City and County region, approximately 60 police departments provide service to approximately 1.3 million people in 90 municipalities over 589 square miles. These 60 departments possess “widely differing resources, and they provide protection across significantly diverse geographic and demographic communities.”<sup>26</sup> This amalgam of departments also creates a web of overlapping jurisdictions, policies, and practices.

Police protection is provided in several ways. Fifty-eight municipalities, St. Louis City, and the SLCPD provide police service through their own departments. Thirty-two municipalities in St. Louis County contract police patrol service. A majority (18) of these municipalities contract with the SLCPD for this patrol service. The remaining 14 municipalities contract with neighboring municipalities.<sup>27</sup> Populations served by a single department range from the 298 residents served by the Kinloch Police Department to the approximately 407,000 citizens patrolled by the SLCPD throughout unincorporated St. Louis County and the 18 contracted municipalities.<sup>28</sup>

The SLCPD patrols 265 square miles, including the municipalities of St. Louis County, Black Jack, Clarkson Valley, Dellwood, Fenton, Grantwood Village, Green Park, Hanley Hills, Jennings, Marlborough, Norwood Court, Pasadena Hills, Twin Oaks, Uplands Park, Valley Park, Vinita Terrace, Wilbur Park, Wildwood, and Winchester. The department has 855 authorized sworn officer positions.<sup>29</sup>

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23. *Police Report #2: Licensure and Accreditation* (St. Louis, MO: Better Together, April 2015), <http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-2-Licensure-and-Accreditation-Full-Report-FINAL1.pdf>.

24. Dave Jones (research associate, Planning and Analysis Unit, SLCPD), “CALEA Overview,” memorandum, in e-mail from John Wall (sergeant, SLCPD) to Blake Norton, Rick Braziel, and Earl Hamilton (assessment team, Police Foundation), April 3, 2015.

25. “CALEA TRI-ARC Award,” CALEA, accessed August 19, 2015, <http://www.calea.org/content/tri-arc-award>.

26. *Police Report #3* (see note 6).

27. *Police Report #1: Regional Overview* (St. Louis, MO: Better Together, April 2015), <http://www.bettertogetherstl.com/wp-content/uploads/2015/04/BT-Police-Report-1-Full-Report-FINAL1.pdf>.

28. *Ibid.*

29. *St. Louis County Police Department Annual Report* (see note 1).

The CMPA, operated by the SLCPD, is a regional peace officer training academy that trains other county municipal police agencies in addition to its own recruits. The CMPA trains members of approximately 125 police departments annually.<sup>30</sup> Approximately 92 police departments in the St. Louis region pay an annual tuition to attend any available CMPA classes rather than pay by the class. It averages another 33 law enforcement agencies that do not pay an annual tuition but rather pay to attend a specific class. Those agencies that pay annual tuition may also send their recruits to the CMPA basic academy, and open enrollment allows self-sponsored<sup>31</sup> recruits to attend as well. The assessment team confirmed that Ferguson Police Department (FPD) officers received multi-assault counterterrorism action capabilities (MACTAC) phase II civil disturbance response team (CDRT) in-service training from the CMPA in the spring of 2014, as well as CDRT training in the fall of 2014.

The U.S. Department of Justice (DOJ) civil rights investigation of the FPD<sup>32</sup> documents the focus of police enforcement in Ferguson to generate revenue through fines and fees. This culture of heavy enforcement has led to abusive policing and municipal court practices that affect community relationships beyond just the FPD.<sup>33</sup>

Interviews conducted by the assessment team with community members, business leaders, and youth describe abuses similar to those described in Ferguson in many municipal jurisdictions in St. Louis County. SLCPD officers, supervisors, and executive leadership identified similar concerns with municipal police departments. Officers currently employed by the SLCPD who previously worked in other municipalities describe similar policies of enforcement for the purposes of revenue generation. Failure to write citations would result in disciplinary action.

During Police Foundation (PF) assessment team interviews, both community and SLCPD members reported that violations similar to the unconstitutional practices identified in the DOJ investigation of the FPD, including violations of community members' First and Fourth Amendment rights, also exist in other municipal police departments within St. Louis County. These practices have eroded the trust of the community not only in the abusive departments but also in law enforcement in general. Heavy enforcement within a city also has a direct effect on the community at large. Heavy enforcement has resulted not only in fines and fees but also in a large number of bench warrants. As of June 30, 2014, there were more than 750,000 outstanding arrest warrants in St. Louis City and St. Louis County (including the cities within the county) in 2014, which is nearly three arrest warrants for every four adults.<sup>34</sup> When broken down by municipalities, the numbers are more alarming. For the same reporting period, the city of Ferguson had 45,185 outstanding warrants for 21,111 residents. While not all warrants are for city residents, this is more than two arrest warrants for every resident. The city of Kinloch has more than four outstanding warrants per resident. Many of the warrants are for failing to

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30. This number can only be approximated because it fluctuates from year to year.

31. Self-sponsored recruits attend the academy on their own without being sponsored by a police department (however, the SLCPD allows them to attend the CMPA at no cost). Once they have successfully completed the academy, a police department with an opening may hire them. Matthew O'Neill (director, CMPA), interview with PF assessment team, January 21, 2014.

32. *Investigation of the Ferguson Police Department* (see note 6).

33. *Ibid.*

34. "Table 95: Municipal Division, FY 2014 Warrants Issued and Warrants Outstanding," *Your Missouri Courts*, accessed April 19, 2015, <http://www.courts.mo.gov/file.jsp?id=83263>.

appear in court. While the SLCPD may not have taken the initial enforcement action that resulted in the arrest warrant, it becomes associated with heavy enforcement practices when its officers encounter and arrest an individual for an outstanding warrant. The community's lack of trust attributed to abusive and at times unconstitutional enforcement practices of a municipal police department is then transferred to the SLCPD.

The consequence for the SLCPD is a lack of trust by the community that exacerbated tensions during the response to demonstrations following the shooting death of Michael Brown. Mutual aid agreements in the area allow Missouri officers to respond to emergencies outside of their jurisdictions. According to the Missouri Council for a Better Economy, "chapter 70 of the Missouri Revised Statutes (RSMo) allows counties and municipalities to enter into mutual aid agreements during an emergency and also permits officers in compliance with Chapter 590 RSMo to respond to emergencies outside the boundaries of the political subdivision."<sup>35</sup> Such a response occurred during the demonstrations following the shooting of Brown in 2014, embroiling the SLCPD in the fallout from those events and bringing to light deep-seated and long-standing tensions between St. Louis law enforcement and the community.

The close proximity and fragmented nature of policing in the St. Louis region coupled with heavy enforcement by some municipalities in the region has created an environment of distrust and difficulty for the SLCPD and the community it serves.

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35. *Police Report #3* (see note 5).

## Chapter 3. Methodology

The Police Foundation assessment team used a number of qualitative and quantitative methods to analyze policies, procedures, and practices in the St. Louis County Police Department (SLCPD). Over the course of the assessment, we made five site visits, during which we conducted interviews and focus groups. We also held focus groups with members of the department and community stakeholders, made observations, and collected data. Our assessment approach involved four modes of inquiry: (1) document review, (2) interviews and focus groups, (3) direct observation, and (4) data analysis. Each method is described in more detail later in this section.

The assessment team reviewed departmental policies, manuals, training lesson plans, and strategic plans. Each document was reviewed in an effort to obtain a better understanding of how the department governs policies and practices for conducting traffic stops, how it investigates use of force incidents and citizen complaints, how it administers in-service and academy training, how it manages recruitment efforts to promote diversity within the department, and how it reviews responses and training for handling civil disturbances.

Throughout the assessment process we conducted semi-structured interviews, focus groups, and meetings with SLCPD command staff and officers and community members. In total, we interviewed more than 200 individuals for this assessment.

We directly observed SLCPD operations throughout the assessment, including preparations for the St. Louis County grand jury decision in the case of the shooting death of Michael Brown and the civil disturbances after that announcement. In addition, we conducted ride-alongs with officers and observed recruit and in-service training sessions at the regional police academy.

We collected, coded, and analyzed data from the SLCPD, including their use of force database and investigative reports, officer-involved shooting (OIS) data and narrative reports, citizen complaint database, investigative reports, and traffic stop information.

Through our document review, interviews and focus groups, reviews of policies and procedures, observations, and data analysis approaches, our intent was to identify gaps and weaknesses in SLCPD operations. We attempted to address those gaps and weaknesses through our understanding of the SLCPD's organizational structure and operations, subject matter experts, and a review of existing research of the topical areas of interest: policy and procedures, training, investigation, recruitment, and responses to civil disturbances. We relied primarily on national standards, evidence-based practices, and research to better inform our findings and recommendations.

## Chapter 4. Recruitment and Hiring

### Overview

On January 22, 2015, USA Today published an article entitled “Police Forces Often Sea of White.”<sup>36</sup> The article discusses the underrepresentation of minorities in police departments across the United States in comparison to their communities’ populations. Included in the story was the St. Louis County Police Department (SLCPD).

The diversity of St. Louis County and, more important, the degree of segregation within the county, provides an opportunity for the SLCPD to focus diversity recruiting efforts in targeted areas. Data from 2013 show that the residents of St. Louis County are 70.3 percent White and 23.7 percent Black (as illustrated in table 1 on page 16). By comparison, the SLCPD is 87 percent White and 10.2 percent Black (as illustrated in table 2 on page 16). In addition, Blacks are underrepresented in the commissioned ranks of police officer and police sergeant based on their proportion of the population of St. Louis County and are also underrepresented in the ranks of lieutenant and captain (as illustrated in table 4 on page 17). Women are also underrepresented in all ranks of the department (as illustrated in tables 3 and 4 on pages 16 and 17) when compared to the national average of 17 percent female officers for jurisdictions serving populations of more than 250,000.<sup>37</sup>

The benefits of police departments appropriately representing the diversity of the communities they serve as a means to develop trust has been and continues to be discussed at a national level, including by the President’s Task Force on 21st Century Policing.<sup>38</sup> Indeed, the final report of the task force recommends that “law enforcement agencies should strive to create a workforce that contains a broad range of diversity including race, gender, language, life experience, and cultural background to improve understanding and effectiveness in dealing with all communities.”<sup>39</sup>

Yet with years of discussion and attempts by some, police agencies across the country struggle to change the look of their departments. Many cite the lack of interest of minorities and women in law enforcement careers. Others say that diverse candidates are not successfully meeting the minimum standards required by agencies.

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36. John Kelly, “Police Forces Often Sea of White,” *USA Today*, January 23, 2015, <http://www.pressreader.com/usa/usa-today-international-edition/20150123/281505044616190/TextView>.

37. Brian A. Reaves, *Local Police Departments, 2013: Personnel, Policies, and Practices* (Washington, DC: Bureau of Justice Statistics, 2015), <http://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

38. President’s Task Force on 21st Century Policing, *Final Report* (see note 14).

39. *Ibid.*

## *Management and administration*

The assessment team reviewed SLCPD internal policies, staffing, and methods for attracting and recruiting minority and female candidates to the SLCPD. The team also reviewed the applicant testing process, background investigations, and hiring authority interview. The team conducted interviews with recruiting staff, background investigators, supervisors and executive staff, academy instructors, academy recruits, field training officers, patrol officers, neighborhood police officers, school resource officers, community members, business leaders, and local elected officials. The goal was to identify successes of current recruiting efforts and look for opportunities to recommend creative practices, both public and private, to develop a long-term system and culture of diversity recruitment.

Currently, the SLCPD uses traditional recruiting efforts consistent with many law enforcement agencies across the country. The department attends job fairs that target minority applicants, advertises job opportunities for minority candidates, uses minority officers and command staff in the community for recruiting efforts, and most recently—in March 2015—conducted a large outreach to the faith-based community in the county’s communities of color.<sup>40</sup>

The SLCPD sponsors police explorer programs at the precinct level. The program, for youth 14–20 years of age, is a volunteer program designed for young adults to serve their community and explore a career in law enforcement.<sup>41</sup> Currently only the 7th precinct advertises an explorer program at the precinct-level website.<sup>42</sup>

The application and testing process for the SLCPD officers includes a written exam, physical test, background investigation, polygraph exam, and employment panel interview for recommendation of employment to the chief. The written exam is an entry-level exam commercially available for law enforcement agencies. The physical test includes a 1.5-mile run, timed push-ups, and timed sit-ups. Each of the physical tests is adjusted for gender and age range. The background investigation is consistent with law enforcement agencies with CALEA certification. Included in the hiring practice is that the polygraph alone cannot be used to disqualify an applicant. All of the standards including the one-year exclusion for use of drugs are posted on the department website.<sup>43</sup>

The review team attempted an analysis of the entire hiring process for police officers to determine at what points in the process applicants fail or withdraw, potential causes of the failure or withdrawal, and potential impacts on diverse applicants. Data were provided by the SLCPD; however, the level of detail in the information did not allow for an in-depth analysis. While the SLCPD was willing to review all applicant files and hand tabulate necessary data, the time required to complete the task along with competing requests prohibited review in this report. The review team was able to complete a review of applicants and their success, withdrawal, or failure in the hiring process.

40. Elisa Crouch, “St. Louis County Police Reach Out for Minority Applicants,” *St. Louis Post-Dispatch*, last modified March 20, 2015, [http://www.stltoday.com/news/local/crime-and-courts/st-louis-county-police-reach-out-for-minority-applicants/article\\_7686a5f5-210b-5554-a3d5-cb0bfc85c537.html](http://www.stltoday.com/news/local/crime-and-courts/st-louis-county-police-reach-out-for-minority-applicants/article_7686a5f5-210b-5554-a3d5-cb0bfc85c537.html).

41. “Department Procedures,” St. Louis County Government, accessed May 28, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceDepartment/ResourcesforCitizens/DepartmentProcedures>.

42. “West County (7th) Precinct,” St. Louis County Government, accessed May 28, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceDepartment/7thPrecinctWestCounty>.

43. “Career Information,” St. Louis County Government, accessed May 28, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceDepartment/CareerInformation>.

## *SLCPD police officer hiring process*

### Method

The SLCPD Personnel Services Unit provided data from a computerized tracking system of applications received in 2013–2014. The data set contains information on applicants' progress through the hiring process to determine their eligibility to become commissioned officers of the SLCPD.

The SLCPD accepts applications for commissioned officers from both experienced officers and those without peace officer experience. Applicants without appropriate prior experience are afforded two tracks with which to complete basic academy training through the St. Louis County and Municipal Police Academy (CMPA) Recruit Program:

1. **Open enrollment program.**<sup>44</sup> This program provides free training (recruits pay for uniforms and equipment) to applicants who meet the minimum qualifications for admission to the academy but not necessarily the minimum qualifications for the employment with the SLCPD and who successfully complete the selection process for the academy.<sup>45</sup> While attending the academy, an open enrollment recruit is not an employee of St. Louis County; however, the individual may be proceeding through the hiring process. Admission to the recruit basic training class and completion of the program does not guarantee or automatically qualify an applicant for employment as a police officer.
2. **Commissioned police officer position.**<sup>46</sup> Applicants must meet the minimum qualifications for hire with the SLCPD, including an associate's degree or 64 semester hours from an accredited college or university, a high school diploma or GED with one-year full-time prior police experience, or two years of active duty military service. Applicants must successfully complete each stage of the selection process<sup>47</sup> in order to be eligible to proceed to the next stage in the process. Applicants are employees of the department while attending the CMPA.

After the Personnel Services Unit has received and reviewed the initial application and required documents, the selection steps can take up to six months for completion.

### Analysis of applicants for SLCPD recruit officer position

SLCPD staff interviewed by the Police Foundation (PF) assessment team expressed a desire to recruit and hire diverse candidates that better represent the community. To measure SLCPD efforts in this area, the assessment team conducted a descriptive analysis of applicants for police recruit positions that were processed by the SLCPD Personnel Services Unit in 2013–2014. The assessment included an examination of the ethnicity and gender of applicants, their status in the hiring process at the time of the analysis, and an analysis of candidates given a conditional job offer. The data that SLCPD captured in reference to their

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44. "Open Enrollment Recruit Program: St. Louis County and Municipal Police Academy" (St. Louis, MO: St. Louis County Police Department, 2014).

45. Selection steps are as follows: initial interview by personnel service staff, physical condition assessment, written test, final interview by the director of the academy, approval and notification by the academy of eligibility to attend training, and physical examination.

46. "Commissioned Police Officer: Minimum Requirements for Police Officer" (St. Louis, MO: St. Louis County Police Department, 2014).

47. Selection steps are as follows: preliminary background review, physical condition assessment, written test, video-based oral examination, background investigation, staff service commander's interview, final review board, physical health and psychological examinations, and probationary period while attending the academy.

applicant pool were limited for the purposes of analysis for this project. As a consequence, the assessment team was unable to analyze each specific step in the selection process to evaluate whether it had an adverse impact on a specific group of applicants.

### *Applicant characteristics: Gender and race*

The Personnel Services Unit received a total of 310 applications for SLCPD police recruit positions in 2013–2014. Applicants were predominately male (85.2 percent), and 14.8 percent identified as female, as shown in table 5.

With regard to the race or ethnicity of the applicants, the composition was closer to representing St. Louis County's population than the current demographics of the SLCPD (table 2 on page 16). According to the 2013 U. S. Census of St. Louis County, 70.3 percent of the population was identified as White; 23.7 percent as Black; and 6 percent as other race.<sup>48</sup> Among the applicants for police recruit positions, 77.1 percent were identified as White; 19 percent as Black; and 3.9 percent as other race.<sup>49</sup>

**Table 5. Applicants by gender and race, 2013–2014 (N=310)**

<b>Gender</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Male	208 (67.1)	46 (14.8)	10 (3.2)	264 (85.2)
Female	31 (10.0)	13 (4.2)	2 (0.6)	46 (14.8)
Total	239 (77.1)	59 (19.0)	12 (3.9)	310 (100.0)

### *Status of application in the hiring process*

Table 6 shows the status of the applications in the initial screening process by race or ethnicity of applicants. Of the total applications received, 44.8 percent continue to be in active hiring status, while 13.5 percent received a conditional offer to attend the academy recruit basic training classes.

**Table 6. Application status by race, 2013–2014 (N=310)**

<b>Application status</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Active	101 (32.6)	33 (10.6)	5 (1.6)	139 (44.8)
Conditional offer*	34 (11.0)	5 (1.6)	3 (1.0)	42 (13.5)
Expired†	12 (3.9)	5 (1.6)	1 (0.3)	18 (5.8)
Not best qualified	58 (18.7)	9 (2.9)	--	67 (21.6)
Other	5 (1.6)	--	--	5 (1.6)
Voluntary withdrawal	28 (9.0)	7 (2.3)	3 (1.0)	38 (12.3)
Unknown	1 (0.3)			1 (0.3)
Total	239 (77.1)	59 (19.0)	12 (3.9)	310 (100.0)

\* Conditional (job) offer: applicant is given an offer of employment pending the successful completion of both a physical and psychological exam. While completing the examinations, the applicant is eligible to attend the basic training academy.

† Expired: application was not worked within one year after the initial screening. Applicants are notified to contact the personnel services unit to continue in the process.

48. "State and County QuickFacts: St. Louis County, Missouri," U.S. Census Bureau, U.S. Department of Commerce, accessed April 23, 2015, <http://quickfacts.census.gov/qfd/states/29/29189.html>.

49. The "other" race category includes applicants identified as American Indian/Alaska Native, as Asian, and as being of two or more races.

Overall, 41.6 percent of total applicants were eliminated at some point during the selection process (i.e., expired, not qualified withdrawal, other, or unknown). Nearly 22 percent of applicants were deemed “not best qualified”<sup>50</sup> to continue in the process, while 12.3 percent voluntarily withdrew their applications.

Among applicants who were ineligible to continue in the process, 80.6 percent were identified as White, 16.3 percent as Black, and 3.1 percent as other race. Ineligible applicants were 86 percent male and 14 percent female.

### *Applicants eligible for consideration in the hiring process*

Of the initial applications received in 2013–2014, a total of 181 applicants were given conditional offers or were considered still active in the hiring process. Among those applicants, 74.6 percent identified as White, 21 percent as Black, and 4.4 percent as other race (see table 7). When analyzing applicants within each race category, 56.5 percent of White applicants (N=135; 43.6 percent of all applicants) were either still active or received conditional offers, 64.4 percent of all Black applicants (N=38; 12.2 percent of all applicants) were still active or received conditional offers, and 66.7 percent of all other races (N=8; 2.6 percent of all applicants) were either still active or received conditional job offers.<sup>51</sup>

**Table 7. Eligible applicants by race or ethnicity, 2013–2014 (N=181)**

<b>Application status</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Active	101 (55.8)	33 (18.2)	5 (2.8)	139 (76.8)
Conditional offer	34 (18.8)	5 (2.8)	3 (1.6)	42 (23.2)
Total	135 (74.6)	38 (21.0)	8 (4.4)	181 (100.0)

**Table 8. Eligible and ineligible applicants by race or ethnicity, 2013–2014 (N=310)**

<b>Application status</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Active/Conditional	135 (43.6)	38 (12.2)	8 (2.6)	181 (58.4)
Ineligible	104 (33.5)	21 (6.8)	4 (1.3)	129 (41.6)
Total	239 (77.1)	59 (19.0)	12 (3.9)	310 (100.0)

Overall, 84.5 percent of eligible applicants identified as male and 15.5 percent as female. Of the eligible male applicants, 75.2 percent identified as White and 20.9 percent as Black. Of the eligible female applicants, 71.4 percent identified as White and 21.4 percent as Black, as shown in table 9.

50. “Not best qualified” (NBQ) as defined by SLCPD means that the applicant did meet the minimum standards of the position, but was not the best qualified on this list of applicants for the position they are applying for and is being rejected but can normally reapply in six months.

51. Conditional (job) offer: applicant is given an offer of employment pending the successful completion of both a physical and psychological exam. While completing the examinations, the applicant is eligible to attend the basic training academy.

**Table 9. Eligible applicants by gender and race or ethnicity, 2013–2014 (N=181)**

<b>Male applicant application status</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Active	88 (57.6)	27 (17.6)	4 (2.6)	119 (77.8)
Conditional offer	27 (17.6)	5 (3.3)	2 (1.3)	34 (22.2)
Total	115 (75.2)	32 (20.9)	6 (3.9)	153 (100.0)

<b>Female applicant application status</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)</b>
Active	13 (46.4)	6 (21.4)	1 (3.6)	20 (71.4)
Conditional offer	7 (35.0)	—	1 (3.6)	8 (28.6)
Total	20 (71.4)	6 (21.4)	2 (7.2)	28 (100.0)

### Summary of hiring process

During the review period (2013–2014), the Personnel Services Unit received 310 applications from individuals interested in becoming commissioned officers of the SLCPD. The majority of applicants were men (85.2 percent), and 14.8 percent of applicants were women. Racial composition of applicants included 77 percent White, 19 percent Black, and 4 percent other race.

At some point in the selection process, 41.6 percent of the applicants were eliminated from the hiring process. A total of 181 applicants remained eligible to continue in the process or were given a conditional offer of employment pending successful completion of both a physical and psychological examination. Of those continuing in the process and yet to receive a conditional offer, 72.6 percent were White and 23.7 percent Black. Of those receiving a conditional offer, 81 percent identified as White, 12 percent as Black, and 7 percent as other races.

The following findings and recommendations are based on national best practices and trends in staff recruitment and hiring in both the public and private sector. In addition, the SLCPD proactively identified the need to change their recruitment, selection, and hiring processes as they relate to increasing minority representation within the department.

## *Findings and recommendations*

### **Finding 4.1**

#### **The SLCPD does not represent the diversity of the population it serves.**

Compared to the population of St. Louis County, Blacks are significantly underrepresented in the commissioned ranks of police officer and police sergeant, and while the SLCPD has made efforts to increase minority representation in the command ranks the department remains moderately under representative of the community in the ranks of lieutenant and captain.

Women are also underrepresented in all ranks of the department. Currently, of the 13 SLCPD captains, only one is female. In addition, the department has only three female, in comparison to 26 male, lieutenants. The assessment team also noted the lack of inclusion of female leadership in all executive-level meetings between the assessment team and the SLCPD.

#### *Recommendation 4.1.1*

*The SLCPD should develop a strategic plan for officer recruitment, focused on race and gender diversity, to include attention to recruiting, promotion, and retention of minorities and women.*

Addressing underrepresentation begins with recruiting. The SLCPD should conduct a scan of organizations that have successfully overcome recruiting barriers and develop a plan with goals, objectives, and outcome measures. This plan should be articulated to the rank-and-file officers and reviewed annually to respond to any changing demographics in the metropolitan area.

The SLCPD should create education and training events that assist applicants or those considering becoming applicants in understanding hiring and application requirements, areas of concern during the background process, and common mistakes made by applicants.

In addition, the training program should provide potential applicants with sample written exams and exposure to the fitness test to better prepare them for the application process.

#### *Recommendation 4.1.2*

*The SLCPD should create a community recruiter program that identifies and trains community leaders to serve as SLCPD recruiters.*

Community recruiter training should include education on the hiring process, common candidate exclusions such as felony convictions, resources available to candidates that could improve success, and mentoring skills training so that the community recruiter can support the candidate throughout the hiring process.

#### *Recommendation 4.1.3*

*The SLCPD should track and publicly report, at least annually, demographic information of current employees, employees who have left the organization, and applicants who have applied to the department.*

Reporting for current employees should include rank and areas of assignment. For individuals who left the department, the reason for leaving should be noted. For applicants, the status as identified in table 6 should be included.

#### *Recommendation 4.1.4*

*The SLCPD should consider creating a diversity council representing gender, ethnic, racial, LGBT, and linguistic minorities to serve as advisors and champions for the chief and SLCPD command staff to support recruitment efforts focused on youth, newcomer populations, and gender diversity.*

#### *Recommendation 4.1.5*

*The SLCPD should create a youth advisory council representing youth from schools throughout the county who will serve as advisors to the chief and command staff on ways to engage the community's youth and on potential barriers to recruiting St. Louis youth into policing.*

The council should involve youth in the police department, fostering relationships with officers and executive staff and exposing them to the work of the department. It will also provide department staff with the opportunity to create relationships with future leaders of the community.

#### *Recommendation 4.1.6*

*The SLCPD should conduct an in-depth review of its hiring process, including the examinations it uses, to determine whether on any step in the process has an adverse impact against any group of applicants and, if so, whether the process is valid and whether there are alternative selection procedures that could meet the county's needs but have less disparate impact.*

## Finding 4.2

### **The SLCPD recruiting process has not been able to consistently translate existing relationships with high school students and youth programs into employment opportunities.**

Relationships developed between department personnel and St. Louis youth offer opportunities for recruitment of diverse populations with strong ties to the community. Often, these meaningful relationships begin with St. Louis County students and their school resource officers (SRO). Unfortunately, many of those employment opportunities are lost when youth graduate from high school and either go to college or enter the job market without the ability to remain connected to law enforcement career opportunities.<sup>52</sup>

The ability to recruit directly from high schools into the policing profession has been successfully accomplished in agencies throughout the country through cadet or community service officer (CSO) programs. To determine the potential success of similar programs in the SLCPD, the assessment team interviewed students, parents, school administrators, community leaders, county elected officials, and police officers. In addition, the team observed the interaction between students and SROs. Without exception, interviewees strongly believed such efforts would have a positive impact on the community, including the community's relationship with the SLCPD. The assessment team also noted positive interactions between SROs and students, thus presenting opportunities for recruitment within the high schools served by the SLCPD. During interviews, SROs and neighborhood police officers expressed confidence in their ability to recruit qualified, diverse, graduating high school seniors for employment that would ultimately lead to police officer positions. Community members, school administrators, and teachers interviewed expressed a similar level of confidence in the ability of school resource officers (SRO) to recruit qualified diverse high school graduates into the SLCPD.

52. At the time of high school graduation, most students are ineligible to become police officers because of the age requirement of 21 years.

### *Recommendation 4.2.1*

*The county of St. Louis should identify and create job classifications that allow for entry level employment in the police department designed for individuals who desire a career as a police officer but who do not meet age or college requirements.*

For more than 40 years, law enforcement agencies across the country have used police cadet or community service officer job classifications to successfully diversify organizations without sacrificing employment or education standards. Employing youth from within the community strengthens community police relationships and keeps local jobs local.

Many community services officer (CSO)/cadet programs require employees to go to college while working part time at the police department during the school year and full time while on school breaks. The employee would also attend the academy and earn college credits that would apply toward minimum requirements. All of this can be accomplished before the potential applicant meets the minimum age requirement.

### *Recommendation 4.2.2*

*Job duties of cadets or community service officers should prepare them for the job of police officer while also reducing the workload of existing officers to allow for more time for engagement in community activities and problem solving.*

Duties performed may include nonenforcement functions such as completing crime and accident reports, interviewing witnesses, augmenting neighborhood policing functions, assisting at major crime scenes, or any other non-enforcement function the employee can be or has been trained to perform.

### *Recommendation 4.2.3*

*SROs, neighborhood police officers, and other employees whose jobs require high levels of youth contact and community engagement should be trained and evaluated on recruitment techniques so that they are proficient in recruiting efforts.*

The recruitment officer should not be the only department staff member to shoulder the entire recruiting responsibility. The job should be divided between all who have the ability to be role models and mentors and to coach youth.

## **Finding 4.3**

**The SLCPD website employment link does not inspire viewers to engage, volunteer, or join the department.**

The academy site link lacks similar attributes. The Academy Challenge video describes the hiring process and academic challenges appropriately. However, the video is heavily influenced by the use of force and officer safety curriculum. While the latter are important to the safety of officers, the uninformed viewer may perceive the video as representing the primary work officers do in the community.

### *Recommendation 4.3.1*

*The SLCPD should redesign its website to interactively engage viewers.*

The site not only should serve as a method of informing the audience but also should showcase the department to the community. The department should devote at least one page on the website to recruitment. The page should illustrate the tenets of community policing such as service, volunteerism, and community problem solving to engage potential applicants to the SLCPD. Videos that allow the viewer to experience the daily work of a patrol officer, dispatcher, forensics staff member, SRO, or detective should also be posted. The SLCPD should use the video to highlight the actual work done on a daily basis to make the community a safe place to live, work, and play. The video should not focus on tactical operations of the department; this is a mistake made by many departments across the country.

## **Finding 4.4**

### **The SLCPD recruitment unit is insufficiently staffed.**

It is composed of one officer assigned to the personnel division. This staffing level is insufficient to accomplish the recruitment tasks necessary to identify and select the best officer candidates and to reach desired diversity levels. While the SLCPD is making sincere efforts to diversify the ranks of officers, traditional diversity recruitment efforts with existing staffing levels are not meeting community or department expectations.

### *Recommendation 4.4.1*

*The SLCPD should increase staffing levels to support the important job of new officer recruitment.*

## **Finding 4.5**

### **The SLCPD automated system does not allow for in-depth analysis of the hiring process.**

### *Recommendation 4.5.1*

*The SLCPD should maintain an automated system that tracks applicants through the entire recruitment and hiring process, allowing for real-time access to individual applicant information and for a review of the selection process.*

Such a system would allow background investigators and supervisors to identify potential issues with individual applicants and would also allow managers to identify successes or potential flaws in the process.

# Chapter 5. Basic Recruit Training

## *Overview*

The purpose of the St. Louis County and Municipal Police Academy (CMPA) is to transform uniformed and civilian members of the St. Louis County Police Department (SLCPD) into law enforcement professionals equipped with the necessary academic and tactical knowledge to protect the life, rights, property, and dignity of all the residents of St. Louis County.

## *Management and administration*

The CMPA, operated by the SLCPD with oversight by an eight member board of managers made up of command personnel from several area departments,<sup>53</sup> has the ability to help mold and shape new peace officers as well as experienced officers in the region. It is a regional peace officer training academy that trains police officers for approximately 125 municipal police agencies<sup>54</sup> in addition to basic academy recruits. Approximately 92 police departments pay tuition to CMPA for police officers to attend any available courses offered. The CMPA also averages another 33 law enforcement agencies that pay for officers to attend a specific class.

For the basic academy, a partnership with Lindenwood University and Maryville University enables students in their senior year to attend the academy, and the universities reimburse the academy for tuition. A general background investigation is completed prior to being accepted into the academy, and a more thorough investigation is completed prior to being hired by a department (polygraph, psychological evaluation, etc.).

The CMPA also provides basic recruit academy training to self-sponsored academy recruits who have met the requirements for admission to the academy free of charge. Self-sponsored recruits are not employees of an agency and are therefore not paid a salary. The SLCPD has the right to select self-sponsored recruits for hire before other member agencies.

On average, 25 to 30 recruits are trained during the CMPA 25-week police basic training class. The class composition includes SLCPD hired recruits, self-sponsored recruits (including those who are in a hiring process for a law enforcement agency including the SLCPD), and, at times, recruits who have been hired by a law enforcement agency other than the SLCPD. The graduation rate for the academy is often above 90 percent. As with other police academies, recruits resign for personal reasons or are removed for failure to successfully complete the required curriculum.

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53. "CMPA Board of Managers," St. Louis County Government, accessed May 28, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceAcademy/BoardofManagers>.

54. This number can only be approximated because it fluctuates from year to year.

In addition, the academy provides in-service training for the SLCPD only and continuing education for the SLCPD and tuition-paying municipal police departments. Continuing education courses are published in a catalog and available for registration.<sup>55</sup>

## Academy staff

Academy instructors include five full-time SLCPD officers and three officers from other municipal agencies. Officers assigned as academy instructors are certified by the Missouri Peace Officer Standards and Training (POST) Commission as basic or specialist instructors (see chapter 7 “In-Service Training/Missouri POST Requirements”). POST-certified officers apply for CMPA instructor positions as they would for any SLCPD-posted specialized assignment. They first submit a memo with their qualifications. If selected, they participate in an interview with the academy staff, which includes making a presentation to demonstrate their teaching skills. Following a review of their performance and evaluations and recommendations from previous supervisors, the CMPA director makes a recommendation for the applicant officer, which is routed through the chain of command to the chief of police for final approval.

## Academy training

A minimum of 470 training hours is required for licensing full-time police officers in Missouri.<sup>56</sup> The SLCPD provides 916 hours of basic recruit training. By comparison, the St. Louis Metropolitan Police Department provides 1,080 hours of basic training, and Missouri Highway Patrol 1,200 hours.

The Missouri Peace Officers Licensing Exam (MPOLE), which is the measure of proficiency required to become a peace officer in the state of Missouri, is weighted in four key areas and 17 domains:

1. Legal studies (11%)
  1. Constitutional law
  2. Missouri state law
  3. Traffic law
2. Interpersonal perspectives (14%)
  4. Ethics and professionalism
  5. Domestic violence
  6. Human behavior
3. Technical studies (65%)
  7. Patrol
  8. Jail population management
  9. Traffic accident and law enforcement

55. “Continuing Education Course Catalog,” St. Louis County Government, accessed May 28, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceAcademy/ContinuingEducation/CourseCatalog>.

56. Missouri Revised Statutes, chapter 590, Peace Officers, Selection, Training, and Discipline, § 590.040, August 28, 2014 (until 12-31-16). (L. 2001 H.B. 80) Effective 1-01-01. This section was amended by H.B. 1299, 2014, effective 1-01-14.

10. Criminal investigation
11. Offense investigation
12. Report writing
13. Juvenile justice and procedures
14. First aid
4. Skill development (10%)
  15. Defensive tactics
  16. Firearms
  17. Driving

The state requires 32 hours of constitutional law. The SLCPD has added nine more hours of instruction in this area. In the subject area of human behavior, Missouri POST requires 24 hours of training, and the SLCPD has added 14 more hours, of which two hours are spent on cultural diversity. The SLCPD has also added six hours of instruction in the areas of ethics and professionalism, which includes police ethics, conduct, and behavior. The SLCPD has also added two hours of community problem solving in the technical studies area under patrol.

The St. Louis CMPA basic training curriculum is as follows:

- Administrative procedures—60 hours  
(Orientation, computer skills, etc.)
- Legal studies—95 hours  
(Constitutional law, Missouri state law, traffic law)
- Cultural diversity and interpersonal perspectives—80 hours  
(Ethics and professionalism, domestic violence, human behavior, communication, cultural diversity, etc.)
- Technical studies—373 hours  
(Patrol and jail management, homeland security, traffic, criminal investigation, report writing, juvenile justice, certified first responder, etc.)
- Skill development—308 hours  
(Defensive tactics, firearms, physical training, driver training, practical application, etc.)
- Total—916 hours<sup>57</sup>

The current (2015) CMPA recruit training curriculum allocates only four hours for the topics of community policing and crime prevention. During PF assessment team interview, academy staff (including course instructors) stated that community policing principles are reinforced through other courses. However, courses in fair and impartial policing (a relatively new training standard), community engagement, and partnership development have not been incorporated into the CMPA training curriculum.

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57. *Police Basic Training Program Curriculum* (St. Louis, MO: St. Louis County and Municipal Police Academy, 2015).

## *Field training program overview*

According to the SLCPD Field Training and Evaluation Program Manual, the field-training program is a “management system with the goal of improving the overall effectiveness and efficiency of the Department.”<sup>58</sup>

Field training objectives include the following:

- To provide a structured probationary officer training process
- To establish a probationary officer evaluation system
- To identify undesirable behavioral traits and provide remediation
- To establish a program review procedure
- To establish a retraining program for the department<sup>59</sup>

Upon graduating from the CMPA, the recruit hired by the SLCPD is given the rank of probationary officer and is assigned a field-training instructor (FTI). New officers are on probation for 18 months from the date of hire. The SLCPD Field Training Program is based on the San Jose model,<sup>60</sup> emphasizing teaching over evaluation.

SLCPD policy requires 15 weeks of field training after graduation from the academy, which is divided into four phases. Field training is followed by a 37-week evaluation phase. During field training, the probationary officer will be assigned to routine patrol duties, to include all shifts and various beats and units. Academy graduates are assigned to a primary precinct for five weeks and then transferred to another precinct for four weeks in an effort to expose the officer to the various workload demands in a particular precinct. They finish the field training at their primary precinct assignment. During field training, officers will spend one day of training with the Crime Scene Unit and the Bureau of Communications, and sometimes they will spend a day with a canine officer.

A probationary officer’s performance is evaluated daily by his or her FTI through daily observation reports. In addition, the FTI completes end of phase reports to evaluate the totality of the probationary officer’s performance for each of phase I, II, III, and IV.<sup>61</sup> The reports recommend whether the probationary officer should move on to the next phase. During the final week of field training, the FTI observes the probationary officer from afar (and out of uniform). Recommended guidelines for end of phase reports are as follows:

- Critical performance tasks
  - Driving skill: Stress conditions
  - Orientation skill: Stress conditions
  - Field performance: Stress conditions

58. *Field Training and Evaluation Program: Rules and Procedures* (St. Louis, MO: St. Louis County Police Department, 2007).

59. *Ibid.*

60. “Field Training Officer (FTO) Program,” San Jose Police Department, accessed June 6, 2015, <http://www.sjpd.org/BFO/FieldTraining/>.

61. “Phase I (6 weeks)—designed to familiarize probationary officer with routine duties and police functions and to take on functions in conjunction with their primary FTI. Phase II (3 weeks)—probationary officer assigned to 2nd (alternate) FTI to promote more objective evaluation. Officer continues to assume more responsibility and duties. Considered the midpoint where problem areas may surface and remedial training indicated. Phase III (3 weeks)—“polishing period.” Probationary officer returns to primary FTI and begins handling most calls. Training to address areas of improvement is completed. Training is considered complete at the end of this phase. Phase IV—evaluation period. Probationary officer is evaluated on his or her ability to apply what has been learned and to function as a patrol officer. The probationary officer is not under the direct supervision of FTI during this phase but is evaluated through observation, statistical analysis, and interviews.” *Field Training and Evaluation Program* (see note 58).

- Officer safety: General
- Officer safety: Suspects/Prisoners
- Control of conflict: Physical skill
- Routine performance tasks
  - Driving skill: Nonstress conditions
  - Orientation skill: Nonstress conditions
  - Report writing: Organization/Details/Classification
  - Report writing: Grammar/Spelling/Neatness
  - Report writing: Appropriate time used
  - Field performance: Nonstress conditions
  - Self-initiated field activity
  - Problem solving / Decision-making ability
  - Radio: Appropriate use of codes
  - Radio: Comprehends transmission
  - Radio: Articulation of transmission
- Knowledge
  - Department policies and procedures
  - Criminal code
  - Traffic code and ordinances
  - Reflected in field: Performance tests
- Attitude/Relationships
  - Acceptance of feedback: Verbal/Behavior
  - Attitude toward police work
  - Public contacts
  - Employee contacts
- General attributes
  - General appearance
  - Observation of work hours
  - Initiative

Phase V (37 weeks) is an evaluation phase during which probationary officers are not under the direct supervision of the FTI, but the Probationary Review Board assesses officer performance through supervisor evaluations and statistical data. At any point during the training or evaluation, the probationary officer can be recommended for remedial training to address any deficiency. Remedial training plans are designed at the precinct level.

Probationary officers with previous law enforcement experience participate in a modified field-training program that condenses phases I–IV into four to eight weeks. Length and type of training needed is based on previous training, experience, and performance and determined by sergeants, watch commanders, and precinct commanders, then approved by the commanding officer.

### ***Field training instructor requirements***

An FTI, as defined by the SLCPD, is a commissioned police officer responsible for the instruction and safe practices of a probationary officer.

To be selected as an FTI, SLCPD officers must meet the following criteria:

- Have a minimum of two years police experience, one of which must be with the SLCPD
- Have demonstrated ability to write detailed, clear, and concise reports
- Be recommended by his or her supervisor
- Attend a department-approved 40-hour basic field training instructor seminar before training a probationary officer
- Attend annual advanced training to remain current in rules of search and seizure, criminal law, interpersonal perspectives, and patrol strategies

The precinct commander selects FTI officers based on the minimum qualifications, past performance evaluations, review of the candidates' Bureau of Professional Standards file, and input from sergeants and watch commanders. Once assigned, FTIs receive 1.5 hours of overtime pay per hour (i.e., time and a half) for days spent training an officer.

The FTI's primary responsibility is the safety of the public, as well as of the officers of the department. His or her duties include the following:

- Train the officer during phases I, II, III, and IV and monitor the officer during phase V (the evaluation phase).
- Supervise the officer until the activities related to the tour of duty are completed.
- Ensure that the probationary officer has read and is familiar with all applicable SLCPD written directives.
- Prepare daily observation reports and end of phase reports on the probationary officer's performance, strengths, and weaknesses.
- Attend evaluation meetings.
- Assist in the development of remedial training that will enable the probationary officer to obtain needed skills.
- Recommend remedial training.
- Make efforts to ensure that the probationary officer assigned is involved in as many different types of incidents as possible during the training phases.
- Bring problems regarding the probationary officer to the attention of the watch commander.<sup>62</sup>

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<sup>62</sup>. *Field Training and Evaluation Program: Rules and Procedures* (see note 58).

## *Findings and recommendations*

### Finding 5.1

**The St. Louis CMPA provides insufficient training hours devoted to community engagement, diversity, and community policing elements during SLCPD basic recruit training. Of the 916 hours of basic recruit training, only 14 hours are devoted to these topics.**

#### *Recommendation 5.1.1*

*The SLCPD should include fair and impartial policing, community engagement, and partnership development in the basic academy curriculum.*

The foundation of recruit training should be modified to include courses on policing history and professionalism, community policing, and community engagement strategies. They should include case studies on effective alternative policing programs that lead to increased trust by the community. Community oriented policing and community engagement training should be expanded and enhanced. Training should also expand focus on social service agency referrals for citizens who have a need.

Recent literature focusing on creating a culture of “guardians” rather than “warriors” in law enforcement agencies agrees that appropriate training is critical to building communities of trust.<sup>63</sup> Increased attention to training focused on community engagement, fair and impartial policing, procedural justice, and implicit bias can help agencies to move toward “rightful policing,”<sup>64</sup> policing that focuses on both constitutional policing and policing aimed at crime reduction while promoting fairness and trust in police among the public. While there are no state requirements for training on fair and impartial policing, community engagement, or partnership development, the assessment team noted that these critical topics should be woven into all instruction with emphasis on areas including ethics, professionalism, constitutional law, and the area of human behavior including communication obstacles, cultural diversity, and community problem solving.

### Finding 5.2

**The CMPA does not sufficiently use experts in the area of cultural diversity.**

Most CMPA trainers do not have the expertise necessary to teach officers about cultural diversity, youth issues, and newcomer populations; nor does the SLCPD regularly engage youth or diverse populations as part of the standard recruit training program (or in-service or postpromotional training).

#### *Recommendation 5.2.1*

*The SLCPD should invite university instructors and members of community-based organizations and other subject matter experts in cultural diversity, youth issues, and newcomer populations to serve as guest lecturers. Instructors who are identified as subject matter experts on cultural diversity should have a curriculum vitae (CV) that reflects the necessary expertise.*

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63. President’s Task Force on 21st Century Policing, *Final Report* (see note 14).

64. Tracey L. Meares and Peter Neyroud, *Rightful Policing*, New Perspectives in Policing (Washington, DC: National Institute of Justice, 2015), <http://www.hks.harvard.edu/content/download/74084/1679313/version/4/file/RightfulPolicing.pdf>.

The St. Louis CMPA has invited speakers from community service organizations such as the Alzheimer's Association, Deaf Interlink, and the Anti-Defamation League. But they should also invite guest lecturers who actually represent local community populations to complement the CMPA instructors to enhance the recruit experience and understanding of community diversity. This will also involve the community in the police department.<sup>65</sup>

### Finding 5.3

**The CMPA trains recruits for a large number of law enforcement agencies with disparate policies and procedures, which creates complexity and added challenges with regard to teaching best practices.**

The variety of agency recruits attending the academy requires CMPA instructors to be knowledgeable in the policies for each agency and in certain courses, such as pursuit and use of force reporting, to create separate blocks of instruction unique to the agency recruit(s). The additional workload combined with disparities in department policies and requirements affects continuity of instruction.

#### *Recommendation 5.3.1*

*The SLCPD should collaborate with the municipal departments trained by the St. Louis CMPA to streamline pursuit, use of force, and other policies to promote uniformity and to prevent instructors from having to teach to the differences in policies and procedures in each individual department.*

#### *Recommendation 5.3.2*

*The SLCPD should take a leadership role in collaborating with municipal agencies in St. Louis County to attempt to gain consensus on semiannual, countywide, standardized training on police legitimacy, fair and impartial policing, procedural justice, and building community trust.*

These classes should be facilitated by the SLCPD acting in its capacity as a regional police training provider and using subject matter experts in the identified curriculum.

### Finding 5.4

**Based on interviews with instructional staff, instructors at the CMPA are not subject matter experts in areas such as fair and impartial policing, community engagement, and partnership development.**

The majority of academy instructors are assigned full time and are experts in their assigned areas. However, impartial policing, community engagement, and partnership development are key principles that should be woven into nearly every course of instruction. All instructors should be knowledgeable in these principles and their application.

65. President's Task Force on 21st Century Policing, *Final Report* (see note 14).

### *Recommendation 5.4.1*

*All instructors authorized to teach at the St. Louis CMPA should complete train-the-trainer or similar courses in the areas of fair and impartial policing, community engagement, and partnership development.*

### *Recommendation 5.4.2*

*St. Louis CMPA curricula should be modified to create themes relating to police legitimacy, procedural justice, fair and impartial policing, community policing, and building community trust that can be woven into all academy classes.*

All instructors should, where appropriate, attempt to weave these themes through all instructional material. Appropriate evaluation instruments beyond written exams should be used to measure application of the instruction.

**Action taken by the SLCPD:** The SLCPD has already committed to participating in the Fair and Impartial Policing training<sup>66</sup> program, conducted by Dr. Lorie Fridell of the University of South Florida. The SLCPD conducted the train-the-trainer sessions in the fall of 2014 and summer of 2015.

## Finding 5.5

### **Many FTIs are unfamiliar with and unqualified to train on the latest trends in contemporary police practices such as fair and impartial policing, community engagement, and partnership development.**

Based on the assessment team's ride-alongs, interviews, focus groups, and review of general department training, the team determined that not all FTIs were familiar with and qualified to train on the latest trends in policing practices.

### *Recommendation 5.5.1*

*The SLCPD should provide periodic in-service instructor training to FTIs that will prepare them to train probationary officers on current patrol practices to keep up with new or changing policing trends and state and local laws. Instruction should weave themes of fair and impartial policing, community engagement, and partnership development throughout all courses.*

### *Recommendation 5.5.2*

*The SLCPD should require FTIs to be qualified trainers in critical courses of instruction such as fair and impartial policing, community engagement, and partnership development.*

### *Recommendation 5.5.3*

*As part of a regular review process, FTIs should be evaluated on their instruction in and daily application of fair and impartial policing, community engagement, and partnership development.*

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66. Fair and Impartial Policing, accessed May 28, 2015, <http://www.fairimpartialpolicing.com>.

# Chapter 6. Promotions and Postpromotional Training

## *Criteria for promotions*

The St. Louis County Police Department (SLCPD) uses a structured competitive promotion process for the ranks of sergeant and lieutenant. The chief of police selects those advancing to the ranks of captain and lieutenant colonel. SLCPD Departmental General Order (GO) 10-44 outlines the criteria for promotions in the department.<sup>67</sup>

## Sergeants

In order to be considered for promotion to the rank of sergeant, SLCPD officers must have four years of previous service, including two years with SLCPD.

The promotional process consists of the following:

- A written examination
- In-basket exercise—a handwritten exercise that measures comprehension, written communication, planning and organization, problem analysis, judgment, decision making, delegation, and initiative
- Performance rating—accumulated averages<sup>68</sup> from the candidate's six most recent performance evaluation report forms
- Police experience—points assigned for length of service as a commissioned employee
- College credit points
- Chief's rating—based on a review of the candidate's personnel file, disciplinary file (if applicable), and related records and reports
- Physical examination

Selections are made based on points assigned for each of the testing phases excluding the physical exam. The chief of police conducts an oral interview with each selected candidate, and a physical exam is conducted prior to assignment.

SLCPD officers promoted to the rank of sergeant receive 40 hours of basic supervisory training.

## Lieutenants

SLCPD candidates for promotion to the rank of lieutenant must meet *one* of the following criteria:

- Five years of experience (as sergeant)
- Four years of experience (as sergeant) and a minimum of 30 semester credit hours
- Three years of experience (as sergeant) and an associate's degree or minimum of 60 semester credit hours

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67. Office of the Chief of Police, *Departmental General Order 10-44* (St. Louis, MO: St. Louis County Police Department, 2010).

68. SLPCD annual performance evaluations are reviewed during the promotional review process, and the last six evaluations are assigned a point value for each factor rated and averaged for a total possible score of 30 points. The total performance evaluation score is added to the other promotional process scores (written exam, in-basket, education/training, experience, chief's points), and the candidates in the top one-third of all scores are eligible for promotion. Office of the Chief of Police, *Departmental General Order 10-44* (see note 67).

- Two years of experience (as sergeant) and a minimum of 90 semester credit hours
- One year of experience (as sergeant) and a bachelor’s degree or minimum of 120 semester credit hours

The promotional process for lieutenants is the same as the process for sergeants. There is no required training for a newly promoted lieutenant.

## Captains

The SLCPD promotional process for the rank of captain is explained in a written announcement provided to the department’s lieutenants. The announcement explains the criteria to be used to evaluate the promotional potential of the candidates, who then submit letters of interest in the position along with a summary of their qualifications. The commander of the Bureau of Staff Services provides the chief of police with a list of all employees who asked to participate and who meet eligibility requirements. The chief evaluates the employees on the list and selects the candidate for promotion; no interview is conducted. The candidate is required to pass a physical exam prior to assignment.

## Promotion of commissioned officers with TAC/SWAT experience

During interviews with department employees, the evaluation team heard on many occasions that those who are not “TAC [tactical]/SWAT [special weapons and tactics] guys”<sup>69</sup> are considerably less likely to be selected for promotions. The team also heard during interviews with line employees that senior executive staff has said there are two types of cops, “those in SWAT and those who want to be SWAT.” Based on those interviews, the Police Foundation assessment team completed an analysis of promotions of commissioned officers for January 2010 through July 2015. Table 10 shows the findings from this analysis.

**Table 10.** Promotions of commissioned officers with TAC/SWAT experience, January 2010–July 2015

Rank	Department filled positions	Total TAC/SWAT experience by rank N (%)	Total promotions from listed rank to next rank above	Promotions with TAC/SWAT experience N (%)
Chief	1	1 (100)		
Deputy chief	1	1 (100)		
Lieutenant colonel	4*	3 (75)	2†	2 (100)
Captain	13	6 (46.2)	4	3 (75)
Lieutenant	29	3 (10.3)	16	6 (37.5)
Sergeant	91	11 (12.1)	25	4 (16)
Officer	683	31 (4.5)	67	14 (20.9)
Total	821	56 (6.8)	114‡	29 (25.4)

\* One lieutenant colonel position was recently added to the department.

† At the time of Chief Belmar’s promotion, the deputy chief position did not exist.

‡ Eleven individuals were promoted twice during the review period; five (41.7 percent) have TAC/SWAT experience.

69. The SLCPD uses the term “TAC” to identify what most agencies call “SWAT.” This report uses “TAC/SWAT” in place of “TAC” for the reader’s ease of understanding.

The review revealed that while 6.8 percent of all commissioned officers have TAC/SWAT experience, more than 25 percent of all individuals promoted have TAC/SWAT experience. Further illustration of the rate disparity can be seen at each rank level, beginning with promotion from officer to sergeant and continuing up through the entire rank structure. While tactical experience in some members of the leadership team can benefit decision making, an overrepresentation of tactical experience in leadership may lead to an overreliance on tactical responses when more creative solutions are appropriate.

## Leadership training

The SLCPD offers, through the CMPA, several courses encompassing supervision and leadership.<sup>70</sup> The line supervision training course is a very basic eight-hour introduction to supervision. In addition, integrity-centered leadership is a 16-hour course.

The basic police supervision and leadership course is 40 hours of instruction in the following topic areas:

- Delegation of responsibilities and decision making
- Response to tactical incidents
- Identification of personal leadership styles and traits
- Management techniques for projects and people
- Subordinate counseling, evaluation, and mentoring
- Encouragement of personal growth and improvement for subordinates
- Discipline and conflict resolution
- Ethics and liability in supervision
- Discussion of current issues relating to supervision and administration

The SLCPD also requires all supervisors to attend the International Association of Chiefs of Police (IACP) three-week Leadership in Police Organizations (LPO)<sup>71</sup> program and encourages attendance of management personnel at courses such as Senior Management Institute for Police (SMIP)<sup>72</sup> and the Federal Bureau of Investigation (FBI) National Academy.<sup>73</sup>

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70. "Continuing Education Course Catalog" (see note 55).

71. "Welcome to the Leadership in Police Organizations Program," International Association of Chiefs of Police, accessed September 9, 2015, <http://www.theiacp.org/Leadership-in-Police-Organizations-LPO>.

72. SMIP is a program of the Police Executive Research Forum (PERF) that provides senior police executives with intensive training in the latest management concepts and practices used in business and government, as well as discussions of the most challenging issues facing law enforcement executives today. A demanding three-week course, SMIP brings together faculty from top universities, successful law enforcement chief executives, and subject matter experts from the private sector. It is designed for mid- to upper-level police executives who ultimately will lead police agencies throughout the United States and other participating countries. For more information, see "Senior Management Institute for Police (SMIP)," Police Executive Research Forum, accessed May 29, 2015, <http://www.policeforum.org/smip>.

73. "The National Academy," Federal Bureau of Investigation, accessed May 29, 2015, <http://www.fbi.gov/about-us/training/national-academy>.

## *Findings and recommendations*

### Finding 6.1

**SLCPD personnel with TAC/SWAT experience are selected for promotion at significantly higher rates than those without.**

#### *Recommendation 6.1.1*

*The SLCPD should conduct an in-depth review of its promotional procedures to determine the impacts of those procedures and their validity and to determine whether there are alternative promotional procedures that could meet the County's needs but have less disparate impact on any group of applicants.*

#### *Recommendation 6.1.2*

*The SLCPD should review informal and formal reward systems to recognize and promote an increased emphasis on community engagement, problem-solving experience, and trust building with the community. Successes in these areas should be given prominent consideration for assignments and promotion.*

#### *Recommendation 6.1.3*

*The department should consider adding performance evaluation measures to the existing performance evaluation "neighborhood policing" category, focusing on community engagement, group problem solving, team building, and trust development.*

# Chapter 7. In-service Training

## *Missouri POST Requirements*

“The Missouri Department of Public Safety’s Peace Officer Standards and Training (POST) Program is a regulatory agency that is responsible for the licensure of peace officers, reserve peace officers, basic training instructors, curriculum, and training centers.”<sup>74</sup>

The Missouri POST Commission requires every licensed peace officer to complete a minimum of 48 hours of continuing education (in-service training) over a three-year period. Missouri POST identifies four core curricular areas of instruction with a minimum requirement of four hours within each core area. Missouri POST also requires three hours of training to help deter racial profiling over the three-year period.

1. **Legal studies.** Training focuses on updates or familiarization with federal, state, and local criminal law or legal issues.
2. **Interpersonal perspectives.** Training focuses on communication skills such as cultural diversity training, ethics, conflict management, victim sensitivity, and stress management.
3. **Technical studies.** Training focuses on specialized studies or activities that directly relate to the job description, including first aid and CPR training.
4. **Skill development.** Training focuses on activities that develop physical skill proficiency such as defensive tactics, firearms driver training, first aid, and CPR training. A minimum of four hours of some type of firearms skill development training must be completed every three-year reporting period.<sup>75</sup>

## *Instructor requirements*

In-service instructors primarily comprise CMPA staff and subject matter experts who conduct the training as necessary. All CMPA instructors must apply through the Missouri Department of Public Safety POST Program to be granted a one- or three-year license to serve as a licensed instructor. According to the Missouri Department of Public Safety POST Code of State Regulations (CSR 75-14.070 and CSR 75-14.080),<sup>76</sup> those who wish to be certified can be licensed as generalist or specialist instructors.

For the generalist license, applicants must have the following qualifications:

- Sponsorship by a licensed basic training center
- Graduation from a POST-approved instructor development course

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74. “Peace Officer Standards and Training,” Missouri Department of Public Safety, accessed May 29, 2015, <http://dps.mo.gov/dir/programs/post/>.

75. “Continuing Law Enforcement Education Requirements,” Missouri Department of Public Safety, accessed May 29, 2015, <http://dps.mo.gov/dir/programs/post/edrequirements.php>.

76. The lists of requirements that follow can be found in Missouri Code of State Regulations, 11 CSR 75-14.

- One of the following:
  - Four-year baccalaureate degree and five or more years' active commission as a full-time peace officer, federal law enforcement officer, or military law enforcement officer
  - Two-year associate degree and eight or more years' active commission as a full-time peace officer, federal law enforcement officer, or military law enforcement officer
  - High school diploma or its equivalent and 10 or more years' active commission as a full-time peace officer, federal law enforcement officer, or military law enforcement officer

For applicants seeking a specialist license, instructors must have the following qualifications:

- Sponsorship by a licensed basic training center
- Graduation from a POST-approved instructor development course
- Subject matter expertise as to one or more of the mandatory basic training objectives established pursuant to 11 CSR 75-14.030 (The director shall determine expertise after consideration of the instructor's academic education, previous teaching experience, practical experience, membership in professional associations, publications, letters of reference, recognition as an expert by courts of law, independent certifications of expertise, and other evidence of the instructor's qualifications.)
- A valid, current third-party or secondary license shall be required to qualify as a specialist instructor for any objective related to the following:
  - **Tactical communications.** If using verbal judo, instructor must be a graduate of a verbal judo trainer course.
  - **Hazardous materials.** Instructor must be a graduate of a POST-recognized eight-hour hazardous materials training course.
  - **Accident investigation.** Instructor must be a graduate of an accident investigation school or accident reconstruction school.
  - **First Responder.** Instructor must be a graduate of a certified first responder training course or a licensed emergency medical technician (EMT), emergency medical technician paramedic (EMTP), registered nurse (RN), medical doctor (MD), or doctor of osteopathy (DO).
  - **Core curricular areas under defensive tactics.** With the exception of the subject area of mechanics of arrest and control, instructor must be a graduate of a POST-recognized law enforcement defensive tactics instructor course.
  - **Core curricular areas under firearms.** Instructor must be a graduate of a POST-recognized firearms instructor school of at least 40 hours.
  - **Core curricular areas under driver training.** Instructor must be a graduate of a POST-recognized driver training instructor course.
  - **Memoranda, introduction to report writing, and report writing exercises.** If an instructor does not have at least a four-year college degree, he or she must be a graduate of a POST-recognized report writing instructor course.

## *Mandatory in-service training*

According to the Missouri POST Commission, every three years, “all licensed peace officers and reserve officers must successfully complete a minimum of 48 hours of continuing education to maintain their peace officer license.”<sup>77</sup> In addition, the POST Commission requires that of those 48 hours, 16 hours focus on specified curricular topic areas (four hours each in the legal, interpersonal, technical, and skill development topic areas).<sup>78</sup>

To comply with the Missouri POST Commission continuing education requirements, the SLCPD requires two eight-hour in-service training blocks annually. In 2015, that training focused on (1) response to active shooters and (2) civil disturbances. However, SLCPD required training topics can vary from year to year. Command staff indicated that they were preparing in-service training on communication strategies for encounters between officers and citizens.

## *Findings and recommendations*

### Finding 7.1

**The SLCPD does not require sufficient mandated in-service training that addresses community engagement or community policing.**

The in-service training program currently provides the state-required racial profiling information, legal updates, and programs that address current issues such as use (and misuse) of social media. If an officer is interested in any community policing training, they must take a related course provided by the CMPA through continuing education or seek an outside provider.

#### *Recommendation 7.1.1*

*The SLCPD should modify its in-service training to adequately address community policing, problem-oriented policing, and the historical impact on police-community relations.*

The President’s Task Force on 21st Century Policing encourages law enforcement agencies to find ways to acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust.<sup>79</sup> Providing training that educates new officers on these issues is a starting point.

77. “Continuing Law Enforcement Education Requirements,” Missouri Department of Public Safety, accessed August 19, 2015, <http://dps.mo.gov/dir/programs/post/edrequirements.php>.

78. Ibid.

79. President’s Task Force on 21st Century Policing, *Final Report* (see note 14).

## Chapter 8. Responses for Handling Protests and Mass Demonstrations

### *Snapshot of civil disturbance response teams and training*

The manner in which to deploy and use civil disorder response teams (CDRT) has evolved since the 1999 World Trade Organization riots in Seattle. Largely in response to scenes that played out on the world stage during those incidents, law enforcement agencies across the country began training and equipping officers to prepare for large-scale violent demonstrations. Officers were given protective gear that when fully donned gave them a militaristic appearance. Along with new protective equipment, training was developed to enhance tactical response to violent protests.

During that era, CDRT training was focused on precision movements of team members forming lines to stop crowds from accessing an area. The training included strategies to split up or move a hostile crowd from an area. Proper use of tactics and equipment were skills that were drilled into team members, including directives not to engage the crowd in conversation. Officers were instructed to put on their equipment, carry their baton at port arms, and stare straight ahead. They were specifically instructed that they should not speak to or engage the crowd unless it was to give a lawful order. The teams were deployed in full protective equipment in an effort to intimidate those in the crowd seeking to engage in disruptive behavior. Law enforcement agencies across the nation soon discovered that when they trained their teams to prepare for a fight and to display that they were equipped and ready for a fight, they often wound up in the middle of a fight.

In recent years with large scale sporting event disturbances and civil movements such as the “Occupy” protests, best practices for crowd management have changed. Police agencies across the United States, Canada, and the United Kingdom have developed new strategies to address protesting crowds. The front line of defense to manage a disorderly crowd is starting with a softer approach. This strategy of crowd management, sometimes called the “Vancouver,” “Boston,” or “British” model, starts with officers in soft uniforms, interacting with protesters in a respectful and positive manner before and during a protest.

The strategy is designed for officers in standard patrol uniforms to walk among protesters engaging them in conversation. They work with the members of the crowd to conduct their protest peacefully. Experience has shown that highly visible officers interacting with members of the crowd before, during, and after a protest event can decrease violence and disorder as well as the number of arrests. It is difficult for someone to throw a rock or a bottle at officers when they were interacting with them in a respectful and positive way moments earlier.

Many of the most successful law enforcement crowd management incidents have CDRTs on standby out of the public’s view and ready to deploy if needed, but often never used. Front-line officers work with protesters to hold a productive peaceful protest, presenting themselves as the protesters’ guardians as opposed to their enemies and preventing the need to deploy more combat-ready teams.

When crowd members begin assaultive behavior against one another or the police, intervention must come swiftly. In these situations, pre-staged CDRTs quickly deploy and stop those engaged in violent behavior. In addition, because fire can cause psychological change in a crowd, officers must deploy immediately to any sign of fire, disperse those involved, and effectively extinguish the fire. This can be done with a tactical fire response or by members of the CDRT equipped with fire extinguishers.

As important as it is to quickly disperse or arrest those engaged in unlawful behavior, it is equally important to fall back to a less confrontational (out of sight if possible) staging area once the situation is under control. Often, the withdrawal of the police from a confrontation leads to those involved leaving on their own.

## Civil disturbance in St. Louis County

Critical to reducing injury and property damage is preparation well in advance of any potential protests or mass demonstrations. Before August 2014, St. Louis County had never been challenged with the array of large-scale disturbance issues that it faced after the shooting death of Michael Brown in Ferguson, Missouri. While formalized training programs prepared St. Louis County Police Department (SLCPD) officers for anticipated events and subsequent technical responses to civil disturbances, no formal programs focused on preventing and de-escalating disturbances. The National Incident Management System (NIMS) was not fully understood or institutionalized as an organizational response to major incidents. Regional response protocols for large-scale civil disturbance called for mutual aid from other departments, and many of these departments were not as well trained or experienced as the SLCPD.

## Assessment of police response to demonstrations in Ferguson, Missouri

Under the COPS Office Critical Response initiative, the Institute for Intergovernmental Research (IIR) recently conducted an assessment of the response to the August 2014 demonstrations in Ferguson, Missouri. The after-action report focused on the 17-day period that began with mass gatherings and protests through periods of both peaceful demonstrations and violence and ending as demonstrations and violence dissipated with an uneasy return to normalcy.<sup>80</sup>

The after-action assessment conduct by IIR identified 48 findings and 113 lessons learned. These findings and lessons learned served as the benchmark for this review of the SLCPD's preparation and response to the grand jury announcement on November 24, 2014. The IIR report identifies six key themes that dominated the response to incidents in Ferguson, Missouri, August 2014. They are as follows:

1. **Inconsistent leadership.** Inconsistency in direction, incident management, and tactical orders was apparent and particularly evident in the comments of frontline officers and supervisors.
2. **Failure to understand endemic problems in the community.** There was insufficient understanding of community concerns, and relationships between law enforcement and some community segments were lacking.
3. **A reactive rather than proactive strategy.** The police response to the mass demonstrations was generally reactive and did not appear to establish a strategic approach to effectively mitigate the complexity of issues and respond more effectively to the mass gatherings.

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80. Institute for Intergovernmental Research, *After-Action Assessment of the Police Response to the August 2014 Demonstrations in Ferguson, Missouri*, COPS Office Critical Response Initiative (Washington, DC: Office of Community Oriented Policing Services, 2015).

4. **Inadequate communication and information sharing.** There was a lack of effective communication and information management. Communication gaps led to tactical and strategic uncertainty within law enforcement agencies, between law enforcement agencies, and with the community.
5. **Use of ineffective and inappropriate strategies and tactics.** There were instances where specific actions were taken that infringed upon constitutionally-protected activities and were not aligned with current national best practices. These strategies and tactics had the unintended consequence of escalating rather than diminishing tensions.
6. **Lack of law enforcement response continuity.** Complicating factors were presented by the response of smaller municipal law enforcement agencies in the region, each with disparate missions, policies, training, equipment, and policing cultures.<sup>81</sup>

### *Overview of police response in Ferguson*

The Police Foundation (PF) assessment team worked with IIR to review the SLCPD response to events in Ferguson, Missouri, in August 2014. The collaborative collection of information, review of documents, collection of interviews, and sharing of findings allowed the assessment team to develop a framework for assessing SLCPD policies, preparation, and response to protests and demonstrations.

The purpose of the assessment in this chapter is to identify opportunities to strengthen policies, practices, training, and response to handling protests and mass demonstrations based on the findings in the IIR report, as well as changes implemented between the events in August 2014 and the response to the grand jury announcement on November 24, 2014.

While the IIR review and findings included the St. Louis County Police Department, Ferguson Police Department, St. Louis Metropolitan Police Department, and Missouri Highway Patrol, the PF assessment team reviewed all lessons learned, conducted interviews with community members and police employees, and reviewed documents and multimedia in determining findings and recommendations specifically designed for the SLCPD.

In addition, the PF assessment team attended planning briefings in preparation for the grand jury decision, which included both internal briefings for the SLCPD as well as a regional public safety briefing that included law enforcement, fire, EMS, emergency management, and the Missouri National Guard. Team members were also in St. Louis County and observed the SLCPD response to incidents following the grand jury announcement.

### *Response to the grand jury announcement*

The SLCPD acknowledged that there was a significant likelihood of civil unrest in Ferguson and downtown Clayton when the grand jury reached a decision on whether or not to indict the police officer accused of shooting Michael Brown. In preparation, SLCPD leadership reached out to law enforcement leadership across the country<sup>82</sup> to seek advice and guidance on ways to prepare for the November 2014 decision.

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81. *Ibid.*, xiv.

82. Agencies such as the New York City Police Department and the Los Angeles County Sheriff's Department sent officers to St. Louis County to assist the SLCPD and to provide support and guidance in the preparation for the decision reading.

Based on lessons learned following the shooting death of Brown, the SLCPD undertook several steps to prepare for potential civil unrest. The action steps taken to prepare for the grand jury decision are summarized below.

## **Public information**

According to community members interviewed by the assessment team, the SLCPD conducted outreach to the community following the incidents in August and up through the grand jury announcement on November 24, 2014. Outreach included local clergy and community leaders, many of whom were actively involved in the August protests. The effort went so far as to engage a group known as “Lost Voices.” This group consisted of some current and former gang members who are vocal critics of the police and authorities in the area.

In addition, school resource officers (SRO) regularly discussed the incidents in August and the pending grand jury decision with students. These discussions ranged from casual hallway conversations, classroom question and answer sessions, and school assemblies. The SROs in at least one high school helped facilitate an on-campus march that allowed students to express their feelings about events without disrupting school activities.

In the weeks leading up to the grand jury decision, the SLCPD focused on media outreach through its public information office. The SLCPD assigned new staff to the public information office, both civilian and sworn. The department hired a new civilian team member who previously worked for a local news affiliate as a social media strategist. Her extensive experience in social media helped her to begin the process of pushing out and gathering real-time information through social media. The SLCPD also assigned an additional sergeant to the unit who had prior private sector marketing experience and a degree in communications and public relations. This new social media and marketing team was effective at quickly constructing and managing the SLCPD’s messages to the media, community, and protesters.

## **Officer deployment**

In contrast to the mass deployment of officers from over 50 agencies in August 2014, the SLCPD designed a strategic approach in response to protests following the grand jury decision. First, it restricted deployment to officers and supervisors identified as having the necessary training and knowledge of SLCPD deployment strategies. This included selecting agencies and personnel that the SLCPD determined would abide by any established command and control protocols, understood both individual and collective roles and responsibilities, had successfully completed necessary training, and would exemplify the best possible image at all times during any deployment to protests and mass demonstrations.

In addition, the SLCPD plan restricted exterior protective gear for officers until a credible threat was confirmed. Tactical members of the CDRTs were deployed ahead of time to a tactical command post near predicted disturbance locations. Team members and their equipment were out of the view of the public but available if needed.

A clear chain of command was established for all units assigned to any protests. The importance of professionalism and restraint was stressed to the officers and supervisors on the line. Officers who failed to conduct themselves professionally were removed, reassigned, or retrained.

The SLCPD developed extensive plans to respond to disorderly crowds, including thoughtful deployment of CDRT members. Plans outlined locations to which officers would deploy and the manner in which they would respond. They also included an agreed-upon use of force policy. Tear gas deployment required approval by the tactical commander. Video surveillance teams were assigned to each team to document the facts and circumstances of their deployment and to chronicle events that occurred while deployed.

## Training

The SLCPD conducted extensive CDRT training of all of its officers as well as those regional officers responding to mutual aid requests. The department reviewed qualifications with regional departments to ensure that those on the front line were experienced and well trained. Training included instruction on responsible and professional response to incidents of civil unrest. Members of the prosecutor's office assisted in training to detail applicable laws and statutes as well as officer responsibility to ensure the rights of protesters. Each officer was given a pocket-sized laminated card containing the First, Fourth, and Fourteenth Amendments to the U.S. Constitution. It also contained the officers' oath of office (sworn oath taken by all SLCPD officers upon becoming commissioned officers),<sup>83</sup> as well as a list of applicable laws and ordinances. In addition to formal training sessions at the CMPA, roll call training was conducted to remind officers of their instructions, duties, and responsibilities during protests. Training sessions were often started with a selected officer reading the oath of office aloud to set the tone for the day.

## *Findings and recommendations*

Lack of experience and ineffective execution of SLCPD plans hampered the response to civil unrest in Ferguson in August 2014 following the shooting death of Michael Brown. Throughout the many months of protests that followed, the SLCPD continued to develop and improve their preparation and response to continued mass demonstrations. Notwithstanding lessons learned from these events and changes made in anticipation of additional unrest following the reading of the grand jury decision, the assessment team identified several areas—including training, media relations, preparations, and responses—where the SLCPD could benefit from policy and practice changes for future response to protests and mass demonstrations.

### Finding 8.1

#### **While SLCPD officers understand NIMS terms and most concepts, they lack organization-wide understanding, experience, and proper application of NIMS.**

The SLCPD has not fully implemented key concepts of NIMS command and management, including ICS, multiagency coordination systems, and public information. Department General Order (GO) 11-49 identifies the purpose, policy, and procedure for implementation of ICS and also includes training requirements as prescribed in NIMS, yet many employees do not understand NIMS.<sup>84</sup>

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83. The oath of office is required by St. Louis County Revised Ordinances Title VII, § 701.050, Public Safety and Morals.

84. *Departmental General Order 11-49* (see note 9).

### *Recommendation 8.1.1*

*While requirements mandate law enforcement training in NIMS<sup>85</sup> and ICS,<sup>86</sup> the SLCPD should require that supervisors and incident commanders with actual experience be available to respond to requests for assistance during incidents of civil disorder.*

### *Recommendation 8.1.2*

*The SLCPD should require that ICS, including standardized ICS forms, be used during planned special events such as parades, presidential visits, large-scale gatherings, and sporting events.*

This will provide opportunities to implement and practice protocols so that they are better deployed during response to events that develop rapidly. In addition, by policy, training, and practice, NIMS should be a day-to-day operational norm for the SLCPD. For example, search warrants should use command and management including an ICS structure and, when appropriate, multiagency coordination and public information.

### *Recommendation 8.1.3*

*The SLCPD incident commander should be required to ensure that a comprehensive incident action plan (IAP) is completed as described in NIMS and that any officer who responds to a mutual aid request is well informed of the IAP, including rules of engagement and disengagement and use of force policies.*

Senior staff should verify dissemination and understanding of this information by those on the front lines.

### *Recommendation 8.1.4*

*The SLCPD should develop a policy that details the deployment of CDRTs.*

The policy should address the other recommendations and concerns noted in this section.

### *Recommendation 8.1.5*

*The SLCPD should continue to regularly train and exercise with all potential mutual aid responders.*

### *Recommendation 8.1.6*

*Department GO 11-49 should be revised to include appropriate recommendations identified in this report.*

## **Finding 8.2**

**In August of 2014, the SLCPD had difficulty anticipating the extent of concern from communities it does not usually police and therefore did not properly plan for potential resulting protests.**

By not identifying the potential for large-scale violent protests, officers reacted to problems instead of taking a proactive approach to preventing them. While this improved following the incidents in August, additional attention is required.

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85. "National Incident Management System" (see note 10).

86. *Incident Command System Training* (see note 11).

### *Recommendation 8.2.1*

*The SLCPD should include community leaders in the response planning process and inform and educate the public about potential police response plans.*

### *Recommendation 8.2.2*

*As authorized by law, the SLCPD should use social media monitoring programs along with community source(s) development to encourage and enhance real-time actionable intelligence on issues emerging in the community.*

### *Recommendation 8.2.3*

*The SLCPD should use social media to engage the community and protesters before, during, and after events to disseminate accurate information and correct erroneous information.*

## **Finding 8.3**

**A civil disorder response that includes mutual aid resources (Code 1000)<sup>87</sup> was difficult to manage because the experience, training, and professionalism of the officers varied so greatly among the many police departments in St. Louis County.**

### *Recommendation 8.3.1*

*To establish a shared philosophy and set minimum standards, the SLCPD should take a leadership role in the review and revision of the Code 1000 response protocols that includes addressing unrequested self-deployment; competing department policies and procedures; equipment deployment; and conflicting tactics, supervisor experience, and officer training.*

Agencies that do not participate in or that fail to comply with revised Code 1000 guidelines should be removed from participation in the Code 1000 system. If revisions do not meet the standards of the SLCPD, the department should discontinue participating with agencies that do not meet their standards.

### *Recommendation 8.3.2*

*To reduce reliance on mutual aid for civil disobedience, the SLCPD should consider using allied agency personnel to respond to dispatched calls for service and temporarily modify dispatch priorities to increase the number of SLCPD personnel available for mass demonstrations, thereby improving consistency, accountability, and command and control.*

## **Finding 8.4**

**SLCPD CDRT training manuals do not emphasize alternative approaches to managing a public disorder event beyond line movements and formations.**

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87. "The Code 1000 Plan for St. Louis County and Municipal Agencies," 2013, <http://www.stlouisco.com/LawandPublicSafety/EmergencyManagement/Code1000>. Access granted by the director of the St. Louis County Office of Emergency Management at <http://www.stlouisco.com/LawandPublicSafety/PoliceDepartment/MunicipalServicesandContracting/PoliceServicesProvidedAcrossStLouisCounty>.

### *Recommendation 8.4.1*

*SLCPD CDRT training should be modified to present a balanced response to civil disorder that includes proper responses when tactical teams are deployed. Training should also include ways to prevent, mitigate, and de-escalate disorder events.*

The importance of de-escalating during a tactical response must be emphasized. The 2011 Police Executive Research Forum (PERF) Critical Issues in Policing Series issue entitled “Managing Major Events: Best Practices from the Field”<sup>88</sup> provides best practices and examples from the field of events in which this type of approach has been successful.

## **Finding 8.5**

**The SLCPD does not have policies that ensure that they always exhaust other de-escalation options before using tactical responses to disorder and protests.**

### *Recommendation 8.5.1*

*SLCPD policy should require that officers familiar with the area and the community deploy before tactical teams.*

As they did in November 2014, the SLCPD should continue to assign officers who are skilled at community engagement to the front lines as situations develop. This recommendation in conjunction with the tiered approach in finding 8.4 reduces the overreliance on a tactical response by the SLCPD.

The President’s Task Force on 21st Century Policing recommends implementing policies that “address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and guardian mindset.”<sup>89</sup>

## **Finding 8.6**

**The SLCPD, as well as mutual aid departments, deployed rifles and administered tear gas inappropriately.<sup>90</sup>**

This practice resulted in officers with long guns on the front lines and the deployment of tear gas without proper documentation or sufficient warning, contrary to the CDRT training.

### *Recommendation 8.6.1*

*Written departmental policy should ensure that the deployment of long guns, less lethal shotguns, and chemical munitions is consistent with the incident action plan (IAP).*

### *Recommendation 8.6.2*

*The SLCPD should prohibit, by policy, the use of “overwatch” for crowd management and mass demonstration incidents.*

“Overwatch”<sup>91</sup> is a force protection tactic that is inappropriate for crowd management and mass demonstrations.

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88. *Managing Major Events: Best Practices from the Field*, Critical issues in Policing Series (Washington, DC: Police Executive Research Forum, 2011), [http://www.policeforum.org/assets/docs/Critical\\_Issues\\_Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf](http://www.policeforum.org/assets/docs/Critical_Issues_Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf).

89. President’s Task Force on 21st Century Policing, *Final Report* (see note 14).

90. Institute for Intergovernmental Research, *After-Action Assessment*, 51, 59 (see note 80).

91. “Movement,” in *The Infantry Rifle Company* (Fort Benning, GA: U.S. Army, 2006), <https://rdl.train.army.mil/catalog-ws/view/100.ATSC/423B3CC4-3606-4E1B-86A6-F37C4BC792C3-1274572553978/3-21.10/toc.htm#toc>, ch. 3.

*Recommendation 8.6.3*

*Because deployment of tear gas is highly controversial, written department policy must clearly state that absent exigent circumstances, the deployment should occur only with approval of the incident commander.*

*Recommendation 8.6.4*

*Written department policy should require that the justification for the use of gas be recorded on video and documented in the appropriate police report.*

*Recommendation 8.6.5*

*Written department policy should require that public announcements and warnings regarding the use of gas be made allowing time for the crowd to orderly disperse.*

Warnings should be video recorded, time stamped through credible systems such as recorded dispatch channels, and announced using real-time social media such as Twitter.

## **Finding 8.7**

**Department General Order 02-43 authorizes the use of a canine for crowd control at the discretion of the handler.**

The SLCPD's use of canines for crowd control is not consistent with accepted police practice.

*Recommendation 8.7.1*

*The SLCPD should revise general order 02-43 to prohibit the use of a canine strictly for crowd control.*

## **Finding 8.8**

**The SLCPD lacks documented comprehensive training in the psychology of crowds and de-escalation.**

For example, front line officers wearing riot helmets and protective gear can inadvertently incite crowds resulting in increases in disorder and the level of protests. Tense situations can often be resolved by police withdrawal from the area while escalation can result in use of force by both sides. St. Louis County and Municipal Police Academy (CMPA) instructors articulated that CDRT training included de-escalation strategies in addition to recognizing that the media and others in the crowd will record all actions. Academy staff confirmed that training also addressed the psychological aspects of crowd management strategies. However, when reviewing the lesson plans and PowerPoint presentations for the course, the assessment team noted that they lacked these areas of instruction.

### *Recommendation 8.8.1*

*The SLCPD should provide training based on best practices for crowd management issues, including the psychology of crowds, to improve frontline supervisors' and officers' decision making.*

Trainers from outside the department should be considered to assist with delivery of a diverse curriculum.

### *Recommendation 8.8.2*

*The SLCPD should provide training that stresses the safe withdrawal of officers from the scene as soon as the situation allows it as a means to decrease tensions during protests.*

## **Finding 8.9**

### **SLCPD supervisors lacked clear direction in crowd management during civil disturbance events.**

Supervisors were assigned a number of responsibilities during civil disorder events, mostly to ensure proper squad movement and tactics. They were also tasked with ensuring that use of force was documented and arrest paperwork was thorough. There is no mention in the CDRT training of supervisors' obligation to engage and work with protesters during an event to mitigate the impact of law enforcement on the protest.

### *Recommendation 8.9.1*

*The SLCPD should supplement requirements and training to require supervisors to participate in crowd engagement during civil disturbance events.*

Training should be provided that demonstrates de-escalation strategies and effective communication techniques for supervisors to engage crowd members and the media during protests. It is important that front line supervisors see their roles as responsible not only for the proper deployment of squads but also for facilitating protest response in an effective manner.

## **Finding 8.10**

### **SLCPD supervisors lack personnel management training that includes monitoring the well-being of personnel during chaotic emotional events.**

High stress events such as these sometimes require an officer to step off the skirmish line for a few moments to ensure that they remain professional in the midst of insults, threats to family members, or taunts by protesters. While the need for supervisors to monitor the well-being of personnel during incidents was covered in basic instruction immediately preceding deployment to the line, it is not included in training curriculum.

### *Recommendation 8.10.1*

*The SLCPD should train supervisors in warning signs including verbal cues and body language that their personnel are under severe stress and in need of relief from the line.*

A periodic check of the officers' well-being should be part of any deployment response.

## Finding 8.11

**During interactions with assessment team members, SLCPD personnel still exhibited signs of stress based on their experiences in 2014.<sup>92</sup>**

### *Recommendation 8.11.1*

*The SLCPD should evaluate the employee assistance program, peer support program, and chaplaincy to ensure that adequate resources, personnel, and access are available for employees.*

### *Recommendation 8.11.2*

*The SLCPD should provide necessary resources for employees to reduce potential victimization from doxxing,<sup>93</sup> identity fraud, and threats.*

During the mass protests in 2014, officers' personal information was obtained by protesters and published on the Internet. This can and did lead to doxxing, identity fraud, and threats to officers' families, whose addresses can often easily be found through an Internet search. Media photos and interviews regarding the handling of the protests reported that officers deployed to the front lines of the protests removed nameplates and badges from their uniforms partly in fear of these potential dangers.

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92. "Post-Traumatic Stress Disorder (PTSD)," National Institute of Mental Health, accessed May 27, 2015, <http://www.nimh.nih.gov/health/publications/post-traumatic-stress-disorder-ptsd/index.shtml>.

93. "What Doxxing Is, and Why It Matters," *The Economist*, March 10, 2014, <http://www.economist.com/blogs/economist-explains/2014/03/economist-explains-9>.

# Chapter 9. Five-year Analysis of Vehicle Traffic Stops, 2010–2014

## *Introduction*

Citizen allegations of racial profiling by law enforcement prompted the passage of the Missouri state law that all peace officers in the state report specific information, including the driver's race, for each vehicle stop in the state.<sup>94</sup> Law enforcement agencies in the state are required to submit stop data to the state attorney general,<sup>95</sup> who is required to compile the data and report to the governor. The attorney general's report compares the driving age population (16 years and older) to the number of drivers stopped to determine if minority drivers are stopped disproportionately. That report also reviews the search rate of drivers and contraband hit rates<sup>96</sup> resulting from the searches. The state of Missouri defines racial profiling as "the inappropriate use of race by law enforcement when making a decision to stop, search, or arrest motorists."<sup>97</sup>

In 2014, the concerns of Missourians came to the forefront after the shooting death of an unarmed Black teenager by a Ferguson (Missouri) police officer and the claim that the majority-White police department harassed Black residents. This claim, coupled with an examination of courts and ticketing practices, prompted an investigation by the U.S. Department of Justice, which released a report in March 2015<sup>98</sup> confirming a broad pattern of biased policing that targeted the Black community for excessive arrests and harsh punishment following traffic stops made by officers of the Ferguson Police Department. In light of these concerns, this assessment by the Office of Community Oriented Policing Services (COPS Office) Collaborative Reform Initiative for Technical Assistance (CRI-TA) includes a review of traffic stop practices by the St. Louis County Police Department (SLCPD).

The purpose of this analysis is to identify possible trends or patterns of biased policing in vehicle stop information as it relates to SLCPD stop practices. It is critical to understand that this is *not* a comprehensive, in-depth study of stops or biased policing in the SLCPD. It is a review of existing SLCPD data providing a cursory look at stop practices in St. Louis County.

## *Overview*

Conducting a comprehensive traffic stop profiling study to include direct observation benchmarks is beyond the scope of this project. However, a preliminary review of traffic stop data compared to census data of the population aged 16 years and older (the only benchmark data available to the Police Foundation [PF] assessment team) serves as a first step in determining if there is the potential for bias in traffic

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94. Missouri Revised Statutes, chapter 590, Peace Officers, Selection, Training, and Discipline, § 590.650, August 28, 2014 (until 12/31/2016). (L. 2000 S.B. 1053) Effective 1-01-00. This section was amended by S.B. 1233, 2004, effective 1-01-04.

95. The law allows the governor to withhold state funds for agencies that do not comply with the law.

96. Contraband refers to items (e.g., drugs, weapons) illegally transported as defined by federal, state, or local laws.

97. Missouri Revised Statutes, chapter 590, § 590.650 (see note 94).

98. *Investigation of the Ferguson Police Department* (see note 6).

enforcement activities on the part of the SLCPD. The PF assessment team conducted a cursory assessment using vehicle stops data from 2010 through 2014. Those data were compared to estimations of the population aged 16 and older in St. Louis County using 2010 census data to approximate the number of individuals over the age of 16 who may be driving motor vehicles. It is important to caution that although the analysis presented here is an important preliminary step, it is not sufficient to provide actual evidence of bias in vehicle stops on the part of the SLCPD. Data and methodological limitations prohibit the identification of causal factors that may lead to racial or ethnic disparities in vehicle stops.

This chapter is organized first to assist readers in understanding SLCPD vehicle stop management, administration, and practices in the context of how they impact the community's experience with stops by SLCPD officers. In addition, it lays the foundation for data collection and reporting of SLCPD data.

This chapter also provides a description of the data provided by the SLCPD and practices used by the PF assessment team to review the data. Based on review of SLCPD vehicle stop data, this chapter identifies key conclusions (and supporting data). Those conclusions are as follows:

- Limitations on data prohibit a comprehensive review of SLCPD stop data.
  - Lack of a benchmark to adequately measure all of the risk factors that may be associated with St. Louis County drivers' likelihood of being stopped prohibits a comprehensive review of traffic stop data for the purpose of determining if a pattern of bias exists.
  - High numbers of outstanding warrants county-wide could skew the analyses of post-stop outcomes.
- Census data of the population aged 16 years and older in comparison with traffic stop data suggest an overrepresentation of Black drivers in the stop data. However, this finding does not necessarily indicate the presence of bias. A more comprehensive study that includes an assessment of the actual driving population is necessary to fully and accurately analyze stop data.
- Among drivers who are stopped, Black drivers were more likely than White drivers to be stopped for equipment violations, license checks, and investigative stops while White drivers were more likely to be stopped for moving violations.
- With regard to post-stop data, Black drivers were searched at a higher rate than White drivers, yet searches of Black drivers were less likely to result in a finding of contraband.
- Among stops that resulted in enforcement action, Black drivers
  - were arrested at twice the rate of White drivers;
  - were more likely to be issued citations than White drivers.

Finally, this chapter provides key findings and recommendations for the SLCPD to improve stop practices.

### ***Management and administration***

The SLCPD's General Order (GO) 07-81 outlines the procedures for documenting all traffic and investigative stops as required by law.<sup>99</sup> The written policy specifically addresses racial profiling as it relates to citizens encountered, stopped, or arrested:

All investigative detentions, traffic stops, arrests, searches, or seizures of property, including asset and forfeiture efforts, based on race, ethnicity, gender, sexual orientation, religious beliefs, disability, handicap, or health-related conditions or economic level conducted without probable cause

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99. General Order 07-81 applies to contracted cities of the SLCPD as well.

or reasonable suspicion are strictly forbidden. Officers must be able to articulate specific facts, circumstances, and conclusions that support probable cause or reasonable suspicion for the arrest, traffic stop, or investigative detention.<sup>100</sup>

Any time a SLCPD officer stops a driver of a motor vehicle for any reason,<sup>101</sup> the officer is required to complete a traffic stop information form to record the vehicle's driver information such as age, gender, and race. The form is completed online via the mobile data terminals (MDTs) in the officers' patrol vehicles.

The SLCPD Planning and Analysis Unit compiles the traffic stop data on a quarterly basis in an effort to determine if any officers have a pattern of stopping members of minority groups disproportionately to the population of minority groups residing in SLCPD's jurisdiction. If a pattern is detected, the Planning and Analysis Unit will compile a summary report of that individual officer.<sup>102</sup> The officer's report is then forwarded to his or her supervisor for review. The officer's supervisor conducts an evaluation to ascertain whether the officer routinely stops members of minority groups as a pretext for investigating other violations of criminal law. Any officer found to have engaged in racially based policing is subject to counseling and training through continuing education classes within 90 days of the completion of the supervisor evaluation.<sup>103</sup> At the date of publication, the Planning and Analysis Unit has never identified anyone as disproportionately stopping minorities.<sup>104</sup>

SLCPD basic training includes four hours of bias-free policing and racial profiling training at the academy. The instruction provides information on "the dangers of bigotry and fanatical leadership." It also "underscores the importance placed on police as the first line of defense to insure protection of constitutional rights as they work in an increasingly diverse society."<sup>105</sup> According to GO 07-81, annual sensitivity training is also provided to all officers who may conduct motor vehicle stops. The training course(s) emphasizes the prohibition against biased profiling and the understanding of racial and cultural differences.<sup>106</sup> An additional hour of state Peace Officer Standards and Training (POST) required in-service training on racial profiling is also provided.

### ***Limitations on SLCPD traffic stop data and analysis***

A comprehensive racial profiling study should estimate the number of individuals by racial group who drive motor vehicles and who could potentially be stopped by police in the absence of bias.<sup>107</sup> This figure is then compared to the actual number of individuals who are stopped. Addressing these factors is beyond the scope of this study; however, it is important to understand them in order to provide context for the analysis that was conducted.

100. Office of the Chief of Police, *Departmental General Order 07-81* (St. Louis, MO: St. Louis County Police Department, 2007).

101. The traffic stop information form does not need to be completed if the stop is made pursuant to a conducted sobriety checkpoint or roadblock.

102. The quarterly summary reports are produced in a manner that did not permit the assessment team to determine the aggregate number of officers that would have been included in each of the yearly reports.

103. Office of the Chief of Police, *Departmental General Order 07-81* (see note 100).

104. In the event an officer is found to have engaged in profiling and has repeated the behavior, the officer is subject to progressive discipline from the SLCPD.

105. *Police Basic Training Program Curriculum* (see note 57).

106. Office of the Chief of Police, *Departmental General Order 07-81* (see note 100).

107. Greg Ridgeway and John MacDonald, "Methods for Assessing Racially Biased Policing," in *Race, Ethnicity, and Policing: New and Essential Readings*, ed. S. Rice and M. White (New York: NYU Press, 2010), 180–204, [http://www.rand.org/content/dam/rand/pubs/reprints/2011/RAND\\_RP1427.pdf](http://www.rand.org/content/dam/rand/pubs/reprints/2011/RAND_RP1427.pdf).

To help understand bias in targeting drivers for traffic stops, it helps to look at what happens when bias does not exist. Without bias, three key variables exist to determine who is more likely to be stopped by law enforcement.

1. The first variable is the driver or driving population. The more an individual drives, the greater the probability of committing a violation. Even the most cautious driver makes mistakes, and making an honest mistake increases the potential to be stopped by the police.
2. The second variable is the skill of the driver. We have all witnessed individuals who are not good drivers. In an unbiased policing culture, those who are not good drivers are more likely than those who are good drivers to be stopped by law enforcement.<sup>108</sup>
3. The third variable is location, or where people drive. Unbiased police agencies deploy officers based on call volume including criminal activity and traffic collisions. The goal is that the mere presence of an officer will have a positive effect on community safety. A driver who drives in areas where the concentration of officers is higher stands a greater chance of being stopped for vehicle or criminal violations. In addition, the deployment of officers in specific geographic areas can be taken into consideration in the analysis.

Benchmarking provides an accurate estimate of the impact of these variables on a driving population. When an analysis of stop data is conducted to determine potential effects of race on officers' decision making, an appropriate benchmark of drivers is necessary. Ideally, one would need an accurate estimate of the actual driving population at particular locations during certain hours of particular days in combination with an assessment of the overall driving behavior for different population groups. These data would provide a benchmark of the driving population at particular locations on particular days and times of day as well as a sample of driving skills. All of this is necessary to determine the probability of being stopped by police.

Using census population data, even adjusted or refined to include only the driving population, is an imprecise way to determine who is most at risk of being stopped by a police officer.<sup>109</sup> Factors such as the number of vehicles in the household; recreational activities; and work and school commuter patterns and shopping patterns (among others) all influence when, how, and where people drive. Social scientists are still examining promising approaches to provide a more robust understanding of racial and ethnic disparities in vehicle stop and vehicle stop outcomes.<sup>110</sup>

As part of those examinations, one promising strategy is the use of direct observation surveys of specific locations for benchmarking. Direct observation surveys of specific locations are a more reliable benchmark of the driving population from which a police officer identifies motorists to stop at each particular location.<sup>111</sup> Such observational survey fieldwork requires the identification of locations based on traffic patterns

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108. Geoffrey P. Alpert, Michael R. Smith, and Roger G. Dunham, "Toward a Better Benchmark: Assessing the Utility of Not-At-Fault Traffic Crash Data in Racial Profiling Research," *Justice Research and Policy* 6, no. 1 (June 2004), 43–69, <http://jrx.sagepub.com/content/6/1/43.full.pdf>.

109. Lorie A. Fridell, *Understanding Race Data from Vehicle Stops: A Stakeholder's Guide* (Washington, DC: Office of Community Oriented Policing Services, 2005), <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0173>.

110. Rob Tillyer, Robin Engel, and Jennifer Cherkaskas, "Best Practices in Vehicle Stop Data Collection and Analysis," *Policing: An International Journal of Police Strategies & Management* 33, no. 1 (2010): 69–92; Lorie Fridell, *By the Numbers: A Guide for Analyzing Race Data from Vehicle Stops* (Washington, DC: Police Executive Research Forum, 2004), [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Racially-Biased\\_Policing/by%20the%20numbers%20-%20a%20guide%20for%20analyzing%20race%20data%20from%20vehicle%20stops%202004.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Racially-Biased_Policing/by%20the%20numbers%20-%20a%20guide%20for%20analyzing%20race%20data%20from%20vehicle%20stops%202004.pdf); Ridgeway and MacDonald, "Methods for Assessing Racially Biased Policing" (see note 107).

111. John C. Lamberth, *Traffic Stop Data Analysis Project of the Sacramento Police Department* (West Chester, PA: Lamberth Consulting, 2008), [http://www.cityofsacramento.org/crpc/documents/SacramentoPoliceDepartmentFinalReport\\_8-7-08.pdf](http://www.cityofsacramento.org/crpc/documents/SacramentoPoliceDepartmentFinalReport_8-7-08.pdf).

and police activity or randomly selected locations. Observational surveys of the driving population are conducted at the locations during randomly selected days of the week and times of day. These observations serve as the benchmark for the demographics of the driving population. Police traffic stop data for each location are then compared to the observational results. To the extent there is a difference in the racial composition between the observational survey and the police data, a case for racial disparity can be made.

## *Methodology*

A direct observational study of drivers, vehicles, and driving patterns within St. Louis County was beyond the scope of this assessment of vehicle traffic stops. The present assessment relied on an analysis of legislatively mandated data collected by the SLCPD from 2010 through 2014 of traffic stop information. Through the use of this data, descriptive information is provided to convey potential biases by examining the relative differences between the percentages of drivers of different races stopped by SLCPD officers and the percentages of drivers of different races based on the benchmark of the census data of the population of the county aged 16 years and older. The assessment also included an analysis of the differences in the percentages of drivers who are stopped in relation to searches and post-stop outcomes (e.g., arrests, reasons for stops, citations issued).

The analysis compares the annual number of stops and the percentage of drivers stopped by race from 2010 through 2014 to the driving age (16 years and older) population estimate in the 2010 census. The use of age census data provides for a slightly better measure than the use of overall census figures by adjusting for residents who are unlikely or unable to drive because they are too young. In addition, the following five data fields were assessed related to vehicle stop information to determine if there is a potential for bias in the use of these police actions:

1. **Search rates.** The search<sup>112</sup> rate indicator represents the percentage of drivers who are subjected to searches (number of searches divided by number of stops; result multiplied by 100).
2. **Contraband hit rate.** The contraband hit rate indicator reflects the percentage of searches in which contraband was found.
3. **Arrest rate.** The arrest rate indicator reflects the percentage of drivers who were subject to arrest during a traffic stop.
4. **Reasons for the vehicle stop** (e.g., moving violation, equipment violation, license checks).
5. **The outcome of the stop** (e.g. citation issued, warning, or no action taken by the officer).

## *Analysis of vehicle stop data*

Lack of a benchmark to adequately measure all of the risk factors that may be associated with the likelihood of drivers' being stopped prohibits a comprehensive review of traffic stop data for the purpose of determining if a pattern of bias exists.

As described earlier, an accurate benchmark of the driving population for St. Louis County was not available for this review. While the PF assessment team used census data to provide a starting point to review stop data, the census is not sufficient to make a thorough assessment. However, it is sufficient to look for broad trends of disparity that can be indicative of patterns of bias in stops.

112. For the purpose of our assessment, we focused on the following types of searches: consent, inventory, drug/alcohol odor, incident to arrest, plain view contraband, reasonable suspicion-weapon; drug dog alert, and other.

Adding to the limits and associated complications of data analysis is the number of outstanding arrest warrants in the St. Louis area. According to a Missouri state judicial report, there were more than 750,000 outstanding arrest warrants in St. Louis City and St. Louis County in 2014, including the cities within the county,<sup>113</sup> which is nearly three arrest warrants for every four adults. Unfortunately, the judicial report data did not capture the race or ethnicity of those with warrants. As such, data limitations prohibit determining whether the arrest rate for Black drivers is directly related to any disparity in outstanding warrants. Moreover, while state law and departmental policy require an officer to make an arrest on an outstanding warrant, an officer may exercise some discretion prior to an arrest and take into consideration the seriousness of the warrant violation (e.g., failure to appear on a municipal ordinance), the ability to verify the warrant with the issuing municipality, and the current workload (volume of calls for service) of the officer’s shift. The available stop data do not contain information regarding the violation of the warrant or the decision(s) why the officer did not arrest the driver.

### Stop data trends and patterns 2010–2014

According to the 2010 U.S. Census for St. Louis County, 70.3 percent of the population was identified as White and 23.7 percent as Black (table 1 on page 16). For our comparison purposes, the census estimates that the population of individuals age 16 years and older self-identified as 71.4 percent White and 21.7 percent Black.

Table 11 presents the annual number of vehicle stops and the percentage of drivers stopped by race from 2010 through 2014.<sup>114</sup> The overall number of stops shows a slight decrease in 2011 from 2010 and a significant decrease in 2014 from 2013. Overall, on average, nearly 30.2 percent of the drivers stopped were Black compared to 66.7 percent who were White drivers. Note that the census estimates 6.9 percent of individuals are of other racial categories. These individuals are included in the total number of stops, but a separate analysis is not conducted on these population groups.

**Table 11. Racial composition of drivers stopped, 2010–2014**

Year	Stops (all races)	White N (%)	Black N (%)
2010	91,091	63,343 (69.5)	25,214 (27.7)
2011	89,151	59,565 (66.8)	26,793 (30.0)
2012	90,528	60,511 (66.8)	27,104 (29.9)
2013	85,895	55,165 (64.2)	28,014 (32.6)
2014	61,592	40,415 (65.6)	19,211 (31.2)
Mean*	83,651	55,800 (66.7)	25,267 (30.2)

\* In addition, given the low number of stops conducted in 2014 compared to the 2010–2013 yearly totals, the average percent of stops per racial group should be reviewed with caution. Based on conversations with SLCPD executive staff, the lower number of stops was attributed to the reallocation of personnel and priorities of events related to the Ferguson unrest. In August 2014, there were 4,400 fewer stops than in August 2013. The decline in stops continued throughout September and through the end of 2014.

Although a reliable and appropriate benchmark was not available for this review, the data would suggest a need for a comprehensive analysis of traffic stop data. The proportion of Black drivers was overrepresented based on the population of individuals who are 16 years and older throughout the five-year period. Black driv-

113. “FY 2014 Warrants Issued and Warrants Outstanding” (see note 34).

114. “Annual Reports” 2010–2014, *Vehicle Stops Report*, Missouri Attorney General’s Office, accessed June 23, 2015, <https://ago.mo.gov/home/vehicle-stops-report>.

ers on average were 30.2 percent of the drivers stopped, yet Black individuals are 21.7 percent of the census estimates for citizens in the population age 16 years and older. The difference in the percentage of Black drivers stopped compared to their proportion in the population of those 16 years and older was significant ( $p \leq .05$ ).

## Reason for stop

White and Black drivers significantly differed in the reasons for their respective traffic stops. Among drivers who had been stopped, on average, the majority of White drivers (55.7 percent) were stopped for moving violations, such as speeding or not stopping for a stop sign (compared to 34.3 percent of Black drivers). However, relative to White drivers, Black drivers were more likely to be stopped for equipment violations (25.6 percent versus 17.2 percent); license checks, including expired registration and suspended license (33.8 percent versus 23.7 percent); and investigatory stops (6.6 percent versus 3.6 percent), as shown in table 12.

**Table 12.** Percentage of drivers stopped by reason for stop, 2010–2014\*

Year	Moving violation (White, Black)	Equipment violation (White, Black)	License check (White, Black)	Investigative stop (White, Black)
2010	57.6 <sup>†</sup> , 35.2	16.8, 27.3 <sup>†</sup>	22.0, 32.7 <sup>†</sup>	3.6, 4.9 <sup>†</sup>
2011	55.0 <sup>†</sup> , 34.5	18.7, 26.5 <sup>†</sup>	23.0, 32.9 <sup>†</sup>	3.5, 6.1 <sup>†</sup>
2012	55.3 <sup>†</sup> , 32.2	17.5, 25.5 <sup>†</sup>	24.5, 36.3 <sup>†</sup>	2.9, 6.3 <sup>†</sup>
2013	55.1 <sup>†</sup> , 34.0	17.3, 25.2 <sup>†</sup>	24.5, 34.1 <sup>†</sup>	3.8, 7.9 <sup>†</sup>
2014	55.6 <sup>†</sup> , 35.7	15.5, 23.3 <sup>†</sup>	24.5, 33.1 <sup>†</sup>	4.4, 7.9 <sup>†</sup>
Mean <sup>‡</sup>	55.7 <sup>†</sup> , 34.3	17.2, 25.6 <sup>†</sup>	23.7, 33.8 <sup>†</sup>	3.6, 6.6 <sup>†</sup>

\* Data from “Annual Reports” 2010–2014 (see note 114).

<sup>†</sup>  $p \leq .001$

<sup>‡</sup> Given the low number of stops conducted in 2014 compared to the 2010–2013 yearly totals, the average percent of stops per racial group should be reviewed with caution. Based on conversations with SLCPD executive staff, the lower number of stops was attributed to the reallocation of personnel and priorities of events related to the Ferguson unrest. In August 2014, there were 4,400 fewer stops than in August 2013. The decline in stops continued throughout September and through the end of 2014.

## Percentage of drivers subject to search

The assessment team used the percentage of drivers who were subject to search as an indicator in the assessment of potential racial profiling. Officer-conducted searches included searches of drivers or of property in the vehicle. Searches were conducted (1) with the consent of the driver, (2) because the officer might have observed suspected contraband in plain view, (3) because the officer had reasonable suspicion that an individual might possess a weapon, or (4) incident to an arrest.

The search rate for all drivers stopped during the five-year period (see table 13) found that Black drivers were searched at higher rates than White drivers in each of the years examined. The observed difference between the search rates of Black and White drivers indicates that the probability such a result could have occurred by chance ( $p$ -value)<sup>115</sup> is only .1 percent.

115. Significant differences refers to the probability of how likely it is that any observed difference between groups is due to chance. A  $p$  value close to 0 indicates that the observed difference is unlikely to be due to chance, whereas a  $p$  value close to 1 suggests no difference between the groups other than difference due to chance. The  $p$  value for the difference between Black and White drivers indicates that the probability that such a result could have occurred by chance is .1%.

**Table 13.** Percentage of drivers subject to search, 2010–2014\*

Year	White drivers stopped N	White drivers searched N (%)	Black drivers stopped N	Black drivers searched N (%)
2010	63,343	6,087 (9.6)	25,214	4,175 (16.6) <sup>†</sup>
2011	59,565	5,838 (9.8)	26,793	4,467 (16.7) <sup>†</sup>
2012	60,511	5,903 (9.8)	27,104	4,066 (15.0) <sup>†</sup>
2013	55,165	5,171 (9.4)	28,014	4,003 (14.3) <sup>†</sup>
2014	40,415	3,415 (8.4)	19,211	2,580 (13.4) <sup>†</sup>
Mean	55,800	5,283 (9.5)	25,267	3,858 (15.8) <sup>†</sup>

\* Data from “Annual Reports” 2010–2014 (see note 114).

<sup>†</sup>  $p \leq .001$

In 2010, Black drivers were overall subject to searches 72 percent more often than White drivers. While the percentage of Black drivers searched relative to White drivers declined from 2010 to 2013, Black drivers were still subject to more searches than White drivers. In 2014, Black drivers were searched 59 percent more often than White drivers. These findings reveal a disparity between the race of drivers being searched. However, identifying a specific explanation for this disparity is beyond the scope of this analysis.

A more in-depth analysis is needed to determine underlying conditions that may contribute to disparity in searches. For example, the large number of outstanding arrest warrants in the St. Louis area may have a disproportionate impact related to drivers searched incident to arrest. Moreover, the disparity in search rates may be attributed to discretionary searches (e.g., consent searches where the officer asks the driver’s permission to search or the driver suggests that the officer can search the vehicle) compared to nondiscretionary searches (e.g., search incident to arrest or contraband in plain view).

### Contraband hit rate

The outcomes of the search (e.g., finding contraband) were also compared between White and Black drivers. The indicator referred to as a contraband hit rate reflects the percentage of searches in which contraband was found. During the five-year period, there was variation in the contraband hit rate for each racial category in the proportion to drivers searched, as shown in table 14. The contraband hit rates during this time period show that, on average, searches conducted on Black drivers were less likely to result in finding of contraband than searches of White drivers. However, Black drivers were not more likely to experience a prolonged search for contraband. For Black and White drivers who were searched, 95 percent of searches took less than 15 minutes.<sup>116</sup>

Similar to the possible explanation for the difference in drivers subject to search (above), there may be factors that contribute to the different contraband hit rates during the time periods, such as higher arrest rates for Blacks who were stopped that require officers to conduct searches incident to arrest as well as the higher search rate of Black drivers as identified in table 13.

116. “Annual Reports” 2010–2014 (see note 114).

**Table 14.** Contraband hit rates, 2010–2014\*

Year	White drivers searched	White drivers with contraband N (%)	Black drivers searched	Black drivers with contraband N (%)
2010	6,087	1,435 (23.6) <sup>†</sup>	4,175	863 (20.7)
2011	5,838	1,432 (24.5) <sup>†</sup>	4,467	905 (20.3)
2012	5,903	1,472 (24.9) <sup>†</sup>	4,066	789 (19.4)
2013	5,171	1,264 (24.4) <sup>†</sup>	4,003	781 (19.5)
2014	3,415	826 (24.2) <sup>†</sup>	2,580	519 (20.1)
Mean	5,283	1,286 (24.3) <sup>†</sup>	3,858	771 (20.0)

\* Data from “Annual Reports” 2010–2014 (see note 114).

<sup>†</sup>  $p \leq .001$

## Arrest rate

The final indicator used for assessing potential racial profiling for this report was the rate at which drivers were arrested during traffic stops. Table 15 represents the percentage of Black and White drivers who were arrested as a result of traffic stops across the five-year period. Between 2010 and 2014, Black drivers were arrested at roughly twice the rate of White drivers. Each of these yearly differences is statistically significant,<sup>117</sup> with Black drivers being subject to arrest more often than White drivers.

**Table 15.** Drivers arrested as a percent of drivers stopped, 2010–2014\*

Year	White drivers N (%)	Black drivers N (%)
2010	2,675 (4.2)	2,196 (8.7) <sup>†</sup>
2011	2,607 (4.4)	2,615 (9.8) <sup>†</sup>
2012	2,585 (4.3)	2,327 (8.6) <sup>†</sup>
2013	2,235 (4.0)	2,122 (7.6) <sup>†</sup>
2014	1,498 (3.7)	1,498 (7.8) <sup>†</sup>
Mean	2,320 (4.1)	2,152 (8.5) <sup>†</sup>

\* Data from “Annual Reports” 2010–2014 (see note 114).

<sup>†</sup>  $p \leq .001$

The variation in the arrest rates between Black and White drivers is largely a function of the number of arrests for outstanding warrants. For example, in 2010, focusing on arrests for reasons other than “outstanding warrant,” the rate of arrest for Black drivers and White drivers is approximately equal (3 percent versus 2.5 percent).<sup>118</sup> In an attempt to better understand the high arrest rate for Black drivers, we obtained data on the number of outstanding warrants issued for cities within St. Louis County, the city of St. Louis, and the county of St. Louis. While the number of outstanding warrants on June 30, 2014 was more than 750,000,<sup>119</sup> data were not available on the race of the individuals identified in the warrants, so we were unable to complete this analysis. Anecdotally, we know

117. Statistical significance is based on an initial assumption of zero difference between the compared groups (i.e., Blacks and Whites are arrested at the same rate). The statistical test reveals that if this assumption were true, one would expect to see these differences (e.g., 4.2 percent versus 8.7 percent in 2010) less than 1 time in 1,000. This result leads us to reject that initial assumption and conclude that Blacks are more likely to be arrested than Whites during a traffic stop. (See note 115.)

118. “Agency: St. Louis County Police Department,” in *2010 Annual Report: Missouri Vehicle Stops—View Agency Reports* (Jefferson City, MO: Missouri Attorney General’s Office, 2010), <https://ago.mo.gov/docs/default-source/public-safety/2010agencyreports.pdf>.

119. “FY 2014 Warrants Issued and Warrants Outstanding” (see note 34).

that some officers will not make an arrest based on outstanding warrants.<sup>120</sup> However, there is no measure of how often officers use their discretion. There are two possible mechanisms working in these cases. It could be that some officers are more likely to arrest a Black driver on an outstanding warrant than a White driver, which would indicate bias. Alternatively, it is possible that there are more Blacks who have outstanding warrants in Missouri, which would naturally increase the rate of Black drivers arrested. Although disparity could exist, we are unable to ascertain disparity based on the lack of data on drivers with outstanding warrants who were not arrested.

## Outcome of stop

On average, 67.2 percent of Black drivers were issued a citation as a result of the stop compared to 64.7 percent of White drivers (see table 16). White drivers were more likely to be given a warning (29.2 percent) as a result of the stop than black drivers (25.1 percent). The difference in the proportion was also significant.<sup>121</sup>

While the results seem to suggest that potential disparities exist for the outcomes of stops among the race of the drivers, it is not possible to conclusively determine whether the disparity is attributed to biased policing. More information is required regarding the officer’s motivation for the stop that may influence their decision to issue a citation.

**Table 16. Driver outcomes other than arrest, 2010–2014\***

<b>Year</b>	<b>Citations: White N (%) ‡</b>	<b>Citations: Black N (%) ‡</b>	<b>Warnings: White N (%) ‡</b>	<b>Warnings: Black N (%) ‡</b>	<b>No action: White N (%) ‡</b>	<b>No action: Black N (%) ‡</b>
2010	41,455 (65.4)	17,076 (67.7) <sup>†</sup>	17,338 (27.4) <sup>†</sup>	5,963 (23.6)	3,196 (5.0)	1,372 (5.4)
2011	40,065 (67.3)	19,088 (71.2) <sup>†</sup>	16,210 (27.3) <sup>†</sup>	5,818 (21.7)	2,656 (4.4)	1,375 (5.1)
2012	40,767 (67.4)	19,311 (71.2) <sup>†</sup>	16,985 (28.1) <sup>†</sup>	6,065 (22.4)	2,349 (3.9)	1,382 (5.1) <sup>†</sup>
2013	33,491 (60.7)	17,412 (62.2) <sup>†</sup>	18,337 (33.2) <sup>†</sup>	8,176 (29.2)	2,894 (5.2)	1,978 (7.1) <sup>†</sup>
2014	24,859 (61.5)	11,952 (62.2) <sup>†</sup>	12,653 (31.3) <sup>†</sup>	5,654 (29.4)	2,669 (6.6)	1,429 (7.4)
<b>Mean</b>	<b>36,127 (64.7)</b>	<b>16,968 (67.2)<sup>†</sup></b>	<b>16,305 (29.2)<sup>†</sup></b>	<b>6,335 (25.1)</b>	<b>2,753 (4.9)</b>	<b>1,507 (6.0)</b>

\* Data from “Annual Reports” 2010–2014 (see note 114).

<sup>†</sup> Percentages are based on the total number of stops for each racial group, including those who were arrested (see table 15). Some stops result in more than one outcome (for example, a driver may be cited for running a red light and arrested on an outstanding warrant in the same traffic stop). Therefore, the total number of outcomes per racial group in this table added to the total number of arrests per racial group will exceed the total number of stops for each year (see table 11), and the summed percentages of all of these outcomes per racial group will exceed 100%.

<sup>‡</sup>  $p \leq .001$ .

120. It is important to note that state law and departmental policy require the officer to make an arrest on an outstanding warrant. However, an officer can exercise some discretion prior to making an arrest and take into consideration the seriousness of the offense (e.g., failure to appear on a municipal ordinance violation), the municipal agency that issued the warrant, and the current workload of the shift (volume of calls for service) to which the officer is assigned. For example, officers are aware that some municipalities are regularly unable to verify the warrant or refuse to pick up the individual because the agency does not have an officer available to leave the city to take custody of the violator. If the municipality cannot verify the warrant or refuses to take custody of the individual and the warrant is not for a serious offense, the officer may release the individual on a warning to get the warrant resolved. As a consequence of this practice, we are unable to determine whether the disparity we found in arrests for outstanding warrants among Black and White drivers is a result of Black drivers with more serious offenses for their outstanding warrants.

121. The statistical test used to compare the differences (chi-square) is highly sensitive to the sample size in each of the categories. As such, the results should be reviewed with caution, as the differences are quite small.

## ***Additional analysis: Comparison of precinct level stop data to county-wide stop data***

Aggregate county-level results are made up of individual precinct differences where some precincts may have higher or lower racial compositions in the percentage of traffic stops and searches (for example) than the county as a whole, but where this difference does not necessarily indicate bias. For example, Blacks make up approximately 90 percent of the population of the city of Jennings, which can account for the apparently high level of traffic stops of Black drivers. If this is compared only to county-level census data, one would come to the erroneous conclusion that the city of Jennings was unfairly targeting Black drivers. However, when compared to the population of the city of Jennings, which is approximately 90 percent Black, the picture becomes clearer.

Therefore, the PF assessment team completed an analysis of SLCPD precinct-level traffic stop data. Based on that analysis, what follows is a summary of the comparison between SLCPD precinct-level and county-wide stop data. The conclusions and the supporting data table (table 17) summarize where differences between county-wide and precinct level findings exist or where they are dissimilar. Detailed data tables supporting this comparison can be found in appendix B.

### **Summary of key conclusions from comparison of SLCPD precinct level stop data to county-wide stop data**

Precinct findings match the county-wide findings, with some exceptions:

- Black drivers were stopped at rates greater than their proportion of the population except in the 1st precinct, the 6th precinct, and the city of Jennings.
- In all eight precincts, White drivers were more likely to be stopped for moving violations than for any other type of violation.
- In all eight precincts, Black drivers were less likely than White drivers to be pulled over for moving violations.
- Black drivers were more likely to be pulled over for equipment violations in all precincts except the 4th and 5th precincts.
- Black drivers were more likely to be pulled over for license checks in all precincts.
- Black drivers were more likely to be pulled over for investigative stops in all precincts except the city of Jennings.
- In all but one precinct (the 5th precinct—City of Fenton), White drivers who were searched were more likely to have contraband than Black drivers who were searched.
- Black drivers were searched at higher rates than White drivers in all precincts except the 1st precinct.

**Table 17.** Precinct comparison to countywide stop data, 2014

	<b>County-wide findings</b>	<b>Precincts dissimilar to county-wide findings</b>	<b>Reason for dissimilarity to county-wide findings</b>
Stops	Black drivers were stopped disproportionately to Black representation in driving age population	1st precinct, 6th precinct, and Jennings  Jennings	Black drivers were stopped at rates similar to Black representation in driving age population  White drivers were stopped at higher rate than White representation in driving age population
Reason for stop	Black drivers were stopped at higher rates than White drivers for equipment violations, license checks, and investigative stops while White drivers were stopped at higher rates than Black drivers for moving violations	4th and 5th precincts  Jennings	No significant difference in stop rates between Black and White drivers for equipment violations, license checks, or investigative stops  White drivers stopped at higher rates than Black drivers for investigative reasons
Search	Black drivers were searched at a higher rate than White drivers	1st precinct	No significant differences in search rates between Black and White drivers
Contraband	Based on the number of searches, White drivers were more likely to have contraband	5th precinct	Black drivers were more likely to have contraband*
Arrests	Black drivers arrested at higher rates than White drivers	Jennings	Black and White drivers arrested at similar rates
Outcomes related to citations	Black drivers were issued citations at higher rate than White drivers	2nd, 3rd, and 7th precincts <sup>†</sup>  1st, 4th, 5th, and 6th precincts <sup>†</sup>	White drivers issued citations at higher rate than Black drivers  No significant difference in citation rate between Black and White drivers

\* This is likely the result of searches conducted incident to an arrest. All five Black drivers arrested for contraband were arrested for outstanding warrants.

<sup>†</sup>The city of Jennings is the only precinct whose results match the general county-wide findings. Readers can explore this further in the 2014 traffic stop analysis in appendix B.

## *Summary of conclusions*

The current lack of best practices benchmarking data in vehicle stops studies prohibits a comprehensive review of traffic stop data for the purpose of determining if a pattern of targeting minority motorists for traffic stops exists. While adjusted census data on population age 16 years and older suggest an overrepresentation of Black drivers among those stopped, a more comprehensive assessment using multiple benchmarks and research/analytical techniques is necessary.<sup>122</sup>

However, the data do allow for an analysis of reasons for the stop and post-stop activity. The data suggest that in the five-year period under analysis, Black drivers were stopped at higher rates for equipment violations, license checks, and investigative stops than White drivers. White drivers were stopped at higher rates for moving violations. Regarding post-stop activity, Black drivers were searched at higher rates than White drivers, yet searches of Black drivers were less likely to result in a finding of contraband than searches of White drivers. Among stops that resulted in enforcement action, Black drivers were more likely to be issued citations than White drivers and were arrested at a rate twice that of White drivers.

The analysis suggests that the stop practices of the SLCPD may have a disproportionate impact on Black drivers with respect to search rates, arrest rates, reasons for stops, and stop outcomes. The findings related to post-stop activity appear to be influenced to some degree by the high number of outstanding warrants within the region. The level of impact of those outstanding warrants on post-stop activity can only be determined by additional research and data collection.

Similar potential impacts among Black drivers were also found in our review of the 2014 stop data collected within the precincts; the few dissimilarities are outlined in table 17. As previously noted, the analysis is a preliminary step in examining the disproportionate impacts on drivers who are stopped; however, it is not sufficiently comprehensive to constitute evidence of bias in vehicle stops conducted by the SLCPD but does allow for improvements to process and changes to policies.

## *Findings and recommendations*

### Finding 9.1

**While consistent with Missouri data collection law, the traffic stop analysis procedures employed by the SLCPD are inconsistent across the agency and lack the sophistication necessary for appropriate analysis of stop data. This results in a missed opportunity to fully understand if bias-based profiling is occurring.**

Missouri Revised Statutes (RSMo) chapter 590, § 590.650, section 5 subsections 2 and 3 states, in part:

5. Each law enforcement agency shall adopt a policy on race-based traffic stops that
  - (1) prohibits the practice of routinely stopping members of minority groups for violations of vehicle laws as a pretext for investigating other violations of criminal law;

122. Ridgeway and MacDonald, "Methods for Assessing Racially Biased Policing" (see note 107).

(2) provides for periodic reviews by the law enforcement agency of the annual report of the attorney general required by subsection 4 of this section that:

(a) determine whether any peace officers of the law enforcement agency have a pattern of stopping members of minority groups for violations of vehicle laws in a number disproportionate to the population of minority groups residing or traveling within the jurisdiction of the law enforcement agency; and

(b) if the review reveals a pattern, require an investigation to determine whether any peace officers of the law enforcement agency routinely stop members of minority groups for violations of vehicle laws as a pretext for investigating other violations of criminal law; and

(3) provides for appropriate counseling and training of any peace officer found to have engaged in race-based traffic stops within ninety days of the review. The course or courses of instruction and the guidelines shall stress understanding and respect for racial and cultural differences, and development of effective, noncombative methods of carrying out law enforcement duties in a racially and culturally diverse environment.<sup>123</sup>

To comply with the review requirement of RSMo 590.650 § 5(2–3), SLCPD GO 07-81, section II, subsection D states:

The Planning and Analysis Unit shall compile data on a quarterly basis to determine if any officers have a pattern of stopping members of minority groups in a number disproportionate to the population of minority groups residing or travelling through the Department’s jurisdiction.

If the review shows an officer has stopped minorities in disproportion to the population, Planning and Analysis will run a summary report on that individual officer.

Individual officers’ reports will be forwarded to the officer’s supervisor for review.

If the review reveals a pattern, the officer’s supervisor shall conduct an evaluation to determine whether the officer routinely stops members of minority groups as a pretext for investigating other violations of criminal law.

Any officer found to have engaged in **bias-based profiling** will receive appropriate counseling and training within ninety days of completion of the evaluation.<sup>124</sup>

GO 07-81 clearly describes a review process based on analysis of traffic stop data compared to the population of the jurisdiction served by St. Louis County. The SLCPD has established a threshold requiring the review of an officer’s stop activity if 20 percent or more of the officer’s stops during a three-month period are stops of minority drivers. The assessment team’s review of the SLCPD’s efforts described in GO 07-81 revealed a process that lacks appropriate documentation, is inconsistent among divisions, and lacks a review process that demonstrates an understanding of analysis methods necessary for a comprehensive review of traffic stop data.

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123. Missouri Revised Statutes, chapter 590, § 590.650 (see note 94).

124. Office of the Chief of Police, *Departmental General Order 07-81* (see note 100).

Based on preliminary (and imprecise) collection and analysis by the assessment team, the SLCPD's traffic stop and post-stop activity show a potentially disproportionate impact on Black drivers. While the SLCPD is mandated by state law to collect stop data and the Planning and Analysis Unit does review the information for the identification of officers making stops in excess of the 20 percent threshold, the department needs to ensure that appropriate data are analyzed to identify potential issues of racially biased policing.

Vehicle stop data collection provides a law enforcement agency the opportunity to assess quantitatively the behavior of its officers in the decision-making process for vehicle stops.<sup>125</sup> A COPS Office-funded project conducted by the CNA Corporation focused on key issues regarding the collection of racial profiling data.<sup>126</sup> An objective of that project was to provide an assessment of existing and planned data collection and analysis of techniques that are employed by police agencies. Among the recommendations of the report were the following:

- "Data collection and evaluation is an appropriate way to address the concerns of racial profiling. Anecdotal evidence is an unreliable tool with which to make policy decisions;
- The data collection and evaluation plan should blend police operational expertise with external research methods. Combining the expertise of operational and research experts, working together, is the best way to accomplish an accurate evaluation of the data;
- Analytical methods should focus on accounting for the complexities of police procedures and operational methods as well as the characteristics of the city. Most cities have distinct neighborhoods, and it is likely that a thorough evaluation will need to reflect analysis at the neighborhood, area, region, or precinct level."<sup>127</sup>
- Data collection serves to identify potential problem areas or officer behaviors that may need to be addressed by the agency; it can also serve as a tool for developing training procedures and policies for conducting appropriate bias free vehicle stops.<sup>128</sup>

### *Recommendation 9.1.1*

*The SLCPD should conduct a comprehensive and rigorous study of traffic stop practices.*

One of the major issues in the analysis of stop data is determining the appropriate benchmark or standard to which the stop data are to be compared. While census-based benchmarks are imperfect benchmark measures, there is no consensus regarding benchmarking best practices.<sup>129</sup> Our analysis of the SLCPD's stop information showed the potential for disparities with respect to stops, searches, and arrests; however, the findings do not necessarily suggest that officers' decision making is motivated by bias. The SLCPD should conduct a comprehensive study using a variety of benchmarks to address the perception of racially biased traffic stop practices.

125. Deborah Ramirez, Jack McDevitt, and Amy Farrell, *A Resource Guide on Racial Profiling Data Collection Systems: Promising Practices and Lessons Learned* (Washington, DC: U.S. Department of Justice, 2000), <http://justice.utah.gov/Documents/Research/Race/DOJResourceGuide.pdf>.

126. Joyce McMahon et al., *How to Correctly Collect and Analyze Racial Profiling Data: Your Reputation Depends On It!* (Washington, DC: Office of Community Oriented Policing Services, 2006), <http://ric-zai-inc.com/Publications/cops-p044-pub.pdf>.

127. *Ibid.*, 2.

128. Fridell, *By the Numbers* (see note 110).

129. Tillyer, Engel, and Cherkauskas, "Best Practices" (see note 110).

### *Recommendation 9.1.2*

*The SLCPD should standardize and centralize the review of officer traffic stop data.*

The current review process relies on an employee's supervisor's review and assessment of individual officers' stop activity. The reports provided by the SLCPD clearly reveal a lack of consistency in review techniques and reporting.

### *Recommendation 9.1.3*

*The SLCPD should train all supervisors and executive-level staff who are responsible for the interpretation of stop data in research methods necessary to adequately review and identify potentially biased behavior.*

Supervisors must have training including but not limited to fair and impartial policing and procedural justice that allows them to identify potential biased behavior.

### *Recommendation 9.1.4*

*The SLCPD should report quarterly the results of reviews conducted in accordance with GO 07-81 to the Board of Police Commissioners.*

### *Recommendation 9.1.5*

*If the SLCPD chooses to conduct a comprehensive analysis of traffic stop data as described in recommendation 9.1.1, GO 07-81 should be revised to replace census data with the benchmark used in the study as the comparison to officer stop data.*

**Action taken by site.** The SLCPD has invited the Center for Policing Equity from the University of California Los Angeles to assist them with their racial profiling data collection, policies, and practices to improve traffic stops.

## **Finding 9.2**

**The SLCPD does not collect and analyze information on pedestrian stops made by officers.**

### *Recommendation 9.2.1*

*The SLCPD should collect pedestrian stop data for additional analysis of its stop practices.*

The SLCPD should also collect data on pedestrian stops to more thoroughly address the potential issue of racially biased policing. Information from pedestrian stops should include, at a minimum, the race or ethnicity and gender of the individual(s) stopped, reason for the stop, whether a search was conducted and contraband found, whether an arrest occurred and reason for the arrest, and the location of the stop.

## **Finding 9.3**

**The SLCPD traffic stop data collection software does not capture the specific location of traffic stops (either longitude and latitude or address).**

This precludes the ability to map stops to determine whether certain areas may have disproportionate stop practices. Having the specific locations of stops would provide the ability to perform geographic mapping or analysis of stops across the county and within each of the precincts.

### *Recommendation 9.3.1*

*The SLCPD should take immediate steps to accurately document the locations of traffic and pedestrian stops conducted by its officers.*

### *Recommendation 9.3.2*

*The SLCPD should use traffic stop location information to assess potentially disproportionate stop, search, and enforcement activity.*

## **Finding 9.4**

### **The SLCPD’s GO 07-81, which establishes policies and procedures for citizen contacts and traffic stop information, is outdated.**

The policy needs to be modified to reflect current law enforcement practices that provide guidance for avoiding biased policing. The GO has not been revised since 2007 and lacks sufficient guidance for officers on relevant issues of biased policing.

Based on a review of model policies and procedures on biased policing from various law enforcement agencies and the International Association of Chiefs of Police (IACP),<sup>130</sup> the assessment team identified several areas that need to be addressed in the modification of this GO. While the SLCPD’s current policy includes an emphasis on the department’s commitment to unbiased policing, it only focuses on citizen encounters during arrest, traffic, and investigative stops; detentions; and search and seizure situations.

The existing GO also lacks specific procedures for officers to prevent or avoid racial profiling in traffic and pedestrian stops, searches or seizures of property, and investigative detentions.

### *Recommendation 9.4.1*

*SLCPD executive staff should review and modify the existing GO 07-81.*

The revised policy should emphasize the specific purpose of the policy to include commitment to treating all citizens in a fair and equitable manner. Definitions of biased policing and racial profiling should be provided in the policy as well as procedures to be followed when initiating enforcement action (stopping, detaining, searching, etc.) to avoid the perception of bias.

The purpose of the policy should state unequivocally that during any encounter with citizens, the officer is responsible for treating the citizen in a fair, equitable, and objective manner, in accordance with the law and without consideration of the citizen’s race, ethnicity, gender, sexual orientation, religion, national origin, or any other identifiable group.

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130. Examples of reviewed policies included policies from the Anne Arundel County (Maryland) Police Department, Kansas City (Missouri) Police Department, and New Mexico Department of Public Safety, as well as the IACP’s unbiased policing model policy. “Model Policies,” International Association of Chiefs of Police, accessed June 26, 2015, <http://www.theiacp.org/Model-Policies-Alphabetical-Order>.

The modified policy should include a concise definition of what constitutes biased policing and how it relates to officers' performance of enforcement duties as well as the delivery of police services. Separate definitions for probable cause and reasonable suspicion should also be more clearly defined in the policy.

Examples of procedures that should be adhered to when initiating each enforcement action (traffic or pedestrian stops, searches or seizures, and investigative detentions) need to be stipulated in a clear and concise manner in the modified policy.

### *Recommendation 9.4.2*

*As the SLCPD revises GO 07-81, the SLCPD should ensure that the revised GO is followed by training that mirrors the guidance for officer behavior during encounters, including but not limited to being courteous and professional, providing a reason for the stop, providing the citizen his or her badge number when requested, and offering an explanation if the officer determines that the reasonable suspicion for the stop was unfounded (e.g., investigatory stop).*

Research on racially biased policing has consistently found that minority citizens are more likely to suspect that police stops are racially motivated if officers treated them discourteously or did not inform them of the reason for the stop.<sup>131</sup> Focusing on direct and respectful communication between the officer and citizen during encounters will strengthen perceptions of county residents that SLCPD officers exhibit a high degree of professionalism and accountability in conducting duties.

## Finding 9.5

**Before 2014, beyond the mandated training, the SLCPD did not provide officers with training on implicit bias and fair and impartial policing. Since that time, the SLCPD has made this training available.**

The SLCPD provides annual sensitivity training that focuses on the prohibition of racial profiling, the legal aspects of profiling, and respect for racial and cultural differences to all officers who may conduct traffic stops.

### *Recommendation 9.5.1*

*The SLCPD should continue to provide implicit bias and fair and impartial policing training for all SLCPD officers.*

Currently, the SLCPD engages the St. Louis chapter of the Anti-Defamation League to provide bias-free training through in-service and continuing education efforts. This annual offering focuses on the prohibition against racial profiling, the legal aspects of profiling, and respect for racial and cultural differences to all officers who may conduct traffic stops. The SLCPD should continue to expand mandatory training on implicit bias and fair and impartial policing. The curriculum of the fair and impartial training program should instruct officers on the effect of implicit or unconscious bias that may influence decision making in enforcement actions.

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131. Robin S. Engel, "Citizens' Perceptions of Distributive and Procedural Injustice During Traffic Stops with Police," *Journal of Research in Crime & Delinquency* 42, no. 4 (November 2005): 445–481, <http://jrc.sagepub.com/content/42/4/445.full.pdf+html>; Gau, "Consent Search Requests" (see note 13).

## Finding 9.6

### **The SLCPD currently does not include analyses of stop data in the annual reports provided for the public.**

The SLCPD currently publishes annual reports that provide an overview of the administration and operations of the department. Annual reports detail crime statistics, complaints received and dispositions, and use of force statistics that occurred during the specific year and are made available to the public via the department's website. Reports also serve to increase transparency of the SLCPD's activities among county residents. Although the SLCPD is required by state law to report vehicle stop data to the Office of the Attorney General, it does not present the submitted data for inclusion in the annual report.

#### *Recommendation 9.6.1*

*Once improvements have been made to policy and practice governing data collection, benchmarking, and analysis, the SLCPD should include vehicle and pedestrian stop data and analysis with appropriate benchmarking for interpretation in published annual reports.*

Care should be taken to ensure that data cannot be misconstrued but are presented in their true and honest form. Providing this information in an easily accessible location (in the annual report, on the department's website, etc.) will increase transparency, accountability, and dialogue with the public.

# Chapter 10. Five-year Analysis of Use of Force Incidents, 2009–2013

## *Introduction*

From 2009 through 2013, officers in the St. Louis County Police Department (SLCPD) were involved in 2,309 documented incidents of use of force according to departmental records. This chapter provides an analysis of those incidents.

The purpose of this analysis is to identify trends in use of force incidents and to identify gaps in SLCPD use of force policies, training, and investigation of use of force incidents.

This chapter is designed first to explain the SLCPD policies and procedures governing use of force. Second, the chapter will define the methodology used by the Police Foundation (PF) assessment team. Third, the chapter will provide an overview of key conclusions drawn by the analysis of use of force data. Those key conclusions include the following:

- From 2009 through 2013, the number of uses of force involving SLCPD officers was less than one-tenth of one percent (0.07 percent) of citizen contacts with officers. By comparison, national estimates of police use of force have found that 1.4 percent of police-citizen contacts resulted in police use or threatened use of force.<sup>132</sup>
- For the SLCPD, the most prevalent dispatch call for service that resulted in use of force was among officers responding to misdemeanor crimes in progress.
- The race or ethnicity of officers involved in use of force closely mirrors the makeup of the department. In addition, the mean age of officers involved in use of force was 32 years, and the mean length of time such officers have been on the force was approximately 5.7 years. This compares to department mean age of officers 38 years and tenure of 10 years.
- The most frequent type of force used involved application of physical restraint and the use of Taser.
- Among the citizens involved in an officer(s) use of force, 53 percent were identified as Black, 45 percent were identified as White, 0.8 percent were identified as Hispanic, and 0.6 percent were identified as other race.
- There were 20 officer-involved shootings (OIS) during this five-year period. Of those incidents, seven resulted the death of the subject; four resulted in an injury to the subject; seven were missed targets; in one case, it is unknown whether the subject was hit; and in one case, the subject committed suicide.

Finally, this chapter will provide findings and recommendations to improve SLCPD use of force policies, procedures, and practices.

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132. Christine Eith and Matthew R. Durose, *Contacts between Police and the Public, 2008*, Special Report (Washington, DC: Bureau of Justice Statistics, 2011), <http://www.bjs.gov/content/pub/pdf/cpp08.pdf>.

## *Management and administration*

The SLCPD's General Order (GO) 10-29 establishes the policy and procedures for both nondeadly and deadly force used by officers in the department. On the use of nondeadly force, the GO stipulates the following:

Where deadly force is not authorized, officers should assess the incident in order to determine which nondeadly technique or less lethal weapon will best de-escalate the incident and bring it under control in a safe manner. Only the appropriate amount of force necessary to bring an incident under control is authorized. In making an arrest, no more force shall be used than is reasonably necessary for the safe custody of the prisoner or for overcoming any resistance that may be offered and for ensuring the delivery of the prisoner into safekeeping. Officers are not authorized to use chokeholds, neck restraints, shoulder pins, or similar weaponless control techniques with a potential for serious injury.<sup>133</sup>

The GO authorizes officers to use nondeadly force under the following circumstances:

- To protect themselves or another from physical harm
- To restrain or subdue a resistant individual
- To bring an unlawful situation safely and effectively under control

The GO also provides guidelines for controlling resistive behavior (levels of resistance) with techniques that may be appropriate relative to the suspect's behaviors.

SLCPD officers are required to report any uses or attempted uses of nondeadly force to their precinct watch commander or appropriate bureau commander. The GO's definition of use of force that requires notification is "whenever an officer uses or attempts to use force under extraordinary circumstances that vary from the standard handcuffing process or detention techniques."<sup>134</sup> For example, if an officer uses an arm bar technique or pushes the suspect down in an effort to control the suspect, the officer would be required to report the incident to their supervisor. The department does not require reporting the threatened use of force (e.g., pointing a service weapon or Taser at a citizen). An officer involved in a use of force incident provides the police report and supplemental report that contains information regarding the number of officers involved, the subject's reaction (i.e., verbal response, body language, physical actions) to the officer(s), the suspect's mental condition (influence of drugs/alcohol, mental, agitated, etc.), and the officers' responses (i.e., type of control methods used or attempted).

Upon notification of a use of force incident a supervisor must respond to the scene. In the event that an officer or suspect has sustained an injury or has any complaint of an injury,<sup>135</sup> the supervisor ensures that the appropriate notifications are made (e.g., request for ambulance, inform bureau commander). Once the supervisor has arrived at the scene of the incidents, it is their responsibility to ensure that

- a thorough investigation is conducted, including an area canvass to locate, identify, and interview all witnesses to the incident;

133. Office of the Chief of Police, *Departmental General Order 10-29* (St. Louis, MO: St. Louis County Police Department, 2010).

134. *Ibid.*

135. If a subject makes any complaint of injury, the officer will transport the individual to the hospital to obtain a "fit for confinement" from the medical staff. If the officer hits a subject with any impact weapon, the subject is automatically taken to the hospital for treatment.

- anyone arrested as a result of the incident is escorted in an ambulance or transported in a police vehicle by an officer not directly involved in the incident.<sup>136</sup>

The supervisor is required by SLCPD policy to complete a supervisor's use of force review to make administrative comments regarding the incident, including recommendations about whether an investigation should be continued. The supervisor's use of force review, the police report, and any supplemental reports of the incident are forwarded through the chain of command to the Bureau of Professional Standards (BPS). Before 2012, the supervisor's use of force review was written in the form of a memorandum. Currently the supervisor can enter findings or recommendations into IAPro, a web-based reporting system.

GO 10-29 also establishes guidelines to be followed in the event that an officer is involved in a use of force incident while off duty or outside St. Louis County. In those instances, the involved officer is required to immediately request assistance from the appropriate law enforcement agency to respond to the scene and to notify the Bureau of Communications of the incident. The Bureau of Communications notifies the officer's watch commander, who responds to the scene and cooperates with the local authorities' investigation of the incident. The commander prepares a supervisor's use of force review and attaches a copy of the investigating agency's report.

Officers are authorized to use deadly force under the following circumstances:

- To protect themselves or others from what is reasonably believed to be an imminent threat of death or serious physical injury
- To effect the capture or prevent the escape of a suspect when there is probable cause to believe that
  - the suspect committed or attempted to commit a felony;
  - the crime involved the use or threatened use of deadly force;
  - there is substantial risk that the fleeing suspect will cause death or serious physical injury if apprehension is delayed.<sup>137</sup>

The GO stipulates procedures to be followed for both firearm discharges in which no gunshot wound is inflicted and firearm discharges causing a gunshot wound to any person. The procedures to be followed in each case are described in the following sections.

## **Firearm discharges involving no gunshot wound**

Whenever a firearm is discharged by an officer involving no gunshot wound and the officer is not the victim of a first-degree assault, the officer notifies the on-duty watch commander and notifies the watch supervisor of the Bureau of Communications no later than one hour after the discharge of the firearm. The involved officer(s) prepares a police report that details the circumstances surrounding the firearm discharge. The officer's watch commander responds to the scene to ensure that the officer has identified all known witnesses to the incident and prepares a supervisor's use of force review form. The form details the supervisor's observations of and conclusions regarding the incident as well as whether the incident was justified and in accordance with departmental policy. Both the form and the police report are forwarded to the BPS for review and a final determination of the disposition of the incident.

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136. Office of the Chief of Police, *Departmental General Order 10-29* (see note 133).

137. *Ibid.*

## Firearm discharges causing a gunshot wound

If an officer has inflicted a gunshot wound upon any person or the officer is the victim of a first-degree assault and discharges a firearm without causing an injury, the involved officer or the next officer on the scene immediately notifies the Bureau of Communication. The Bureau of Communication notifies the watch commander and the Bureau of Crimes Against Persons in addition to summoning required emergency medical aid. The watch commander responds to the scene to take command of the situation and await the arrival of the SLCPD's Crimes Against Persons investigators.

Teams of Crimes Against Persons investigators are assembled and respond to the scene of the incident. Personnel from the SLCPD's Bureau of Criminal Identification are also dispatched to the scene and are responsible for collecting physical evidence and photos and video taping the scene. Upon a review of the activities conducted by the Bureau of Criminal Identification, Crimes Against Persons investigators begin the investigation of the circumstances surrounding the incident (e.g., counting of the ammunition in the officer's weapon, canvassing for witnesses, locating video cameras that may be in the vicinity of the incident), and the involved officer(s) is transported to the Division of Criminal Investigation where his or her statements of the circumstances are audio taped for the investigation.

Upon notification of the OIS, the BPS conducts a separate administrative review of the incident focusing on policy compliance and the identification of any possible training issues. The SLCPD has recently established a new procedure whereby the officer is advised of the sequence of events that will take place during the administrative review process.

A police investigation report (this report is different from the supervisor's use of force review) is prepared by a detective(s) assigned to the Bureau of Crimes Against Persons and is reviewed by the officer's supervisor or commander.

The police investigation report is submitted to the Prosecuting Attorney's Office for review. If the Prosecuting Attorney's Office finds evidence of a criminal nature, the Bureau of Crimes Against Persons will conduct the appropriate criminal investigation. In the event the Prosecuting Attorney's Office finds that the shooting is not a violation of law, the Bureau of Crimes Against Persons completes a supplemental report and the police investigation report is closed.

The supervisor's use of force review is completed by the Bureau of Crimes Against Persons supervisor indicating that the Prosecuting Attorney's Office did not find a violation of law and submits the review to the commanding officers of the Division of Criminal Investigation for review and is forwarded to the BPS. The commanding officer of the BPS prepares an administrative shooting review report that is submitted to the chief of police and the Board of Police Commissioners for their review.

The administrative shooting review report contains the supervisor's use of force review; the police investigation report; and any recommendations related to policy, equipment, or training issues as a result of the incident. The commanding officer of the BPS meets with the Board of Police Commissioners, the chief of police, and executive staff to discuss all of the facts and issues related to the administrative shooting review report and answer questions or concerns they may raise about the findings.

The investigation includes a conclusion as to whether the use of deadly force was or was not justified and in accordance with departmental policy. A copy of the completed investigative report is forwarded to the Division of Criminal Investigation and to the chief. The report is then forwarded to the BPS for final disposition.<sup>138</sup>

## **Psychological support program**

The SLCPD has an established procedure to assist officers in understanding the psychological impact that may result both from a use of force incident that results in serious physical injury of a person and from the death of a person involved in a critical situation. When an officer's actions results in a serious physical injury, the officer is removed from enforcement duties and placed under administrative status from their duty assignment pending a review by their supervisor or commander as to whether the officer should be placed on administrative detachment (i.e., administrative leave with pay). However, when the actions result in the death of a person, the officer is immediately placed on administrative detachment upon the officer's completion of his or her preliminary report of the incident.

An officer on administrative detachment is referred to the St. Louis County Employee's Assistance Program by their commanding officer for counseling with a specialist in post-critical incident counseling. The counseling sessions are used to determine whether the officer is psychologically fit to return to duty. Participation in the program is mandatory for officers whose actions resulted in fatal OIS. The chief can authorize participation in this program for officers involved in other critical incidents.

## **Use of force training**

The Missouri Peace Officer Standards and Training (POST) Commission basic academy training requirements on use of force is conducted in a comprehensive and detailed manner at the St. Louis County and Municipal Police Academy (CMPA) for both the SLCPD and regional law enforcement agencies. The training provides a review of the types of use of force, appropriate responses in accordance with departmental policy and procedures, and issues with regard to excessive force versus decisive force. Mandatory hours of instruction include 94 hours of firearm and 82 hours of defensive tactics. Training is also provided on verbal judo to instruct officers on how to tactically respond (not react) to high stress situations as a means for redirecting aggressive behaviors toward positive outcomes.

In-service training provided focuses on the use of auxiliary weapons available to officers including deployment of oleoresin capsicum (OC) spray (pepper spray), use of expandable batons, deployment of Taser, and the deployment of less lethal shotguns.

Command staff and supervisors have taken part in a training course to examine issues that may impact executive and midlevel supervisors concerning police use of force.

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138. After the Board of Police Commissioners has reviewed the incident, the BPS will send a memorandum to the involved officer advising him or her of the disposition of the incident and that the case has been closed.

## *Methodology*

The SLCPD Crime Analysis Unit provided use of force data from four data sources: (1) the department's IAPro software system, (2) the records management system (RMS), (3) the computer-assisted report entry (CARE) system, and (4) supervisor use of force review memoranda. Before 2011, the department policy required supervisors to complete a standardized memorandum that provided the details of the use of force incident. Because the data came from various sources, department employees had to manually review each individual record in compiling the data. For example, the race of the citizen and officer was not included in the supervisor's use of force memoranda. The SLCPD began using the IAPro web-based software in 2012 as a method to provide more comprehensive information (e.g., race of citizen and officer) for the internal departmental examination of use of force incidents. Using information from the RMS, the CARE system, and the IAPro system enabled the department to identify the race, gender, and age of citizens and officers involved in use of force incidents. Data collected from both the RMS and CARE systems also provided information related to the original nature of the calls to which officers were dispatched and their assignment at the time of the incident, while data collected from the supervisor reviews and IAPro system provided specific details of the reported type(s) of force used.

The SLCPD assigns a report number for each incident in which force was used, and the incident may involve multiple officers using multiple techniques and tactics in a given incident. These techniques and tactics were also provided in the data. For example, in an incident in which four officers used firearms in effecting the arrest of two suspects, eight counts of use of firearms would be entered into the reporting of the incident. Similarly, where an officer used force on two separate individuals, those would be captured as two separate incidents. Thus, the assessment team's request for use of force data including demographic characteristics of both the subject and officer involved in the incident was a request for data collected differently than the manner in which the SLCPD captures use of force data. The department's reporting method captures officer-level, rather than incident-level, data. As a result of the limitation in the current method of reporting use of force at the incident level, this analysis will be focused at the officer level.

During the data collection process, employees of the department coded and collapsed the type(s) of physical force officers used. The sergeant in charge of the data collection effort would review all the information obtained from the coders to ensure that the coded information was accurate based on the data sources used to capture the information. If errors were detected, the sergeant would instruct the coder to re-examine the case to provide the appropriate information. An officer might have used multiple techniques of force in an incident; in such cases, the coders would only capture the highest level of force or the highest end of the use of force continuum. For example, an officer might have used OC spray and then resorted to a firearm on a single individual. There would be a single use of force incident coded as use of a firearm. The order of the force continuum from low to high is as follows: physical restraint, physical striking, OC spray, Taser, canine, baton, less lethal munition, firearm. With the exception of the use of canines,<sup>139</sup> the resulting hierarchy of the data follows the department's GO on the use of force continuum. The collapsing of the type of force used, however, limits the assessment team's ability to assess the progression of officers' choices along the use of force continuum toward the decision to use the highest level of force.

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139. The use of canines is not addressed use of force continuum in the GO. During the collection of the data, the SLCPD made the determination to code canine in the hierarchy between baton and Taser force because of the type of injury that may occur as a result of a canine incident.

For purposes of this review, department employees had to manually search pre-2012 records that contained use of force information. Unfortunately, data captured before the transition to the automated system are not as comprehensive as data entered into the current system. For example, before the installation of IAPro software the race of the citizen and officer were not included in the supervisor's use of force memoranda.

For the assessment team's review of OISs, the Planning and Analysis Unit provided data from the IAPro database maintained by the SLCPD's Bureau of Professional Standards (BPS). The database contains all intentional on-duty discharges by any sworn officer from 2009 through 2013. The research team met with the commander, the supervisor, and five detectives assigned to investigate OISs involving the SLCPD as well as other OISs from municipalities in the county. For the purpose of our review, we defined an OIS as any intentional firearm discharge by a sworn officer.

It should be noted that as the county law enforcement agency, the SLCPD also investigates OIS incidents of area municipal police agencies at the request of the involved agency. Our review focuses only on OIS incidents involving the SLCPD.

### ***Key conclusions and supporting data on analysis of use of force data***

Data were provided by the SLCPD on the number of use of force incidents involving officers from 2009–2013. Based on the data, analyses were conducted for use of force incidents as it relates to the number of citizen-initiated contacts (i.e., calls for service) and officer-initiated contacts with citizens (i.e., traffic stops or suspicious persons stops).

### **Use of force in relation to citizen contacts**

From 2009 through 2013,<sup>140</sup> the number of uses of physical force by officers was less than one-tenth of one percent (0.07 percent) of police-citizen contacts. Police-citizen contacts were calculated by adding the number of directed calls for service in which an officer was dispatched by the SLCPD and the number of officer-initiated contacts. The average number of annual contacts with citizens within the county was 659,959 from 2009 through 2013, and the average annual number of use of force incidents for this time period was 462. Dividing the average number of all police-citizen contacts by the average number of instances of use of force shows that use of force was used in an average of 0.07 percent of all contacts. The annual instances of use of force in police-citizen contacts are significantly lower than estimates of police use of force in previous national research. Estimates from the Bureau of Justice Statistics (BJS) found that an estimated 1.4 percent of persons who had contact<sup>141</sup> with the police in 2008<sup>142</sup> resulted in a use of force against them during the contact. Another research study on national estimates of police use force<sup>143</sup> found that 1.7 percent of police-citizen contacts<sup>144</sup> resulted in police use or threatened use of force.

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140. At the time of request for use of force data, 2014 data were not yet available.

141. "Contact" for the BJS survey was defined as citizen face-to-face contact with the police.

142. Eith and Durose, *Contacts between Police and the Public, 2008*, (see note 132).

143. Matthew J. Hickman, Alex R. Piquero, and Joel H. Garner, "Toward a National Estimate of Police Use of Nonlethal Force," *Criminology & Public Policy* 7, no. 4 (November 2008) 563–604, <http://onlinelibrary.wiley.com/doi/10.1111/j.1745-9133.2008.00528.x/epdf>.

144. "Contact" in Hickman and colleagues' study (see note 143) was defined as recent face-to-face contact the police or an arrest (survey respondents included inmates in local jails).

It should be noted that SLCPD officers are required to report any use or attempted use of force that varies from the standard handcuffing process or detention techniques, which may contribute to the total number of use of force incidents that are reported in this chapter.

Table 18 displays the number of police-citizen contacts compared to the number of use of force incidents involving officers.

**Table 18. Police-citizen contacts versus officer use of force incidents, 2009–2013**

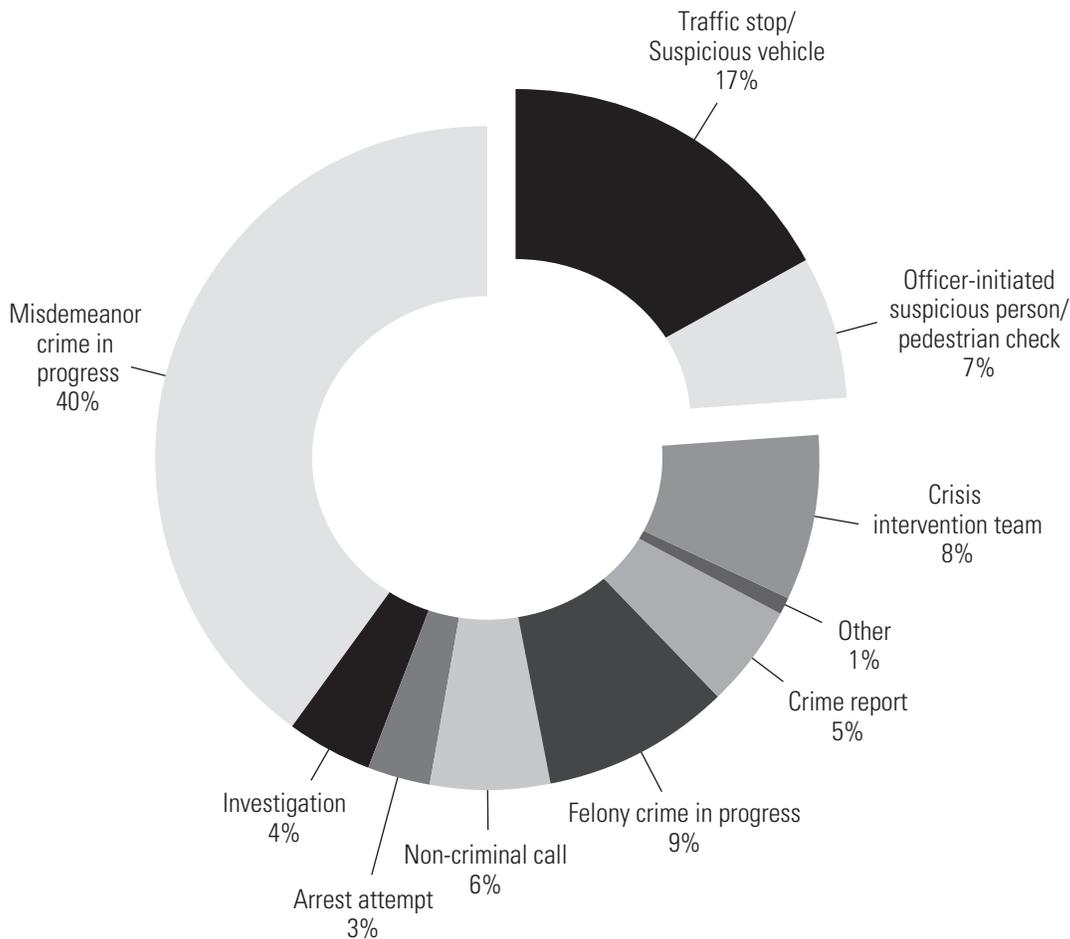
Year	Police-citizen contacts*	Use of force	%
2009	602,612	320	0.05
2010	482,667	431	0.09
2011	724,256	504	0.07
2012	734,609	534	0.07
2013	755,650	520	0.07
Average	659,959	462	0.07

\* Citizen calls for service (directed calls to officers by dispatch) and officer-initiated contacts

### *Initial contact and call type*

To further analyze use of force, it is necessary to determine what caused the initial interaction between the citizen and police officer. Initial contact is defined as the original nature of the incident in response to which officers made contact with a member of the public. Two forms of initial contact were collected: (1) citizen contacts resulting from a dispatched call for service and (2) officer-initiated contacts resulting from traffic or suspicious person stops or pedestrian stops. For example, if an officer made a traffic stop and arrested the individual, and the officer use of force occurred during the transport to jail, the use of force would be coded as a traffic stop. Figure 1 presents the breakdown of use of force by initial contact and type of call.

**Figure 1. Initial contact resulting in use of force, 2009–2013 (N=2,309)**



From 2009 to 2013, citizen calls for service accounted for 76 percent of the use of force by officers. The most prevalent dispatch call for service that resulted in a use of force was among officers responding to misdemeanor crimes in progress (40 percent). Officers responding to a felony crime in progress accounted for 9 percent of uses of force, while calls for service involving crisis intervention teams (CIT)<sup>145</sup> were 8 percent of the use of force incidents. Officer-initiated contacts related to investigating suspicious persons or vehicles and traffic stops accounted for 24 percent of use of force incidents. Further separating out the officer-initiated contacts, those for traffic stops and or suspicious vehicles accounted for 17 percent of use of force incidents, while suspicious persons or pedestrian stops accounted for 7 percent of uses of force.

Table 19 shows the number of initial contacts or calls involving use of force by officer assignment (either location or specialized unit). Officers responding to misdemeanor crimes in progress accounted for most of the calls for service that resulted in a use of force among all of the precincts. Officer-initiated contacts for traffic stops or suspicious vehicles accounted for the second-most common call types resulting in officer use of force at the precinct level. Officers were less often involved in a use of force incident when attempting to make an arrest regardless of the assignment of the officers.

145. CITs are composed of trained and certified officers who respond to situations involving persons in mental crisis.

**Table 19.** Number of initial contacts or calls for service involving use of force by location or unit assignment, 2009–2013 (N=2,309)

Initial contact/ Calls for service	1st precinct— North County N (%)	2nd precinct— Central County N (%)	3rd precinct— Affton SW N (%)	4th precinct— South County N (%)	5th precinct— Fenton N (%)	6th precinct— Wildwood N (%)	7th precinct— West County N (%)	City of Jennings* N (%)	Drug enforcement N (%)	Canine N (%)	Tactical N (%)	Highway N (%)	Metrolink N (%)	Other N (%)	Total N (%)
Arrest attempt	13 (0.56)	2 (0.09)	5 (0.22)	8 (0.35)	2 (0.09)	--	--	10 (0.43)	9 (0.39)	11 (0.48)	2 (0.09)	--	--	4 (0.17)	66 (2.87)
CIT	29 (1.26)	30 (1.29)	32 (1.39)	61 (2.64)	1 (0.04)	3 (0.13)	17 (0.74)	2 (0.09)	--	3 (0.13)	3 (0.13)	1 (0.04)	1 (0.04)	2 (0.09)	185 (8.01)
Crime report	25 (1.08)	8 (0.35)	18 (0.78)	33 (1.43)	3 (0.13)	--	9 (0.39)	5 (0.22)	--	4 (0.17)	--	--	--	1 (0.04)	106 (4.59)
Felony in progress	69 (2.99)	4 (0.17)	15 (0.65)	38 (1.65)	2 (0.09)	4 (0.17)	2 (0.09)	32 (1.39)	1 (0.04)	28 (1.21)	1 (0.04)	1 (0.04)	--	--	197 (8.53)
Investigation	26 (1.13)	1 (0.04)	6 (0.26)	7 (0.30)	--	--	2 (0.09)	3 (0.13)	46 (1.99)	3 (0.13)	1 (0.04)	--	--	3 (0.13)	98 (4.24)
Misdemeanor in progress	275 (11.91)	57 (2.47)	89 (3.85)	259 (11.21)	54 (2.34)	23 (1.00)	53 (2.30)	72 (3.12)	4 (0.17)	15 (0.65)	1 (0.04)	2 (0.09)	9 (0.39)	4 (0.17)	917 (39.71)
Non-criminal call	45 (1.95)	12 (0.52)	22 (0.95)	38 (1.65)	5 (0.22)	3 (0.13)	13 (0.56)	7 (0.30)	--	4 (0.17)	1 (0.04)	--	1 (0.04)	--	151 (6.53)
Other	3 (0.13)	3 (0.13)	2 (0.09)	11 (0.47)	--	--	5 (0.22)	1 (0.04)	--	2 (0.09)	--	1 (0.04)	--	5 (0.22)	33 (1.43)
Officer-initiated suspicious person	67 (2.90)	8 (0.35)	9 (0.39)	24 (1.04)	5 (0.22)	1 (0.04)	9 (0.39)	12 (0.52)	4 (0.17)	6 (0.26)	--	--	9 (0.39)	3 (0.13)	157 (6.80)
Traffic stop / Suspicious vehicle	121 (5.24)	36 (1.56)	50 (2.16)	78 (3.38)	13 (0.56)	8 (0.35)	13 (0.56)	46 (1.99)	--	12 (0.52)	5 (0.22)	5 (0.22)	1 (0.04)	3 (0.13)	391 (16.93)
Unknown	4 (0.17)	--	1 (0.04)	--	--	--	--	--	--	1 (0.04)	--	--	2 (0.09)	--	8 (0.35)
Total use of force	677 (29.32)	161 (6.97)	249 (10.78)	557 (24.12)	85 (3.68)	42 (1.82)	123 (5.33)	190 (8.23)	64 (2.77)	89 (3.85)	14 (0.61)	10 (0.43)	23 (1.00)	25 (1.08)	2,309 (100.00)

\* Note: The city of Jennings calls for service and officer-initiated contacts averages are from 2011–2013. Jennings was incorporated into the SLCPD in March of 2011.

*Time of day*

Regardless of the day of the week, most incidents (nearly 35 percent) occurred between 6:00 p.m. and midnight, followed by noon to 6:00 p.m. (about 26.5 percent). As shown in table 20, the incidents are roughly evenly distributed throughout the week with slightly more occurring on the weekend days from Friday night through the early hours of Sunday morning, which generally reflect higher crime times. Comparatively few (about 14.6 percent) of incidents occur between 6:00 a.m. and noon, regardless of the day of the week.

**Table 20.** Use of force incidents by time of day and day of week, 2009–2013 (N=2,304)\*

	<b>0000–0559</b> N (%)	<b>0600–1159</b> N (%)	<b>1200–1759</b> N (%)	<b>1800–2359</b> N (%)	<b>Total</b> N (%)
Sunday	100 (4.34)	34 (1.48)	65 (2.82)	82 (3.56)	281 (12.20)
Monday	64 (2.78)	42 (1.82)	94 (4.08)	135 (5.86)	335 (14.54)
Tuesday	50 (2.17)	59 (2.56)	87 (3.78)	96 (4.17)	292 (12.68)
Wednesday	57 (2.47)	42 (1.82)	92 (3.99)	117 (5.08)	308 (13.36)
Thursday	81 (3.52)	54 (2.34)	116 (5.03)	102 (4.43)	353 (15.32)
Friday	73 (3.17)	55 (2.39)	85 (3.69)	128 (5.55)	341 (14.80)
Saturday	127 (5.51)	50 (2.17)	71 (3.08)	146 (6.34)	394 (17.10)
<b>Total</b>	<b>552 (23.96)</b>	<b>336 (14.58)</b>	<b>610 (26.47)</b>	<b>806 (34.98)</b>	<b>2,304 (100.00)</b>

\* The number of incidents in this table does not add up to 2,309 because five cases did not have time-of-event data.

**Officer characteristics**

In this section, the type of force used, age, race, years of service, and assignment of the officers involved in use of force incidents is examined.<sup>146</sup>

*Age and years of service*

Officers involved in use of force from 2009 through 2013 ranged from 21 to 64 years old, with a mean age of 32 years. With regard to years of service, officers involved in use of force had been on the force for an average of 5.7 years. By comparison, the department 2013 mean age of officers was 38 years and tenure was 10 years.

*Race/Ethnicity*

The majority of officers employed by the SLCPD are White (87.1 percent). Black officers make up 10 percent of the department, while 2.9 percent of officers represent other minority racial or ethnic groups. In our analysis of officers involved in use of force, 89 percent were identified as White, 9.3 percent as Black, 0.5 percent as Hispanic, and 1.5 percent as other race.

146. Due to the limitation of the data to identify specific officers involved in use of force, we are not able to determine whether certain officers may account for a disproportionate number of force incidents.

### Assignment

Most of the officers who used force (29.3 percent) were assigned to the 1st precinct, which has the most populated area of patrol responsibility and receives the most calls for service within the SLCPD. Officers assigned to the 4th precinct, with the second-most calls for service, accounted for 24.2 percent of the use of force.

Table 21 also presents use of force instances per police-citizen contact from 2009 through 2013 at the precinct level. The 1st precinct had a use of force rate of .09 percent, and the 4th precinct had a rate of .14 percent. Both precincts are responsible for providing police services in the most populated areas of the county, and relative to the amount of contact police have with citizens use of force is a rare event. The use of force rates per police-citizen contact among all precincts were lower than national estimates of police use of force per police citizen contacts resulting in police use of force.

**Table 21.** Use of force instances per total police-citizen contact by precinct, 2009–2013

Precinct of officer assignment	Use of force incidents	Total police-citizen contacts	Use of force per police-citizen contact (%)
1st Precinct— North County	677	739,584	.09
2nd Precinct— Central County	161	358,665	.04
3rd Precinct— Affton SW	249	398,978	.06
4th Precinct— South County	557	406,643	.14
5th Precinct— City of Fenton	85	79,320	.11
6th Precinct— City of Wildwood	42	103,327	.04
7th Precinct— West County	123	325,463	.04
City of Jennings*	190	130,856	.14
Total†	2,084	2,542,836	.07

\* Note: The city of Jennings calls for service and officer-initiated contacts figures are from 2011–2013. Jennings was incorporated into the SLCPD in March of 2011.

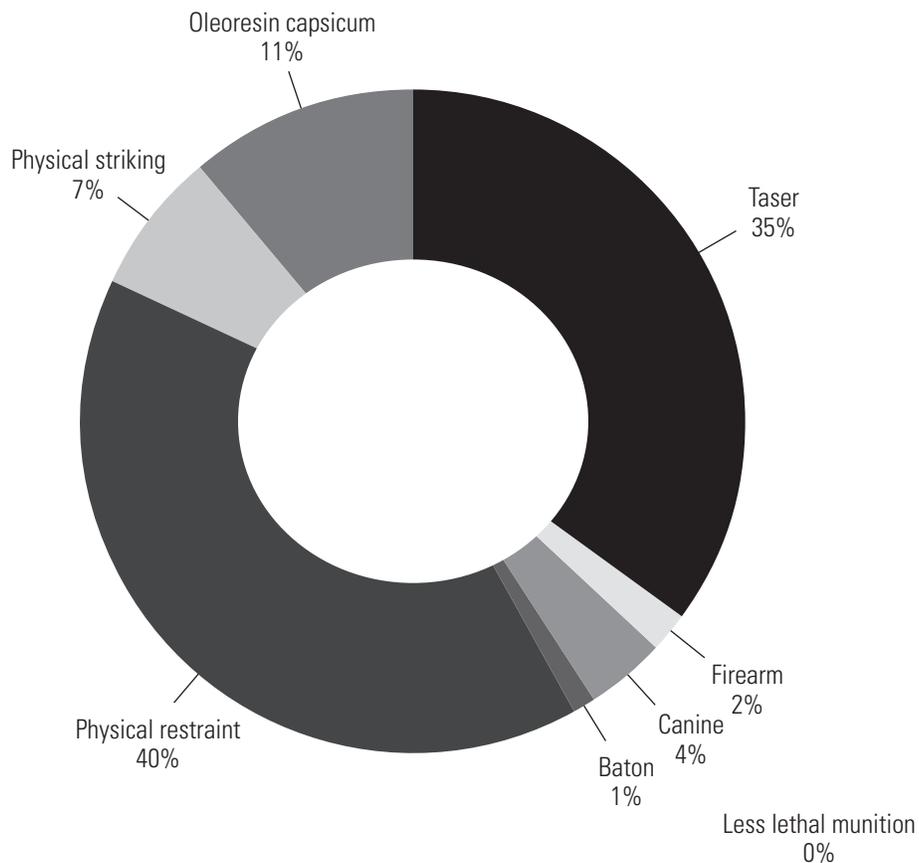
† Precinct data for calls for service comprise calls in which an officer was dispatched and an officer assists on the dispatched call. Precinct totals will be less than SLCPD totals as reported in table 18. Police-citizen contacts for drug enforcement, canine, tactical operations, highway safety unit, Metrolink, and others cannot be separated in this manner. When those units are dispatched, the call is included in the calls for service of the precinct in which the call was received. However, use of force data are not collected by geographic location, so use of force by an officer in a specialized unit cannot be attributed to a precinct.

### Type of physical force used by officer

During the review, the PF assessment team examined the types of force used by officers, because more than one specific type of force may be used in a single incident. From 2009 through 2013, the most frequent type of force used involved officers' application of physical restraint (40 percent) and Taser (35 percent) on subjects, as shown in figure 2. Only 1 percent of the instances of use of force involved the use of a

baton, and 1 percent involved the use of officers' service weapons. Although GO 10-29 does not reference canine on the use of force continuum, during the data collection by SLCPD it was included as a higher type of force than Taser because of the greater likelihood of injury to an individual.

**Figure 2. Type of physical force used, 2009–2013 (N=2,309)**



The use of a Taser<sup>147</sup> was the most frequent type of force used by officers assigned to the 1st and 4th precincts, as shown in table 22. Officers assigned to the 2nd, 5th, 6th, and 7th precincts were more likely to use physical restraint as the type of force compared to the other precincts. Officers in the 3rd and 6th precinct frequently used OC spray as a type of force compared to officers in the other precincts.

147. All SLCPD patrol officers are trained and authorized to carry Tasers. This may account for the frequent use of the Taser among officers in the SLCPD.

**Table 22.** Use of force by type of force used by precinct, 2009–2013 (N=2,084)

Type of force used	1st precinct— North County N (%)	2nd precinct— Central County N (%)	3rd precinct— Affton SW N (%)	4th precinct— South County N (%)	5th precinct— City of Fenton N (%)	6th precinct— City of Wildwood N (%)	7th precinct— West County N (%)	City of Jennings N (%)	Total N (%)
Firearm	17 (0.82)	--	5 (0.24)	2 (0.10)	1 (0.05)	--	1 (0.05)	--	26 (1.24)
Less lethal munition	1 (0.05)	--	--	1 (0.05)	--	--	--	--	2 (0.10)
Baton	7 (0.34)	1 (0.05)	7 (0.35)	3 (0.14)	2 (0.10)	--	1 (0.05)	9 (0.43)	30 (1.44)
Canine	9 (0.43)	1 (0.05)	--	5 (0.24)	--	--	--	1 (0.05)	16 (0.77)
Taser	281 (13.48)	60 (2.88)	65 (3.12)	228 (10.94)	22 (1.06)	16 (0.77)	31 (1.49)	73 (3.50)	776 (37.24)
OC spray	75 (3.60)	12 (0.58)	42 (2.01)	88 (4.22)	12 (0.58)	1 (0.05)	9 (0.43)	19 (0.91)	258 (12.38)
Physical striking	47 (2.26)	7 (0.34)	19 (0.91)	25 (1.20)	4 (0.20)	2 (0.10)	10 (0.48)	17 (0.82)	131 (6.28)
Physical restraint	240 (11.52)	80 (3.83)	111 (5.33)	205 (9.84)	44 (2.11)	23 (1.10)	71 (3.41)	71 (3.41)	845 (40.55)
Total <sup>††</sup>	677 (32.48)	161 (7.73)	249 (11.96)	557 (26.73)	85 (4.08)	42 (2.01)	123 (5.90)	190 (9.12)	2,084 (100.00)

\* Rounding may cause totals not to add up to 100%.

† This table excludes use of force incidents for drug enforcement, canine, tactical operations, highway safety unit, and Metrolink. The use of force data are not collected by geographic location, so use of force by an officer in a specialized unit cannot be attributed to a precinct.

## Subject characteristics

In this section, the race/ethnicity, gender, and age of subjects involved in use of force incidents from 2009 through 2013 is examined. SLCPD employees manually collected information on all use of force incident from 2009 through 2013 from the RMS, the CARE system, and the IAPro system to identify the race, gender, and age of citizens and officers involved in use of force incidents.

### *Race/Ethnicity*

Table 23 presents use of force by race of subject and reason for contact. Officers responding to misdemeanor crimes in progress were more likely to use physical restraint on White subjects (51.1 percent) than Black subjects (46.5 percent), and officers more likely deployed a Taser against Black subjects (N = 179, 53.9 percent) than White subjects (45.8 percent). Officers more likely deployed a Taser against Black subjects (68.5 percent) than against White subjects (31.5 percent) during traffic stops. The difference in the percentages of type of use of force used between Black and White subjects for both traffic stops and misdemeanor crimes in progress was significant.<sup>148</sup> An analysis to determine whether any potential disparities exist in the use of force by the race of subjects is beyond the scope of this assessment.

148. The statistical test used to compare the differences is highly sensitive to the sample size of the categories. As such, the results should be reviewed with caution.

It is important to note that the purpose of the analysis was not to examine whether there was any racial disparity among subjects and officers involved in use of force incidents, but to present only the demographic profiles of subjects and officers based on the data that were provided for analysis. An examination to determine whether any potential racial disparity exists in the application of force between officers and citizens is beyond the scope of this assessment process. In order to address this, data would have to be collected about the racial make-up of the population (the blend of residents, workers, and people utilizing public spaces) in order to give a more fine-tuned estimate of racial characteristics of an area. In addition, observations of police-citizen encounters are necessary to control for demeanor (of officers and citizens) and other factors, which could influence the escalation of use of force.

No significant differences were observed in the use of force by race of the subject across the other contacts or call types.

**Table 23.** Selected use of force by race of subject and reason for contact, 2009–2013

<b>Type of force used</b>	<b>White N (%)</b>	<b>Black N (%)</b>	<b>Hispanic N (%)</b>	<b>Other N (%)</b>	<b>Total N (%)*</b>
Misdemeanor crime in progress: Physical restraint	189 (51.1) <sup>†</sup>	172 (46.5)	4 (1.1)	5 (1.4)	370 (100.0)
Misdemeanor crime in progress: Taser	152 (45.8)	179 (53.9) <sup>†</sup>	1 (0.3)	--	332 (100.0)
Traffic stop/ Suspicious vehicle: Taser	40 (31.5)	87 (68.5) <sup>†</sup>	--	--	127 (100.0)

\* Rounding may cause totals not to add up to 100%.

<sup>†</sup> p ≤ .05

### *Gender*

Of the incidents of use of force by officers between 2009 through 2013, 86 percent involved a male subject and 14 percent involved a female subject.

### **Officer-involved shootings**

In this section, a descriptive analysis is provided to understand the prevalence and nature of OISs within SLCPD, including officer and subject characteristics as well as the dynamics of the incident. The analysis presented will have implications for policy and investigations of OIS incidents. We will examine the officers and subjects involved and the characteristics of the encounters.

*Prevalence of officer-involved shootings*

From 2009 through 2013, there were 20 OIS incidents involving 29 officers. The annual number of OIS incidents and the condition of the subject at the conclusion of the incident are shown in table 24. Of the 20 incidents during the five-year period, seven were fatal encounters; four incidents resulted in an injury to the subject; and seven subjects were not hit by officer(s) involved. One subject committed suicide, and in one incident the condition of the subject was unknown.

**Table 24.** Condition of subject at conclusion of OIS incidents, 2009–2013

Condition of suspect	2009	2010	2011	2012	2013	Total
Deceased (OIS fatal)	1	2	1	1	2	7
Injured	1	2	--	1	--	4
Not hit	--	2	1	3	1	7
Deceased (suicide)	--	--	--	--	1	1
Unknown	--	--	1	--	--	1
Total	2	6	3	5	4	20

*Characteristics of officers involved in OIS incidents*

Among the officers involved in OIS incidents, 27 were male and two female. The race or ethnicity of the officer was identified as 22 White, five Black, one Hispanic, and one Asian. The mean age of officers involved in OISs from 2009 through 2013 was 30.7 years. The age of the officers ranged from 24 to 41 years.

*Subject characteristics*

The 20 OIS incidents from 2009–2013 involved 23 subjects. The subjects were all male. The race or ethnicity of the subjects was identified as 16 Black, 6 White, and 1 Hispanic.

The age of the subjects ranged from 15 to 49 years, with a mean age of 26.6 years.

*Subject weapons*

Of the 20 OIS incidents from 2009 to 2013, 12 of the incidents involved the subject pointing a firearm or firing at the officer; six used a car as a weapon, of which one used both a car and a knife (the subject produced the knife after exiting the car); and two used sharp edged weapons (i.e., axe or knife). While departmental policy generally prohibits officers from discharging their firearms at a moving vehicle,<sup>149</sup> five of those incidents involved subjects' use of a vehicle as the only weapon used against officers.

**Number of incidents involving one or more officers discharging firearm**

Among the 20 incidents of OIS, 14 involved one officer discharging a firearm and six involved two or more officers discharging their weapons during the incident.

149. "At or from a moving vehicle, unless the occupant(s) of the vehicle represents a direct and immediate threat to the life or safety of the officer or an innocent person, and then only as a last resort." Office of the Chief of Police, *Departmental General Order 10-29* (see note 133).

## *Findings and recommendations*

### Finding 10.1

**The SLCPD does not thoroughly investigate the use of deadly force in all situations.**

GO 10-29 establishes policies and procedures for use of force that are not consistent with contemporary policing policies. In particular, the general order does not require the Bureau of Crimes Against Persons to investigate the discharge of a firearm by an officer if both (a) it causes no injury to any person and (b) the officer is not the victim of a first-degree assault. The use of deadly force against another person is a serious event that requires a complete and thorough investigation not only to determine if the use of deadly force was within policy but also, and more important, to determine whether the officer's actions are authorized by law.

#### *Recommendation 10.1.1*

*The SLCPD should revise GO 10-29 to require the Bureau of Crimes Against Persons to investigate all uses of deadly force by an officer against another person irrespective of injury.*

### Finding 10.2

**The SLCPD has not yet made full use of the IAPro software that was first implemented in 2012.**

Personnel assigned to the BPS need specific training on the IAPro Blue Team system to more accurately and comprehensively report use of force incidents for identifying trends that may be of concern to the SLCPD. Additional training will enable the BPS to report and highlight problem areas that may need to be addressed more thoroughly among use of force incidents.

#### *Recommendation 10.2.1*

*The SLCPD should provide officers assigned to the BPS with Blue Team system training on the proper way to document incidents in a more comprehensive and accurate report format.*

While the implementation of the Blue Team software to document use of force incidents will provide more accurate reporting of use of force incidents, training on its use will assist the bureau in the annual collection and analysis of data on use of force incidents.

# Chapter 11. Complaint Process

## Overview

The ability of a citizen to make a complaint against a police officer is critical to building trust between the public and the police. That ability requires that the community is not discouraged, intimidated, or fearful of making a complaint.<sup>150</sup>

This chapter provides an overview of the SLCPD complaint process; to assess a citizen's accessibility to make a complaint; to review the investigative process; identify any trends in complaints; and to provide findings and recommendations for SLCPD to improve their complaint process.

## Background

From 2010 through 2013,<sup>151</sup> 310 citizen complaints were filed against officers in the St. Louis County Police Department (SLCPD). There were 552 internally generated complaints<sup>152</sup> during the same period. This chapter is designed to describe the SLCPD complaint process as well as to review complaint data related to the SLCPD complaint process, policies, investigations, and dispositions. To understand the complete complaint process the assessment team reviewed all complaints, both citizen and internally generated.

The review allows for an assessment of accessibility to all citizens wanting to report alleged misconduct by officers. In addition, the review provides an opportunity to assess the complaint process for timeliness in adjudication of complaints as well as thoroughness of the investigations. Included is a descriptive analysis of complainants and the type of allegation(s) received by the Bureau of Professional Standards (BPS).

The SLCPD accepts and investigates all complaints, including those made anonymously. To manage both citizen and internal complaints, the BPS uses IAPro, a case tracking software system designed to track and manage internal affairs and professional standards investigations. The department's goal is to complete an investigation and notify the citizen of the finding within 90 days. The SLCPD reports most investigations completed within the 90-day timeline. However, complex investigations may warrant a 90-day extension. The case management software used by BPS has a reminder feature that alerts an investigator when as the case approaches 90 days. In addition, the complainants are invited to contact the BPS periodically to check on the status of the complaint.

## Management and administration

The SLCPD's General Order (GO) 04-05<sup>153</sup> establishes policy and procedures for complaint review process including supervisory and BPS responsibilities for investigation of complaints, disciplinary action, and officer rights during internal investigations. The purpose of the GO is to ensure that an "expeditious, thorough,

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150. International Association of Chiefs of Police, *Building Trust Between the Police and the Citizens They Serve: An Internal Affairs Promising Practices Guide for Local Law Enforcement* (Washington, DC: Office of Community Oriented Policing Services, 2009), <http://ric-zai-inc.com/Publications/cops-p170-pub.pdf>.

151. At the time of this analysis, the 2014 data were not yet available.

152. Internal complaints are generated from within the department and include a wide variety of reported misconduct. Misconduct may range from performance related (such as attendance at work or excessive traffic accidents) through mistreatment of citizens (as reported by peers) to criminally related misconduct (such as assault under the color of authority).

153. Office of the Chief of Police, *Departmental General Order 04-05* (St. Louis, MO: St. Louis County Police Department, 2004).

and equitable investigation of complaints filed against department personnel . . . [not only will make] a fair determination of an employee's conduct but will also determine the underlying causes of unsatisfactory conduct so that action may be taken to remedy that conduct."

The SLCPD accepts and investigates all complaints, even those made from anonymous sources. By accepting anonymous complaints, the SLCPD does not require complainants to identify themselves. Individuals can file a complaint against an officer(s) in person at the BPS or any precinct station, by phone, by letter, e-mail, or online at the department website. Any department employee who may be contacted by a community member alleging misconduct by that employee or any other department employee is required to "take steps to bring the citizen in contact with a supervisory employee in a timely fashion."<sup>154</sup>

## Supervisory investigation

If the alleged complaint against the officer(s) constitutes a minor allegation<sup>155</sup> and the officer is within the supervisor's command, the supervisor will initiate the investigation. The supervisor will contact the complainant, including those who wish to remain anonymous, to determine if misconduct of the officer(s) occurred. If no misconduct was apparent, the supervisor is not required to take further action. When evidence exists of misconduct, the supervisor prepares a citizen complaint summary to document the alleged misconduct. The complainant is requested, but not required, to sign the summary and provide a written and signed statement regarding the allegation(s). The complainant is provided a copy of the citizen complaint summary as an official receipt of the complaint, and the supervisor forwards the complaint to the BPS. The supervisor will describe to the citizen the complaint review process and provide an informational brochure describing the procedures.

In the event the complaint constitutes a serious allegation (e.g., the officer exercised unnecessary force, was derelict or neglectful of his or her duty, or engaged in oppressive conduct) a complaint summary is completed and forwarded to the BPS for investigation. The same process is used if the accused officer is not in the supervisor's command or if the officer(s) cannot be identified.<sup>156</sup>

## Bureau of Professional Standards investigation

The role of the BPS commander is to ensure that complaints have sufficient information to support an investigation. The commander or BPS investigators may contact the complainant for additional information prior to determining the best path for the investigation. If an anonymous complaint does not contain sufficient information to support an investigation, it is maintained within the BPS for one year and then destroyed if no further information is forthcoming.

Complaints of a minor nature received by the BPS may be forwarded to the employee's commanding officer for investigation. Minor allegations constitute approximately 25 percent of all complaints. The supervisor conducts an investigation and forwards the recommended disposition back to the BPS.

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154. Ibid.

155. A minor allegation is defined as "Misconduct not affecting the overall mission of the Department that, if proved true, will result in the imposition of summary discipline. Examples of such conduct are uniform appearance violations, failure to remain in an assigned area, tardiness, and minor rules infractions." Summary discipline is defined as "Admonishment, such as a written or oral reprimand, which does not become part of the employee's permanent personnel file." Office of the Chief of Police, *Departmental General Order 04-05* (see note 153).

156. All supervisors have access to the IAPro system and can enter complaint information.

Allegations of a serious nature are investigated by the BPS. At the conclusion of the investigation, the BPS prepares a written report that details the facts of the investigation and what discipline, if any, is recommended. Based upon the conclusion of facts, the complaint disposition is classified as one of the following:

- **Exonerated.** The incident occurred, but the employee’s conduct was lawful and proper.
- **Unfounded.** The allegation was false or the incident did not occur.
- **Not sustained.** The evidence was insufficient to prove or disprove the allegation.
- **Sustained.** There is evidence sufficient to support the allegation.

When circumstances prevent the investigation from progressing to a successful conclusion—for example, when there is insufficient information to identify the accused employee—the complaint is considered closed with no action taken.

## Guidance Program—early warning system

The SLCPD has an early warning system (EWS), known as the Guidance Program, to assist officers who display a pattern of behavior that is not consistent with departmental policies and procedures. The BPS is charged with identifying inappropriate behavior by an employee in a single incident or when an employee exhibits a pattern of behavior that generates an excessive number of complaints, use of force incidents, sick time, resisting arrest cases, assaults on police cases, arrested subject injuries, officer injury reports, pursuits, vehicle accidents, civil litigation, or any other similar incidents regardless of disposition.<sup>157</sup>

The Bureau of Professional Standards procedure 13-23 identifies indicators and thresholds in which an employee will be subject to review for selection to the Guidance Program. (See table 25.) The IAPro software alerts BPS when one of the thresholds is met within the identified indicators.

**Table 25.** Guidance Program incident threshold

Indicator	Threshold
Directly involved in use of force, vehicle pursuit, citizen complaint, or internal complaint, or combination thereof, regardless of disposition	3 or more incidents in a 6-month period
Directly involved in use of force, vehicle pursuit, citizen complaint, or internal complaint, or combination thereof, regardless of disposition	4 or more incidents in a 12-month period but does not meet above threshold

The BPS commander, upon determination of an incident or pattern, will notify the involved employee’s watch or bureau commander, and the two will meet with the employee to bring the problem to the attention of the employee and supervisor. The employee is advised of the incident(s) and given an opportunity to discuss the circumstances and explain their actions. The BPS commander and the watch or bureau commander will then determine what remedial action (if any) is to occur. The Guidance Program is not disciplinary in nature and is meant to assist SLCPD employees in mitigating issues affecting their work performance.

157. Office of the Chief of Police, *Departmental General Order 11-71* (St. Louis, MO: St. Louis County Police Department, 2011).

If a decision is reached that requires remedial action to be taken against the officer, he or she may be referred to the employee assistance program (EAP), psychological counseling, supervisory counseling, a period of supervisory observation in the field, or specialized training (e.g., stress reduction, communication strategies, defensive tactics, driver training). The supervisor monitors the officer's progress in the program for a period of one year and submits quarterly reports to the BPS.

## **Board of Police Commissioners—civilian review board**

The SLCPD Board of Police Commissioners is a civilian oversight board composed of five members representing the citizens of the county. The Board of Police Commissioners is the final authority for the control and supervision of the department. Board members are appointed by the county executive and approved by the county council. At the direction of the chief, the BPS has implemented a use of force reporting summary that is presented to the Board of Police Commissioners for review and comment. The report lists the number of incidents and types of force used during the reporting period. The Board of Police Commissioners also reviews all external complaints before the complaints are presented to the chief for a final decision. The Board of Police Commissioners has the ability to make recommendations regarding officer discipline. The Board of Police Commissioners also conducts hearings for officers appealing discipline or termination and appeals from citizens over complaint dispositions.

## **Actions of the chief of police**

The chief of police has the ultimate authority for disposition of complaints and the level of discipline. The chief has several options when presented with an investigation. The chief may accept the finding, change the finding, or return the case back to the BPS for additional investigation. The chief may do the same for proposed levels of discipline.

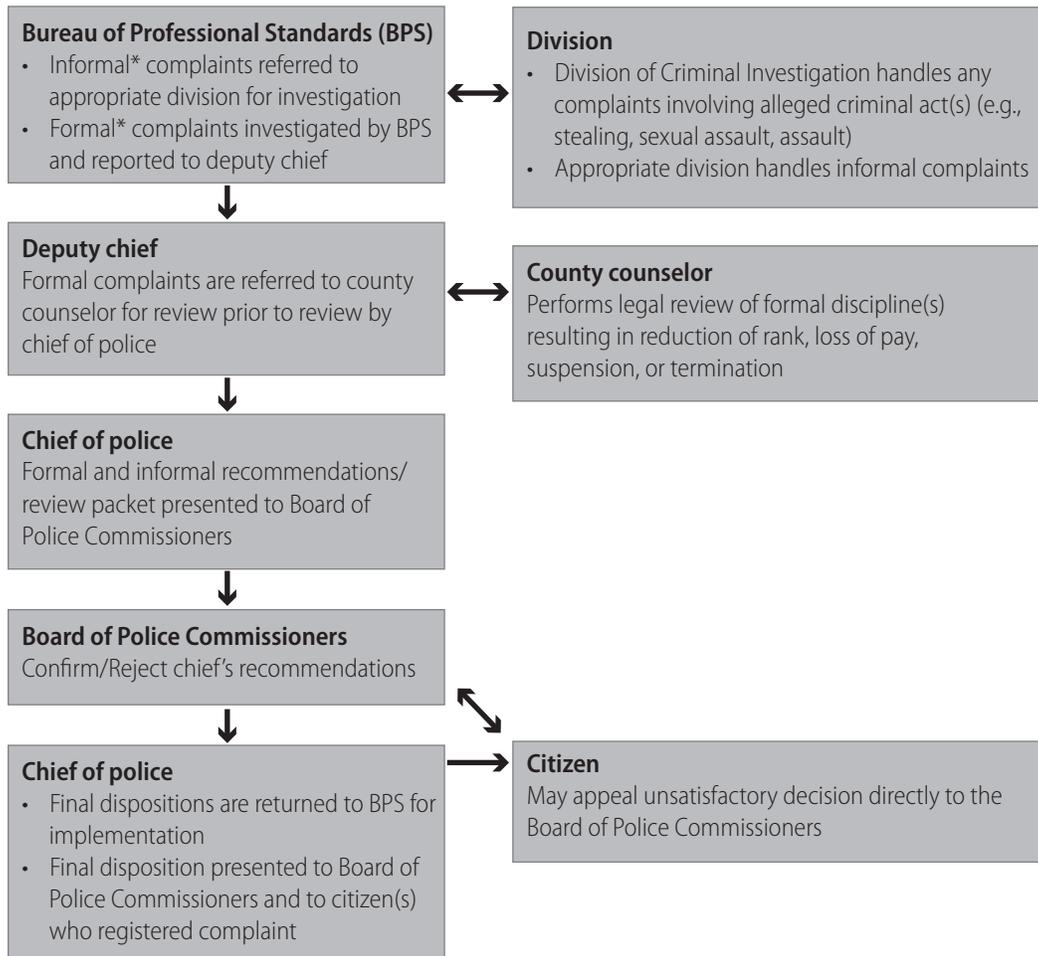
For complaints against an officer, the approved decision is documented in a letter that is sent to the officer stating the disposition, facts supporting it, and if sustained level of discipline. For citizen-initiated complaints, a letter is generated to the citizen informing them of the disposition handed down by the chief. Both the citizen and the officer(s) have the option to appeal decisions directly to the Board of Police Commissioners.

## **Method**

The PF assessment team conducted a review the SLCPD policies, documents, and web site, interviewed the BPS staff, conducted a roundtable discussion with SLCPD employees, met with a member of the Board of Police Commissioners, and spoke with community members. In addition, the team completed a qualitative review of complaints to determine patterns in the outcomes of cases, discipline philosophy, and areas that may require improvement.

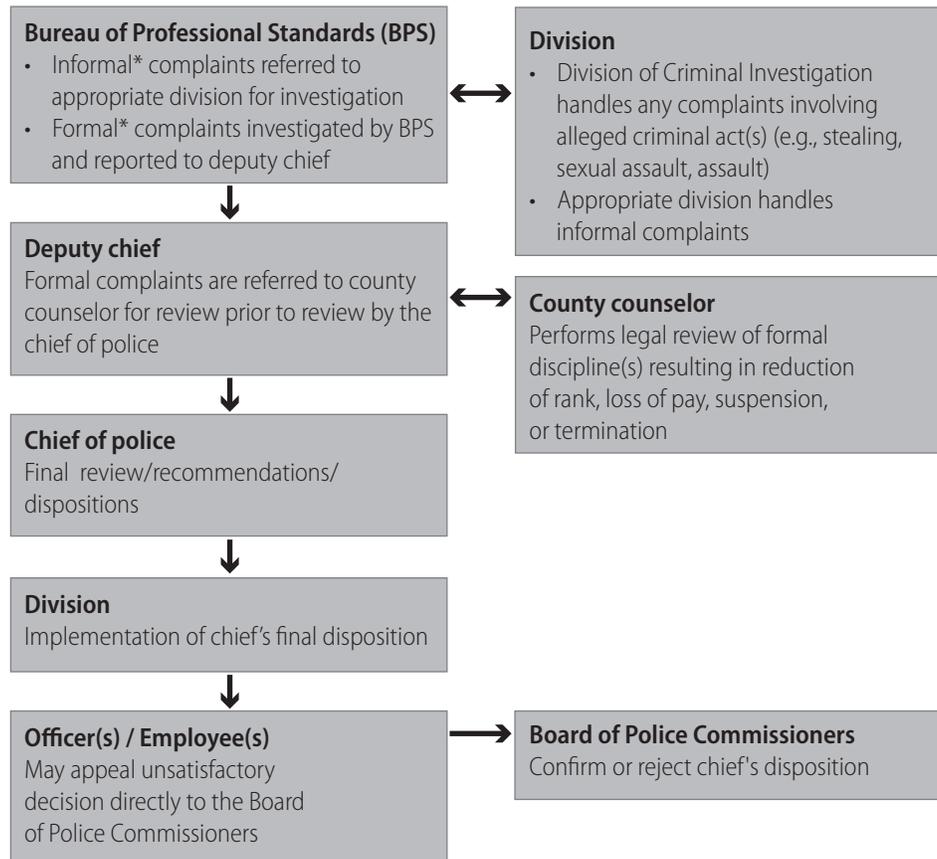
The team created a work flow chart to illustrate the complaint investigative process for both citizen-initiated complaints (figure 3) and internally generated complaints (figure 4).

**Figure 3. St. Louis County Police Department process for citizen-initiated complaints**



\*Informal = low level of potential discipline  
 \*Formal = increased level of discipline (e.g., leave, dismissal)

**Figure 4.** St. Louis County Police Department process for internally generated complaints



\*Informal = low level of potential discipline  
 \*Formal = increased level of discipline (e.g., leave, dismissal)

*Complainant allegations*

The SLCPD tracks and reports the number of complaints received from both citizens and internally initiated complaints.<sup>158</sup> (See table 26.) Within each complaint, there will be one or more allegations. For example, a complaint involving an officer may allege that the officer used abusive language and unreasonable force and conducted an unlawful search. In this situation, there is one complaint with three separate allegations. During the years reviewed, the average number of allegations per complaint was 2.04.

158. All of the data used are available in the SLCPD annual report for each of the years reviewed. "Annual and Anniversary Reports," St. Louis County Government, accessed June 24, 2015, <http://www.stlouisco.com/LawandPublicSafety/PoliceDepartment/ResourcesforCitizens/AnnualReports>.

**Table 26.** Number of complaints received, 2010–2013

	<b>Citizen</b>	<b>Internal</b>	<b>Total</b>
2010	96	147	243
2011	81	135	216
2012	64	132	196
2013	69	138	207
<b>Total</b>	<b>310</b>	<b>552</b>	<b>862</b>
<b>Mean</b>	<b>77.5</b>	<b>138</b>	<b>215.5</b>

The SLCPD received 310 citizen complaints during the four years reviewed, resulting in 635 allegations. The types of allegations are reported by SLCPD and illustrated in table 27 as a percent of total allegations from citizen complaints in the year the complaint was received.

**Table 27.** Types of allegations in citizen-initiated complaints, 2010–2013 (N=310)

	<b>Oppressive or rude</b>	<b>Racial profiling</b>	<b>Excessive force</b>	<b>Discreditable conduct</b>	<b>Neglect of duty</b>	<b>Disobedience of orders</b>	<b>Other</b>
2010	41%	2%	23%	8%	6%	3%	16%
2011	33%	2%	22%	3%	7%	6%	26%
2012	37%	3%	17%	6%	2%	17%	19%
2013	40%	2%	18%	8%	2%	10%	21%
<b>Mean</b>	<b>37.8%</b>	<b>2.4%</b>	<b>20.5%</b>	<b>6.3%</b>	<b>4.5%</b>	<b>7.7%</b>	<b>20.8%</b>

Citizen complaints of oppressive or rude behavior and excessive use of force are consistently the most frequent allegations against SLCPD employees.

### *Disposition of allegations*

As discussed earlier, when a complaint is made and an investigation occurs the investigation will have one or more allegations. In the years reviewed, there were approximately two allegations per complaint, with each allegation receiving its own finding. Using the example above, a complaint alleges that the officer used abusive language and unreasonable force and conducted an unlawful search. In this situation, there is one complaint with three allegations, each allegation having a separate disposition. For illustration, in this example the investigation may have come to the following dispositions: not sustained with regard to the abusive language, sustained for unreasonable force, and exonerated for the unlawful search allegation. Each of the three dispositions would be reported in the appropriate category.

The disposition of allegations from both citizen and internal complaints is illustrated in table 28.

**Table 28.** Disposition of allegations resulting from all complaints, 2010–2013 (N=972)

	<b>Sustained</b>	<b>Not sustained</b>	<b>Unfounded</b>	<b>Exonerated</b>	<b>Closed/ Withdrawn</b>	<b>Employee resigned</b>
2010	52.3%	7.4%	21.8%	6.0%	12.5%	0%
2011	44.2%	11.0%	21.6%	14.1%	9.1%	0%
2012	60.1%	9.6%	13.5%	8.4%	2.8%	5.6%
2013	47.5%	10.0%	13.5%	14.7%	1.9%	12.3%
<b>Mean</b>	<b>49.8%</b>	<b>9.7%</b>	<b>18.0%</b>	<b>11.4%</b>	<b>6.8%</b>	<b>4.3%</b>

Dispositions are reported in the year the disposition is determined. For example, allegations made in the last quarter of a reporting period may not be completed and dispositions rendered before the reporting period ends. In such cases, allegations will be recorded in the year they are reported, but dispositions will be reported the following year. Therefore the number of dispositions for a given period will seldom equal the number of allegations for the same period.

## *Findings and recommendations*

The assessment team reviewed the entire SLCPD complaint process. The review found the SLCPD process to be thorough and timely and the BPS staff skilled and professional. The findings and recommendations provided are designed to improve the complaint process.

### **Finding 11.1**

#### **The SLCPD may be unintentionally limiting complaints by not publicizing the acceptance of anonymous complaints and the locations where complaints may be made.**

The SLCPD accepts and investigates all complaints, including those made anonymously. However, the presence of a signature line on the Citizen Complaint Statement (F-332) may intimidate some citizens and discourage them from making a complaint.

##### *Recommendation 11.1.1*

*The SLCPD should review all printed material and its website to reinforce the openness of the complaint process including a listing of all locations where a complaint is accepted and the ability of a citizen to make an anonymous complaint.<sup>159</sup>*

##### *Recommendation 11.1.2*

*The SLCPD should remove the signature line on the Citizen Complaint Statement (F-332).*

A signature, although not required, appears to be necessary to complete the form. The mere presence of the signature line appears to conflict with the openness of accepting anonymous complaints.

159. President’s Task force on 21st Century Policing, *Final Report*, 13 (see note 14).

## Finding 11.2

### **The SLCPD currently uses a traditional punitive form of punishment in response to a sustained complaint.**

For serious allegations, this comes in the form of reprimands, suspensions, demotions, and termination. This usually results in an adversarial relationship between the employee and department, which may leave employees bitter and not address the cause of the misconduct.

#### *Recommendation 11.2.1*

*The SLCPD should consider moving to an education-based discipline (EBD) process.<sup>160</sup>*

Many agencies including the Los Angeles County Sheriff's Department, the Sacramento (California) Police Department, and the Lakewood (Colorado) Police Department have successfully implemented EBD and seen reductions in citizen-generated complaints.

#### *Recommendation 11.2.2*

*The SLCPD should establish a St. Louis County Police-Community Mediation Program.*

The program uses a trained independent party to mediate citizen complaints against police employees. The mediation allows both the employee and the citizen to discuss their issues in a safe and impartial environment. The employee and community member are able to collaborate with each other rather than treat each other as adversaries and to have their complaints dealt with in an efficient manner. The goal is to build more understanding and better relations between the community and the SLCPD.

## Finding 11.3

### **The chief of police only receives the EWS report from the BPS annually, which limits the chief's awareness and understanding of potential critical issues within the organization.**

This notification informs the chief on the nature of the conduct, the intervention, and the outcome. More timely awareness could be helpful in focusing limited training resources in appropriate areas that will positively impact staff.

#### *Recommendation 11.3.1*

*The SLCPD should provide quarterly reports of staff identified by the EWS to better inform the chief of issues that may affect performance and require additional training of departmental personnel.*

There is also value in increasing the frequency of these reports to the chief in order to assist in day-to-day staffing decisions as well as having a strong sense of issues impacting staff performance.

<sup>160</sup> Depending on the severity and type of the offense, an employee is offered alternatives to punitive discipline that may range from a research paper, courses such as ethics, additional training, or any creative option the department believes will correct the underlying problem. The original proposed discipline remains on the officer's record as per department policy.

## Finding 11.4

### **During the review of BPS files, the assessment team discovered a pattern of light discipline in investigations involving ethical failings and untruthfulness.<sup>161</sup>**

The finding is based on comparing discipline administered in the SLCPD with discipline administered in similar cases identified by project team subject matter experts as well as current discussions regarding integrity in policing.

#### *Recommendation 11.4.1*

*The SLCPD should establish a disciplinary matrix for officer misconduct to increase consistency.*

Particular attention should be placed on allegations of ethical failings and dishonesty.

**Action taken by site.** The SLCPD has made some changes to policy regarding cases involving ethical failings and truthfulness to reinforce accountability as it relates to ethical failings and truthfulness.

## Finding 11.5

### **The BPS does not use a consistent and comprehensive format for compiling pertinent information related to citizen complaints against officers.**

While the implementation of the IAPro software provides more accurate reporting of complaints and allegations, officers assigned to the BPS do not have comprehensive training on collecting complete information.

#### *Recommendation 11.5.1*

*Personnel assigned to the BPS should receive specific training on the IAPro system for more consistent and accurate reporting of citizen complaints and for identifying trends that may be of concern to the SLCPD.*

The SLCPD should provide system training for officers assigned to the BPS on the proper way to document incidents in a more comprehensive and accurate report format. With the additional training, the BPS will be able to report and highlight problem areas that may need to be addressed more thoroughly among the types of complaints received from citizens.

#### *Recommendation 11.5.2*

*Supervisors outside of the BPS have access to IAPro and should receive additional training on functionality and use of the system to ensure accurate and timely data collection.*

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161. It should be noted that the cases in question resulted from discipline administered before Chief Jon Belmar became the chief of police.

## Finding 11.6

### **The SLCPD uses an inappropriate benchmark in identifying an excessive number of complaints or incidents.**

Departmental GO 11-71 section II B reads, "An 'excessive number' of complaints or incidents will be determined by comparing the employee's pattern of behavior to that of employees in similar work environments, past performance evaluation reports, and input from their supervisors." Using peer behavior as a benchmark is only appropriate if the employees used as a benchmark are model employees. If the employees in a similar work environment are not performing at an acceptable level, the comparison is inappropriate.

#### *Recommendation 11.6.1*

*The SLCPD should review and revise the definition of excessive number of complaints or incidents as defined in GO 11-71 and any other documents, resources, and trainings using the same definition.*

## Finding 11.7

### **Oppressive or rude behavior and excessive force are the majority (a four-year mean of 58.3 percent) of citizen complaints against the SLCPD.**

The fair and impartial interaction between the SLCPD and the community is critical to building trust. Opportunities exist for the SLCPD to reduce the number of complaints while building trust with the community.

#### *Recommendation 11.7.1*

*The SLCPD should complete a comprehensive review of oppressive or rude behavior and excessive force allegations.*

The review should include community stakeholders to determine causes of complaints and opportunities for reductions.

## Chapter 12. Community Outreach

### Overview

The current climate of police-community relations is leading to a nation that questions every decision made by law enforcement. The use of technology, particularly phones that can record every move made by an officer during an encounter, adds even further scrutiny. Police motivations, attitudes, and actions are under the microscope. The media has a vested interest in sensationalizing stories, often fueling an existing spark of public distrust and unrest. For these reasons, it is critical for law enforcement agencies to ensure accountability and embrace transparency, to showcase the positive work that officers do every day, and to engage all segments of their communities—minorities, LGBTQ, persons with disabilities or limited English proficiency, and others.

These are some of the key components to the community policing philosophy. The U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office) has funded community policing efforts in 12,000 of the 18,000 law enforcement agencies around the country. “Community policing is 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.”<sup>162</sup> The three primary components of community policing are (1) organizational transformation, (2) problem solving, and (3) community partnerships.<sup>163</sup>

In support of community policing ideals to build public trust, the Final Report of the President’s Task Force on 21st Policing recommends, “Law enforcement agencies should proactively promote public trust by initiating positive non-enforcement activities to engage communities that typically have high rates of investigative and enforcement involvement with government agencies.”<sup>164</sup> It is essential to highlight the importance of establishing trust and maintaining relationships within the context of community policing. To realize trusting police-community relationships, community policing should be considered a long-term strategy that is sewn into the fabric of an organization rather than a short-term tactic or program. Trust develops over time. Cessation or lack of community policing activities can damage those critical relationships.

Community policing is intended to require an organizational transformation to accommodate this apparently new style of policing. However, a frequent manifestation is the employment of a community policing unit or division, which in some cases can limit the ability of agencies to fully integrate this philosophy into its entire organization. A Bureau of Justice Statistics survey found that nearly 60 percent of police departments had full-time community policing officers, demonstrating how common this practice is. Other community policing efforts include the use of foot patrols in order to better engage community members

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162. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), <http://ric-zai-inc.com/Publications/cops-p157-pub.pdf>.

163. The Office of Community Oriented Policing Services (COPS Office) has established a community policing self-assessment tool (CP-SAT) so departments receiving COPS Office funding can assess the extent to which their department is engaging in community policing. For more information, see “2009 COPS Hiring Recovery Program (CHRP),” Office of Community Oriented Policing Services, accessed June 1, 2015, <http://www.cops.usdoj.gov/Default.asp?Item=2604>.

164. President’s Task Force on 21st Century Policing, *Final Report* (see note 14).

and show presence, knock-and-talks, addressing quality of life and disorder to improve perceptions of public safety, and engaging community leaders and the general public. However, it should be noted that each of these tactics in and of itself is not a full manifestation of community policing; rather, it is the coordination of these tactics with the specific goal of interacting with the public to engage in community oriented place-based problem solving that defines true community policing.

## *Department culture*

***“Law enforcement culture should embrace guardian mindset to build public trust and legitimacy. Toward that end, police and sheriffs’ departments should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with the citizens they serve.”***

– *President’s Task Force on 21st Century Policing*

Organizational culture is a pattern of shared meaning within an organization.<sup>165</sup> It affects productivity and performance and provides guidelines for service, quality, and safety. It is unique for every department and one of the hardest things to change.<sup>166</sup> Identifying the culture of a department is difficult and can be misleading if taken as an absolute. It can also be very helpful in identifying organizational strengths and opportunities and to improve transparency, accountability, and community trust.

The assessment team observed that the St. Louis County Police Department (SLCPD) is an agency that prides itself on efficient response to calls for service and tactical incidents. In doing so, the organization recognizes those who excel in tactical proficiency and experience as leaders. In describing his response to the request to investigate the shooting in Ferguson, Chief Jon Belmar stated that he called his tactical operations chief and told him there was an officer-involved shooting and he needed to get there.<sup>167</sup>

The emphasis on the importance of tactical experience was mentioned in interviews with department personnel. On more than one occasion, the assessment team was told that the perception within the organization is that those with special weapons and tactics (SWAT) experience are given preference for assignments over those who did not have the same experience. While perceptions may not be based in fact, many employees believe this to be true.<sup>168</sup>

Culture can be viewed by

- the ways the department conducts its business, treats its employees and the community;
- the extent to which freedom is allowed in decision making, developing new ideas, and personal expression;

165. Hal Rainey, *Understanding and Managing Public Organizations*, 3rd ed. (San Francisco: Jossey Banks, 2003).

166. Sergio Fernandez and Hal G. Rainey, “Managing Successful Organizational Change in the Public Sector,” *Public Administration Review* 66, no. 2 (March 2006), 168–176, <http://onlinelibrary.wiley.com/doi/10.1111/j.1540-6210.2006.00570.x/epdf>; “Organizational Culture,” *BusinessDictionary.com*, accessed June 1, 2015, <http://www.businessdictionary.com/definition/organizational-culture.html>.

167. “Ferguson, Missouri: A National ‘Defining Moment’ for Policing,” in *Defining Moments for Police Chiefs*, Critical Issues in Policing Series (Washington, DC: Police Executive Research Forum, 2015), <http://www.policeforum.org/assets/definingmoments.pdf>

168. The assessment team did not review transfer and promotional records to validate the claim; however, the frequency of the comment is worthy of mention.

- how power and information flow through its hierarchy;
- how committed employees are towards collective objectives.

The St. Louis County and Municipal Police Academy (CMPA) teaches all of the technical skills a recruit will need in the field. Recruits are taught all the elements of a crime and tested on arrest procedures. They are instructed on which crimes are felonies and which are misdemeanors and tested on the legality of the arrest. They learn how to stay safe by doing mock arrests, pat frisks, searches, interrogations, and uses of force to make sure that they are technically adept at these tasks and that they will perform their duties safely. As in many police departments, personnel are incentivized and valued based on statistics such as their number of arrests, vehicle citations, and field interrogation stops and tactical response proficiency. In addition, many in the department report that the more sought after assignments go to the most statistically productive officers.

While valuing tactical experience and officer safety is necessary and not inherently negative, it does influence the culture to be more responsive than proactive. It also influences decisions related to training, allocation of resources, and equipment. Well trained and appropriately equipped tactical and support units such as SWAT, K-9, explosive ordnance disposal, and air support are critical to an organization's success. Equally if not more important for creating an officer better suited to address the complexities involved in modern policing are the resources dedicated to community engagement and problem solving.

## ***Community engagement***

As a part of the Police Foundation (PF) assessment team, staff conducted a scan of the community engagement activities and strategies employed by the SLCPD. The assessment team conducted a number of stakeholder meetings with a diverse array of SLCPD stakeholders including local community organization leaders, faith-based leaders, and high school students as well as chiefs of surrounding law enforcement organizations and beat officers from the SLCPD. These meetings brought to light common themes regarding perceptions of law enforcement in general and the SLCPD specifically. In addition, the PF assessment team reviewed departmental policies, manuals, and training lesson plans focused on community policing and problem solving.

## **Citizens Academy**

The SLCPD engages the community in a number of ways. First, the Citizens Academy is a staple of their outreach program. The academy offers basic and advanced training classes, creating a cadre of participants who form the Citizens Police Academy Alumni Association.<sup>169</sup> Members of this group serve as a volunteer base, much like boosters for community events, fundraising events, toy and food or clothing drives, and other civic engagement activities. The Citizens Academies operate in most SLCPD precincts, with an eight-week curriculum. Class size averages 15–20 participants per session. Much like other citizen police academies nationally, each precinct focuses on key issues facing their own geographic area in conjunction with the standard citizen academy curriculum.

Recruitment for the Citizens Academy is conducted through crime watch groups; neighborhood policing officers' outreach to citizens in that precinct; and the SLCPD website, Twitter, and Facebook. Citizen Academies are touted as extremely successful and well received by those who attend them. Indeed, when

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169. Office of the Chief of Police, *Departmental General Order 05-88* (St. Louis, MO: St. Louis County Police Department, 2005).

speaking with stakeholders as part of the assessment process, many report that their experience with the Citizens Academy allowed them to better understand the challenges facing line level police personnel, and gain better insight as to how police departments, especially SLCPD, operate.

## School resource officers

At the center of every community are the schools that educate its children. The SLCPD contracts more than 30 school resource officers (SRO) to 12 school districts throughout the county. To understand the influence an SRO has on the community, one must first understand the role an SRO takes in the schools. It would be inappropriate for an SRO to act primarily as an enforcer and disciplinarian, thereby contributing to the school-to-prison pipeline.<sup>170</sup> In fact, SROs should not have a role in school disciplinary matters, including enforcing school codes of conduct. Rather, SROs should help to provide a secure environment in which students feel safe. They should also serve as mentors and role models, thus influencing the development of community relationships and trust. The assessment team spent time on school campuses observing the interaction between SROs, students, and staff. The team interviewed school administrators, teachers, students, and SROs to understand the influential role SROs play in St. Louis County Schools.

During site visits and in conversation, the assessment team observed that the SLCPD SRO program operates appropriately and that SROs have a positive relationship with the students, faculty, and staff. The SROs have developed a relationship that can best be described as coaches and mentors. In one high school, an SRO is one of the football coaches. Following the incidents in Ferguson, SROs worked with staff to conduct student assemblies to listen to student concerns and inform students about events in Ferguson, including the police response. In another high school, SROs helped facilitate an on-campus peaceful student march that had no negative impact on classroom curriculum.

## Problem solving

Along with community partnerships and organizational transformation, problem solving is a key component to community policing.<sup>171</sup> The community policing philosophy encourages the use of innovative, proactive solutions to address underlying problems causing crime in a community. In this sense, the use of traditional policing strategies may be just one of many tools employed to address community problems. This concept promotes the use of the SARA model (scanning, analysis, response, and assessment) to engage in the “proactive and systematic examination of identified problems to develop and evaluate effective responses.”<sup>172</sup>

During sites visits and in conversation with SLCPD staff, the PF assessment team observed a lack of understanding, appreciation, and application of creative problem solving as it relates to community policing. The lack of understanding key concepts such as the SARA model existed at all levels of the organization and across all assignments. While the neighborhood police officers are working diligently to improve the communities they are assigned, they lack the training, skills, and resources to effectively problem solve.

170. Tierney Sneed, “School Resource Officers: Safety Priority or Part of the Problem?” U.S. News & World Report, January 30, 2015, <http://www.usnews.com/news/articles/2015/01/30/are-school-resource-officers-part-of-the-school-to-prison-pipeline-problem>.

171. *Community Policing Defined* (see note 162).

172. *Ibid.*

In 2015, the SLCPD has invested in a Crime Analysis Unit and will begin to look for patterns and trends in criminal activity so that unit can deploy resources intelligently. The chief is in the process of redesigning the department's CompStat program, which will hold precinct commanders accountable for all aspects of activity within the precincts. CompStat meetings will require the commanders to identify problems and design solutions, which will encourage best practices to be shared throughout the county.

### ***Communication strategy***

The chief and his senior command team have reached out to local clergy and community leaders and engaged them in conversations and meetings to help develop their community policing program. Not only has the department reached out to their traditional community stakeholders but it has also reached out to some of its harshest critics—such as “Lost Voices,” a community group that is very critical of the SLCPD. The chief and his team have reached out and had extensive meetings to begin the dialogue on how to move forward together.

### **Social media**

The SLCPD has begun development of a communication strategy that will increase transparency of SLCPD operations. The public information officer (PIO) is a formally trained communications expert with prior experience in the public relations department of a private sector organization. The office has received additional personnel, both sworn and civilian, to move from simply reporting incident information to enhancing and showcasing SLCPD's reputation. In November of 2014, the SLCPD hired a social media strategist from the local news affiliate to develop a more proactive social media strategy and presence for the SLCPD. This person was onsite during the days leading up to the grand jury decision reading in late November and continues to engage the SLCPD and the community through Twitter, Facebook, and other social media outlets.

In addition, the SLCPD is now proactively publishing positive information about the work it is doing and highlighting constructive community engagements. It is utilizing both traditional media and social media to accomplish this.

### ***Stakeholder feedback: Community attitudes toward police***

Many of the stakeholders interviewed acknowledge that the issues faced by St. Louis County are not solely the responsibility of the SLCPD—or any law enforcement agency, for that matter. As one stakeholder put it, “It's not just a policing problem, it's a community-wide problem.” Among other things, the county needs

more economic and employment opportunities as well as opportunities for those who have been incarcerated. Members of one stakeholder group made up of municipal chiefs of police and other community leaders agreed that issues facing the area include

- a high rate of unemployment in North County;<sup>173</sup>
- lack of interracial social relationships (neighborhoods are fractured; once people leave work, Blacks and Whites don't associate);
- income gaps;
- education (poor education in poor areas).

Many changes have taken place in the months following the shooting death of Michael Brown. A number of high-level officials, some in law enforcement, have resigned and have been replaced. Some stakeholders suggested that these resignations were steps in the right direction to building stronger community perceptions of police and are hopeful that relationships with police can improve.

Stakeholders have acknowledged that various police departments in the area operate differently; however, many in the community still group all of law enforcement together. They say the St. Louis Metropolitan Police Department focuses on crime within St. Louis city limits and attribute some questionable pedestrian stops of citizens to that department. Others say the SLCPD has a reputation as well for racial profiling in vehicle stops. The general feeling is that law enforcement in the area treat minority community members more harshly than nonminority community members. While some say the SLCPD is viewed as more professional than most of the other police departments in the area, most insist that they still need change in a number of areas.

Generally, the community does not view law enforcement in a positive light. While most people understand that not all police are bad, many stakeholders interviewed had firsthand experiences with police that left them feeling harassed by demeaning, disrespectful, intimidating, and aggressive behavior from police officers. From high school students to community leaders, many citizens could give detailed history of interactions that have created fear and disconnection from law enforcement personnel. For example, of the 20 high school students interviewed during an open forum with the assessment team, five to seven of them had negative experiences with police. The SLCPD will need to work to counter these negative perceptions about law enforcement if it is to improve its relationship with the community.

While the SLCPD has already taken steps to better communicate and engage the community, many stakeholders say local police agencies have a history of racial profiling, making the community fearful of even interacting with the police. They believe that the police unnecessarily stop and ticket individuals, particularly individuals of color. They say that parts of the county deemed predominantly White areas are particu-

173. Jennings unemployment in 2013 was 25.4%. "Employment Status: 2009–2013 American Community Survey 5-Year Estimates, Jennings City, Missouri," American Fact Finder, accessed June 24, 2015, [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_5YR\\_S2301&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_S2301&prodType=table). Ferguson unemployment in 2013 was 12.2%. "Employment Status: 2009–2013 American Community Survey 5-Year Estimates, Ferguson City, Missouri," American Fact Finder, accessed June 24, 2015, [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_5YR\\_S2301&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_S2301&prodType=table).

larly troublesome for communities of color. They feel that many police departments stop Black motorists simply for being in White areas at the wrong time of day. One stakeholder, speaking generally rather than about a specific incident known to involve the SLCPD, spoke of communities of color knowing that “if you wore a hat while on Jennings Station Road between 3:00 and 5:00 p.m., you would be getting ticketed and possibly arrested (especially Black youth). . . . It was called the ‘Hat Rule.’” High school students report avoiding interaction with police, moving in another direction when they see police in an effort to avoid a negative interaction.

The SLCPD’s response to the Michael Brown riots in Ferguson further damaged community opinions about the department. Many stakeholders interviewed were of the opinion that the response was too harsh, overly militarized, and too heavy-handed. One stakeholder said that although he believed the SLCPD tended to use their military surplus equipment sparingly and professionally, this incident seemed to confirm to many that the SLCPD relies too heavily on tactical response to incidents. Use of force, according to some, was used too extensively.

Community stakeholders listed a number of underlying challenges that may impact negative community perceptions. First, some believe that SLCPD leadership is not engaged enough in the community. While they do see some effort being made in that area, they would like to see all levels of SLCPD personnel from Chief Belmar to officers get out of their cars, talk to people, and get to know the community. Some also believe that training in understanding, relating to, and communicating with various segments of the community is needed. For example, training in understanding youth, trauma, and mental illness would help both in interacting with certain community members and in referring those in need to the appropriate services.

Still, while all of this information serves to form negative opinions of police on the part of the community, many are still interested in connecting with and understanding the SLCPD. Members of the high school stakeholder group, in particular, were very articulate and did not hold any apparent animosity toward the police. They couldn’t understand why the police were “so uptight, they need to loosen up and just talk to us some time.” They wanted to know why the police didn’t come and talk about the role of the police with them.

Stakeholders recognized that there are existing explorers programs run by the SLCPD, Big Brothers, and the Ferguson Youth Initiative, to name just a few of the programs aimed at engaging youth. However, perceived lack of coordination of these programs is perhaps the reason these programs are seen as relatively ineffectual despite the amount of work put into them. In addition, it has been difficult to replicate the positive SRO relationships that have been developed in the Hazelwood East school district and a few others. Many suggested that the current hiring practices for these important positions appear to be attracting the wrong candidates, who are not necessarily youth focused. Stakeholders consistently suggested that youth programs needed to be enhanced and strengthened to foster effective communication and relationships, between youth and police. Many echoed that true connection between police and the community would take time and effort to understand one another.

## Local community study

A study published in March 2015<sup>174</sup> assessed the initial impact of the Michael Brown shooting and responses to it on St. Louis County residents' views of police. Researchers found that residents' views about police legitimacy, procedural justice and trust, and effectiveness were significantly lower immediately following the shooting than in prior times, and their perception of the frequency of police misconduct were higher at this time.

Figure 5 shows the changes in public opinion on police, by race, before and after the incident.

**Figure 5.** Changes in public opinion by race

Public Opinion	African American Residents			Nonblack Residents		
	Percent Change	Average Percent Prior to Shooting	Average Percent Following Shooting	Percent Change	Average Percent Prior to Shooting	Average Percent Following Shooting
Police Legitimacy	-8.1 <sup>a</sup>	66.6	61.2 <sup>b</sup>	+1.7	69.8	71.0
Trust & Procedural Justice	-25.5 <sup>a</sup>	61.5 <sup>b</sup>	45.8 <sup>b</sup>	+1.9	67.5	68.8
Effectiveness	-8.2 <sup>a</sup>	70.7	64.9 <sup>b</sup>	+5.5	69.5	73.3
Frequency of Misconduct	+20.9 <sup>a</sup>	50.8 <sup>b</sup>	61.4 <sup>b</sup>	+4.7	36.2	37.9
Willingness to Cooperate	+2.6	88.2 <sup>b</sup>	90.5 <sup>b</sup>	+5.0 <sup>a</sup>	90.7	95.2

NOTE: <sup>a</sup> Refers to a significant difference *within race* in the scores prior to versus after the shooting event.

<sup>b</sup> Refers to a significant difference in scores between African American and nonblack residents at that time point (prior or after the shooting)

Source: Kochel, "Assessing the Initial Impact of the Michael Brown Shooting" (see note 174).

The study also found that African-American residents had considerably lower views about procedural justice and trust in the police and reported seeing police misconduct more frequently than their White neighbors. This data are in line with Black and White residents' confidence in police around the country. In a Gallup poll showing Americans' confidence in police from 2011–2014, 37 percent of Black residents reported having a great deal of confidence in the police, 37 percent reported having some confidence, and 25 percent of Black residents reported having little or no confidence in police. White Americans reported confidence in police at 59 percent (great deal), 29 percent (some), and 12 percent (little to none).<sup>175</sup>

174. Tammy R. Kochel, "Assessing the Initial Impact of the Michael Brown Shooting and Police and Public Responses to it on St. Louis County Residents' Views about Police," *Reports* (Carbondale: Southern Illinois University Carbondale OpenSIUC, 2015), [http://opensiuc.lib.siu.edu/cgi/viewcontent.cgi?article=1001&context=cj\\_reports](http://opensiuc.lib.siu.edu/cgi/viewcontent.cgi?article=1001&context=cj_reports).

175. Frank Newport, "Gallup Review: Black and White Attitudes toward Police," Gallup, Inc., accessed June 1, 2015, <http://www.gallup.com/poll/175088/gallup-review-black-white-attitudes-toward-police.aspx>.

## *Stakeholder feedback: Police*

The assessment team's ride-alongs with SLCPD officers provided opportunities to observe SLCPD line officers while on patrol and to discuss their perceptions of the department. During the ride-along, the team found officers to be knowledgeable and friendly and to have a commanding presence. They sought out opportunities to engage children and young people when responding to calls for service (a wave from the car, a pleasant hello, or positive conversation when out of the car).

The officers had respect and confidence in first-line supervisors and lieutenants. They recognized command ranks as the authority over the area; however, Ferguson tested the leadership of the entire supervisory staff. It was a shared opinion of the men and women of the precinct that not all leaders wore white shirts or had rank.

It was learned that SLCPD members shared a heightened sense of officer safety and situational awareness since the situation in Ferguson. Officers were in favor of the SLCPD efforts to provide an employee assistance program to department members following Ferguson. Some officers are still impacted by what they experienced, and there is concern among department members as they enter into the warmer months.

The officers universally expressed a desire to engage more deeply with community members and key stakeholders but expressed a noticeable frustration with the department's current staffing level and unfilled vacancies as well as their precinct's staffing level as it relates to call volume. Members of the SLCPD told us they make conscious efforts to be visible while on patrol; however, these attempts become a challenge because of current staffing levels and the size of the geographical area they are expected to cover.

All of the officers understood and supported the need to create more diversity in the organization. They are also insistent that new officers be of high quality and not just warm bodies to fill a patrol car. As one officer noted, there are enough bad municipal cops in the county. We need to be better and hire the best of the best.

The assessment team also noted the community's response to the officers on patrol. The North County community was generally engaging and happy to see the officers. As is typical in other communities, there were pockets of neighborhoods where individuals in the immediate area were less welcoming of the officers. This was by far an exception and not the rule.

## **Website design and functionality**

In a time when public sentiment is mixed about law enforcement, police departments need to do all they can to create opportunities for interaction, not only to include officer accountability but also to showcase the good work officers do every day. In the wake of situations in Ferguson, Chicago, New York, South Carolina, and Baltimore, police departments need to develop and highlight programs and activities that improve good police-community interaction. One important way to do this is through departmental websites.

The PF assessment team reviewed the SLCPD's website and developed recommendations to make this website a resource for community building and engagement. We view law enforcement as a protector of public safety and a provider of vital public services. To this end, the website presence must improve communication between the local police department and the community it serves.

Law enforcement websites can enhance police-community relations and address the needs of residents by providing content that is relevant and practical. It is not enough to simply create a website. The website has to be part of a community-building effort, inviting residents to learn more about the department, sharing ways to get involved, and including information on police services.

## *Findings and recommendations*

### Finding 12.1

**The SLCPD often places more value on technical and tactical proficiency than on investments in community policing such as community engagement and problem solving.**

#### *Recommendation 12.1.1*

*The SLCPD should seek out and identify ways to embed the philosophies of community policing, procedural justice, and equity into the culture of the organization.*

For example, include community policing measurements as a component of officer performance evaluations; ensure officers are trained and evaluated on procedural justice during field training; and promote community policing philosophies as problem solving during CompStat processes.

#### *Recommendation 12.1.2*

*SLCPD command leadership and union representatives should identify ways to incentivize and reward officer performance in community engagement, problem solving, and trust building beyond the standard crime reduction metrics.*

### Finding 12.2

**The SLCPD does not have an explicit policy or documented philosophy to serve as a set of guiding principles for community policing.**

The department makes reference to neighborhood policing in public and departmental policies and procedures and has this as one of the key pillars for officer evaluation. A patrol directive exists, but it does not clearly define community policing. Absent a department-wide community policing strategy including regular input from the community, the SLCPD may suffer the perception often applied to police departments who fail to balance enforcement with problem solving. A strong enforcement theme tends to contribute to an action oriented policing culture—an “us against them” mentality.<sup>176</sup> It is essential for local police to form meaningful relationships with the community so they are not viewed as an occupying force that is merely in the community to enforce rules and laws.

#### *Recommendation 12.2.1*

*SLCPD leadership should conduct a scan of community policing and stakeholder engagement best practices in preparation for defining their community policing strategies.*

SLCPD leadership can use the results from the citizen satisfaction survey (which are produced twice annually) to inform their community engagement strategy.

176. Stephen M. Hennessey, *Thinking Cop, Feeling Cop: A Study in Police Personalities* (Gainesville, FL: Center for Applications of Psychological Type, Inc., 1998).

*Recommendation 12.2.2*

*SLCPD leadership should conduct outreach to other jurisdictions that have successfully integrated problem solving, prevention, and intervention strategies as part of their overall response to crime and disorder and reduction in fear of crime.*

*Recommendation 12.2.3*

*After the environmental scan, SLCPD leadership, line level officers, and community stakeholders should engage in a strategic planning process to develop a formal community policing strategy, policy, and blueprint for implementation across the SLCPD.*

*Recommendation 12.2.4*

*Using this blueprint, the SLCPD should develop a realistic timeline and strategic plan to implement the community policing strategy.*

This timeline should incorporate community oriented policing throughout the department and enable every officer on patrol and in other units with public contact to provide community policing services.

*Recommendation 12.2.5*

*The SLCPD should ensure that community policing includes respectful engagement and joint problem solving with members of the community through neighborhood- and block-level partnerships involving adults and youth in the community, through citizen advisory councils, or through expansion of the current neighborhood crime watch program.*

**Finding 12.3****Current departmental policies and procedures do not allow ample opportunity for officers to meaningfully engage with the community.**

Officers are more often than not confined to their patrol cars for entire shifts, placing a physical barrier between them and the public.

*Recommendation 12.3.1*

*The SLCPD should examine and revise patrol deployment, dispatch priorities, alternative methods of service delivery, and staffing levels to identify ways to allow officers more time for community engagement.*

For example, the SLCPD could place bicycle racks on the patrol cars and encourage officers to ride the neighborhood on a bicycle as often as staffing and call volume allow. This will provide more opportunities for community engagement for the officer and community members especially near playgrounds and around outdoor community events or gatherings.

### *Recommendation 12.3.2*

*The SLCPD should use “park and walks” by all SLCPD officers assigned to field duties.*

Allowing officers the opportunity to remove the barrier of a vehicle and communicate with community members is critical in developing relationships and establishing trust between residents and officers. These interactions are designed to be spontaneous, such as officers stopping to play with youth in a playground or talk with a family enjoying a front yard barbecue. However, they can also be deliberate, such as walking in an area that is struggling with crime or a shopping area to speak with customers, employees, and business owners.

## **Finding 12.4**

**The neighborhood policing officers (NPO) assigned to SLCPD precincts do not receive enough specialized training on partnership, problem solving, or prevention (crime prevention through environmental design [CPTED] or the SARA model).**

### *Recommendation 12.4.1*

*The SLCPD should ensure that NPOs receive special community policing training beyond that which is provided to all officers with a focus on partnership development, problem solving, and organizational transformation.*

### *Recommendation 12.4.2*

*After NPOs receive training focused on partnership development, problem solving, and organizational transformation, they should be required to participate in precinct-level problem-solving assignments focused on community engagement and improving neighborhood safety with measurable outcomes.*

## **Finding 12.5**

**There is evidence that there are youth in the St. Louis community who fear and distrust the police.**

The PF assessment team spoke with young people who said they often do not understand police actions and believe that the police do not understand them. The SLCPD has work to do to ensure that the youth of the St. Louis community are regularly and meaningfully engaged.

SLCPD officers should strive to understand and interact with the community’s youth in an effort to ameliorate fear in the youth community, build a foundation of mutual trust and respect, and begin to build a pool of potential police recruits from the community.

### *Recommendation 12.5.1*

*The SLCPD should create and maintain a series of police-youth dialogues.*

This will allow youth and police officers to potentially curb conflict and increase trust and cooperation in neighborhoods most affected by violence and crime. Bringing together youth and police of racially and ethnically diverse groups to build dialogue guided by professional facilitators could help to break down stereotypes and communication barriers to build mutual respect and understanding.

### *Recommendation 12.5.2*

*The SLCPD should create a board of young adult police commissioners made up of juniors and seniors from several city high schools.*

This commission would be a group of young people who work with the SLCPD chief to bridge the gap between young adults and SLCPD officers. With the assistance of the SLCPD, the young adult police commissioners can host events and forums so teens from various public schools can come together to discuss neighborhood and school issues and concerns.

Dialogue events would show that the SLCPD is making efforts to understand the community's youth and vice versa. In addition, regular thoughtful and frank facilitated dialogue between the SLCPD and local youth could help to clarify the role of the police in the community and to create common understandings.

For example, teen police academies are offered by the various precincts<sup>177</sup> as a means to inform and educate local teenagers about law enforcement and the justice system. Course outlines have been developed for each session and tailored to the age or interests of the group. Teen groups receive information about how police departments operate and the role of specialized units, focusing on issues by which youth are most often confronted, resistance strategies, problem resolution, etc.

**Action taken by site.** In Jennings,<sup>178</sup> the SLCPD is operating a teen citizen police academy, which has been very well received by youth and families in 2014–2015. The Jennings precinct works in partnership with the Jennings School District, with the superintendent and parents all actively involved with the youth program.

### *Recommendation 12.5.3*

*The St. Louis CMPA should consider having youth participate in the community engagement training for academy recruits.*

This would entail having a panel discussion with youth focused on youth culture and perceptions of police. It would serve to foster dialogue between new officers and youth in communities where officers will be potentially working.

### *Recommendation 12.5.4*

*The SLCPD should consider partnering with county schools, faith- and community-based organizations, and other community stakeholders to create youth programs (such as Junior Police Academies<sup>179</sup>) free of charge for children ages seven to 14 years.*

For example, youth camps could offer various athletic and educational activities for campers throughout a five- or six-week summer program. Members from federal, state, and local law enforcement agencies and fire departments should be given an opportunity to educate campers about their organizations. They can also

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177. At the time of the this report writing, the SLCPD reported that the Central County precinct attempted to have their first teen academy in the spring of 2015 but did not receive enough interest; the precinct commander is trying to generate more interest in the program and are planning to have one in the fall of 2015. The SLCPD North County precinct runs a teen academy in conjunction with their explorer program. The Affton Southwest and South County precincts combine resources to conduct a teen academy together. The West County precinct runs a teen academy in conjunction with their explorer program to include youth from the Fenton precinct, Wildwood precinct, and Valley Park detail. These programs operate annually depending on registrants.

178. Jennings was the only precinct to conduct a teen police academy in late 2014 or early 2015.

179. "Junior Police Academy," Police USA, accessed June 1, 2015, <http://www.policeusa.org/junior-police-academy-1/>.

share important safety tips so campers can feel safer in their neighborhoods and be better prepared to make positive decisions. School resource officers from police departments within the SLCPD and others can serve as mentors to campers and provide a fun, educational summer experience. The SLCPD should also reach out to local colleges and universities with criminal justice programs to provide interns to assist with efforts.

### *Recommendation 12.5.5*

*The SLCPD should work with the courts, schools, and other social service entities to create a diversion program for youth offenders.*

Instead of arresting youth offenders ages 12 through 17, they would be referred to a diversionary program. If they adhere to the guidelines of the diversionary program and successfully complete it, their record would be expunged. Similar (replicable) programs are currently underway in Ferguson<sup>180</sup> and in Madison County, Illinois.

## Finding 12.6

### **Community trust in the SLCPD is negatively impacted by the enforcement practices of several municipal police departments within St. Louis County.**

The reduced level of trust by those subjected to heavy enforcement practices affects the SLCPD's ability to develop relations with the community. Although the SLCPD has no legal supervisory authority over municipal police departments not under contract, they do have an obligation to ensure fair and impartial policing throughout the county. They also have an obligation to report agencies they have reason to believe are committing unconstitutional police practices.

### *Recommendation 12.6.1*

*The SLCPD should take a leadership role in the development of fair and impartial policing practices countywide.*

This could be accomplished in many ways including education, training, advising, and taking a public stand against agencies that have a perceived or proven unethical culture of abusing the community. The effort could be led by the CMPA Board of Managers, which is composed of police executives from across the county tasked with coordination and addressing of training issues.<sup>181</sup>

## Finding 12.7

### **The overall structure of the SLCPD website is difficult to navigate as a user and does not convey clear messages to users.**

### *Recommendation 12.7.1*

*The website should have a significant redesign to maximize its utility as a public resource.*

180. "Ferguson Community Service Program," Ferguson Youth Initiative, accessed June 1, 2015, <http://fyiferyouth.org/programs/fcsp/>.

181. The St. Louis CMPA is a unit of the SLCPD, in the Division of Operational Support. Since the CMPA serves the SLCPD, the municipal departments within St. Louis County, and many departments in the surrounding counties as well, its operations are managed by a Board of Managers made up of command personnel from several area departments. "CMPA Board of Managers," St. Louis County Government (see note 53).

### *Recommendation 12.7.2*

*The website should have the most pertinent information in the top half of the screen.*

This option can be achieved by using the current navigation panes in a more effective manner and by adding a top navigation pane. The top navigation should include the sections: About Us, Citizen Satisfaction Survey, Contact Information, Newsroom, and Community Resources.

### *Recommendation 12.7.3*

*The community resources section should include information about the Citizens' Police Academy, neighborhood crime prevention, and Do the Right Thing.*

This section should also include videos such as the active shooter video and other YouTube videos. A picture gallery that showcases images of law enforcement interacting with community residents gives citizens a reason to look at the gallery for potential photos of themselves and reinforces positive interactions with law enforcement.

### *Recommendation 12.7.4*

*The left navigation pane should be reorganized to include community programs, career information, welfare association, municipal services and contracting, commendations and complaints, and department procedures. The right navigation pane should be about connecting with law enforcement and should include precinct information, social media buttons, crime mapping, and alerts such as National Terror Advisory System and Amber Alerts.*

### *Recommendation 12.7.5*

*The Resources for Citizens subsections in the left navigation pane should be part of the main text on that page.*

The current subsections on the left navigation pane should be displayed in the main text of the Resources for Citizens page and then made into subnavigation pages to allow the user to access information about each specific resource.

## **Finding 12.8**

### **The SLCPD website requires visitors to click too many times to find information.**

A user wants to get to the information they need within one or two clicks of the mouse. In several places, a user has to click a number of times to access the necessary information. For example, when a user clicks on the media resources in the left column she gets two additional clickable options.

### **Recommendation 12.8.1**

*The initial click on any page should take the user directly to the information he or she needs.*

The page should include subnavigation that provides suggestions for accessing related information. Staying with the media resources example, the page should take the user to a newsroom page with the press releases, e-mail registration, and specific contacts. If the site employs this structure there is no need for the main text on the page to redirect the user back to the left navigation to access any further information.

## Finding 12.9

### **Critical community content is not featured prominently on the SLCPD website.**

#### *Recommendation 12.9.1*

*The SLCPD should move the community safety programs and initiatives higher up onto the web page and give the information more prominence.*

#### *Recommendation 12.9.2*

*The social media section should serve as a call to action with sections like "Connect with Us."*

The site should incorporate social media in a more efficient and graphic manner. The social media sites have a wealth of good community news and important safety information that does not appear on the website. The department can enhance the right navigation pane by including widgets showing the latest social media posts.

## Finding 12.10

### **The SLCPD website design is extremely flat and not dynamic.**

It does not feature the best design elements of a website such as pictures, graphics, and other elements such as hover features and responsive (clickable) graphics. The site should be optimized for viewing on tablets and other mobile devices.

#### *Recommendation 12.10.1*

*The SLCPD should use photographs and navigation buttons, such as "Report a Crime," to make the web page more visually appealing and more user-friendly.*

#### *Recommendation 12.10.2*

*The SLCPD should place all crime reporting features in one section on its website.*

Currently, the St. Louis Regional CrimeStoppers, St. Louis Terrorism Early Warning Group, St. Louis County Drug Task Force, and St. Louis County Human Trafficking Task Force are on the bottom of the front page, but the drug activity reporting and human trafficking reporting forms are housed in the left navigation pane. Each of the reporting mechanisms should offer the opportunity to report anonymously if a community resident does not want to give personal information. Some reporting mechanisms note this ability while others do not mention the option to report anonymously.

#### *Recommendation 12.10.3*

*The recruiting and career information section should include currently open positions that are now featured on the right navigation pane.*

It is best to keep all like information together in one web section so all material is available to the user in one place.

### *Recommendation 12.10.4*

*The SLCPD should review websites from agencies and organizations around the country<sup>182</sup> that can provide examples of design elements that could better engage the SLCPD's audience.*

The websites below are examples of sites that use design elements effectively to engage their audiences.

**California Highway Patrol.** The website has a nice, clean design with pictures and graphics buttons to draw the user to the site's information. Notice how it has highlighted the information the user is looking to access and does not clutter its navigation panes. <http://www.chp.ca.gov/index.php>

**The Los Angeles Police Department.** The website uses a graphic carousel to highlight the information most pertinent to the department. Unfortunately, the graphics do not allow the user to click to navigate to the section with that information as should be the case. However, the site uses a social media feed as suggested in the recommendations above and does a great job of showing positive law enforcement images through its photo gallery. <http://www.lapdonline.org/>

**Milwaukee Police Department.** The website uses **large photo background** effectively. The images are not clickable but are enticing visually and draw a user into the site. It employs a static navigation pane on the right side of the web page and allows the user to scroll continuously down the page to access its other features. <http://www.milwaukeepolice.com/#menu=home-page>

### *Recommendation 12.10.5*

*The SLCPD should use the data gathered from the citizen satisfaction survey results to determine the most sought after material on the website.*

If that information is not available, restructure the website to place reporting and precinct information at the top of the page. The site could use the carousel technique to showcase the top five most sought-after categories at the top of the page. The carousel is composed of clickable images that take a user directly to the subpages for that material.

## **Finding 12.11**

### **The SLCPD website's usability is hampered by many broken links and outdated information.**

At the time of this review, the assessment team identified broken links or pages such as that of the Citizen Academy that do not include the information for which a user is looking. For example, the Citizen Academy page does not inform a user about when the academies occur, what is involved, or how long the academy course takes.

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182. Gary Cordner and Elizabeth Beall Perkins, "E-Cop: Using the Web to Enhance Community Oriented Policing" (Washington, DC: Office of Community Oriented Policing Services, 2013), <http://ric-zai-inc.com/Publications/cops-w0706-pub.pdf>.

### *Recommendation 12.11.1*

*The SLCPD should develop a consistent process to review and update website content.*

Baseline information should always be readily available to serve the public while considering or adding enhancements.

### *Recommendation 12.11.2*

*The SLCPD should update the Citizen Academy page to include information—who, what, when, why, and how—that a user needs to know.*

Updates should include highlights and success stories of those citizens who have completed the Citizen Academy on the corresponding pages. Currently, clicking on the Citizen Academy Alumni link does not produce any information. Clicking on the map of the various jurisdictions turns up no additional information either.

## **Finding 12.12**

**The citizen satisfaction survey indicates that it is used to identify general trends in citizen satisfaction, but it does not tell a user what happens to the information gathered.**

### *Recommendation 12.12.1*

*The SLCPD website should include more detail in the description of the citizen satisfaction survey.*

Questions to be addressed and posted on the site might be: Is it compiled and distributed in a yearly report? Does the department issue recommendations based on the survey that are available to citizens?

### *Recommendation 12.12.2*

*The SLCPD should regularly update the website with the latest statistics compiled from the citizen satisfaction survey and archive them on the survey page.*

### *Recommendation 12.12.3*

*The SLCPD should develop a chief's report or document for the website that informs residents of recommendations and activities based on the information gathered from the survey.*

## Chapter 13. Conclusion and Next Steps

In August 2014, the events that took place in Ferguson, Missouri, changed the landscape of community-police relations both in Missouri and across the nation. The officer-involved shooting of Michael Brown was tragic. It brought the ongoing conversation about race and the police (which had been underway between advocacy, civil rights, academics, youth, and law enforcement communities) into the national spotlight. The St. Louis County Police Department (SLCPD) has been at the center of this discussion, as its members were on the front lines responding to the civil unrest immediately after the shooting death of Brown. The SLCPD could have achieved better outcomes during its actions in the policing response to the public demonstrations in Ferguson—and its leadership has acknowledged as much.

Since the demonstrations that followed the shooting death of Michael Brown, SLCPD leadership has taken steps to change the department's orientation toward large public protests. Another such protest took place after the county grand jury's decision not to file criminal charges in the shooting; even though this second protest was at times violent and many businesses sustained substantial property damage, the police response was noticeably more organized and measured than the response to the first major demonstration in August 2014. Only after a few protesters began throwing rocks and bottles and shooting at police officers did the SLCPD deploy its tactical teams and vehicles.

The tragic shooting in Ferguson and the high profile police use-of-force incidents that have followed in places like New York; North Charleston, South Carolina; San Bernardino County, California; and Baltimore, Maryland, have made elected officials, policing professionals, police executives, and line-level officers pause to seriously reconsider how to best engage communities they served. These events have brought the current way of policing and the future of law enforcement practices in the 21st century into question.

Those incidents, in conjunction with the tragic loss of two NYPD officers, have sparked a national conversation about police reform and the role of community policing in our cities and towns. The SLCPD, as part of the Collaborative Reform Initiative for Technical Assistance (CRI-TA) process, has been an active participant in contemplating the future of policing. Chief Jon Belmar, by virtue of inviting the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office) CRI-TA to his department, has helped to signal to other police agencies that reform is necessary. Moreover, the department has started addressing deficiencies noted by Police Foundation (PF) experts when brought to the attention of its leadership.

The men and women of the SLCPD have been fully cooperative in the collaborative reform process. They have been tirelessly willing to respond to requests and have engaged consistently with thoughtfulness and professionalism. We would be remiss if we did not acknowledge that this process and this report would not have been possible without their willingness to open their department to the PF team.

While the SLCPD has been eager to make change throughout the CRI-TA process, there is still more work to be done. The leadership at the SLCPD has an opportunity to redefine the practice of community policing and engagement strategies and redirect training to issues such as community engagement, implicit bias, and using data to drive police practices.

Throughout the CRI-TA process, our goal has been to help position the SLCPD to develop new policy and practices that are fair and transparent to communities served. Our goal is that the SLCPD become a model for those departments striving to change culture and police practice to a focus on problem solving, engagement, and professional policing.

Over the next 12 months, the PF assessment team will work with the SLCPD and the COPS Office to monitor and assist in the implementation of the reforms outlined in this report. The SLCPD's progress will be published in two monitoring reports. The reforms recommended in this report are intended to create a safer environment for the public and officers. By implementing these reforms, the department will be addressing the host of critical issues facing not only the SLCPD but also the entire police profession.

# **Appendices**

## ***Appendix A. Reference materials consulted by the Police Foundation***

### **Chapter 4. Recruitment and hiring**

Open Enrollment Recruit Program St. Louis County & Municipal Police Academy

SLCPD Commissioned Police Officer Requirements

SLCPD Police Officer Recruitment Brochure

SLCPD web page screenshot

General Order 06-69 Neighborhood Policing Committee

### **Chapter 5. Basic recruit training**

St. Louis County & Municipal Police Academy Bylaws

St. Louis County & Municipal Police Academy Police Basic Training Program Curriculum 201

Field Training and Evaluation Program Manual Goals and Objectives: Rules and Procedures

Overtime Work Policy

### **Chapter 6. Promotions and postpromotional training**

General Order 10-44: Promotional Policy

SLCPD Continuing Education Course Catalog 2014

Performance Evaluation Report Manual

### **Chapter 8. Responses for handling protests and mass demonstrations**

General Order 07-31: Command Response Plan

General Order 11-49: Incident Command System

General Order 11-68: Public Information and News Media Policy

SLCPD Civil Disturbance Quick Reference Guide

The Code 1000 Plan for St. Louis County and Municipal Law Enforcement Agencies

St. Louis County Emergency Operations Plan

Public Information Officer Checklist

### **Chapter 9. Five-year analysis of vehicle traffic stops, 2010–2014**

General Order 07-81: Citizen Contacts and Traffic Stops Information

## Chapter 10. Five-year analysis of use of force incidents, 2009–2013

General Order 10-29: Use of Force

## Chapter 11. Three-year analysis of citizen complaints and allegations, 2011–2013

Conduct and Discipline Manual: Rules and Procedures

General Order 04-05: Complaint Review Procedures

General Order 11-71: Guidance Program

## Chapter 12. Community Outreach

General Order 05-88: Citizens Police Academy Alumni Association

Law Enforcement Explorer Manual

Teen Leadership Academy

Citizen Survey Card

## *Appendix B. Detailed review and analysis of traffic stops by precinct data*

In addition to the county-wide vehicle stop analysis reported in chapter 9, the assessment team conducted an analysis of the most recent (2014) vehicle stops in all seven precincts and in the city of Jennings, where the St. Louis County Police Department (SLCPD) provides contracted law enforcement services. This section provides a descriptive analysis of the stop information to provide a more in-depth precinct level analysis of stops conducted by officers within the seven precincts: 1st—North County, 2nd—Central County, 3rd—Affton Southwest, 4th—South County, 5th—City of Fenton, 6th—City of Wildwood, 7th—West County, as well as the City of Jennings.<sup>183</sup>

The purpose of examining stops at the precinct level is to assist in identifying potentially dissimilar patterns of stop practices by officers within certain precincts compared to countywide data. The Police Foundation (PF) assessment team used the 2014 data to reflect the current precinct structure of the SLCPD.

As discussed in chapter 9 of this report, lack of observational data prohibits a comprehensive review of traffic stop data for the purpose of determining if a pattern of targeting minority motorists for traffic stops exists. While census data suggest an overrepresentation of Black drivers in the stop data, a more comprehensive assessment using observational benchmarking is necessary.

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183. The City of Jennings Police Department was consolidated into the SLCPD in the latter part of March 2011. As such, it is considered a precinct that is responsible for providing police services to the city of Jennings, similar to the 5th (City of Fenton) and 6th (City of Wildwood) precincts.

## Analysis of 2014 stops by precinct

### *Population demographics*

Table B1 presents the population demographics for each of the precinct patrol boundaries.<sup>184</sup> The City of Jennings, the 1st Precinct (North County) and the 2nd Precinct (Central County) have the highest concentration of Black residents.

**Table B1.** Population demographics by precinct, 2014<sup>†</sup>

Precinct	Population	% White	% Black
1st—North County	116,452	22.7	75.4
2nd—Central County	38,136	58.2	31.0
3rd—Affton SW	75,095	92.4	2.1
4th—South County	83,839	92.6	2.5
5th—City of Fenton	4,020	94.4	0.6
6th—City of Wildwood	35,632	90.4	2.0
7th—West County	59,950	88.0	2.4
City of Jennings	14,756	8.5	89.8

<sup>\*</sup> The population figures used for these analyses are for the entire population of each precinct and not the aged 16+ population used for the county-level analysis.

<sup>†</sup> Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

### *Stop data by precinct*

Traffic stop information by precinct, when compared to the racial makeup within some precincts, reaffirms the need to conduct a comprehensive analysis of stop activity within the SLCPD. Table B2 presents the racial composition, by precinct, of drivers stopped in 2014. As stated earlier, there are no observational benchmark data to conduct an accurate assessment of traffic stops for the SLCPD.

**Table B2.** Racial composition of drivers stopped by precinct, 2014 (N=61,572)<sup>†</sup>

Precinct	Total stops (all races)	White N (%)	Black N (%)
1st—North County	9,356	2,039 (21.8)	7,196 (76.9)
2nd—Central County	8,752	4,150 (47.4)	4,161 (47.5)
3rd—Affton SW	8,245	7,099 (86.1)	872 (10.6)
4th—South County	8,160	7,009 (85.9)	966 (11.8)
5th—City of Fenton	1,997	1,861 (93.2)	99 (5.0)
6th—City of Wildwood	6,103	5,788 (94.8)	156 (2.6)
7th—West County	13,663	11,925 (87.3)	1,051 (7.7)
City of Jennings	5,296	531 (10.0)	4,703 (88.8)

<sup>\*</sup> The Planning and Analysis Unit provided data codes to represent the precinct. For the present analysis, 13 stops of White drivers and 7 stops of Black drivers had codes that did not represent the precinct definition that was provided and are excluded from the analysis.

<sup>†</sup> Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

184. 2010 U.S. Census estimates of precinct-level populations were provided by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

### Reason for stop

The initial reasons for traffic stops in each precinct are shown in table B3. The difference between the percentage of Black and White drivers initially stopped for a moving violation was significant in all seven precincts and the city of Jennings. White drivers were more likely to be pulled over because of moving violations than for other violations. Black drivers, on the other hand, were less likely than White drivers to be pulled over for moving violations and, with the exception of the 4th and 5th precincts, were more likely than White drivers to be pulled over for equipment violations.

Moreover, the analysis suggested that Black drivers were stopped at higher rates across all precincts than White drivers for license checks (e.g., expired plates, registration check by officer that license is suspended). Finally, with the exception of the city of Jennings, Black drivers were more likely subject to investigative stops than White drivers. In the city of Jennings, White drivers were stopped at a higher rate (13.2 percent) for investigatory purposes than were Black drivers (10.0 percent). The difference in the percentage was significant.

**Table B3. Percentage of drivers stopped by reason for traffic stop by precinct, 2014\***

Precinct	Moving violation— White N (%)	Moving violation— Black N (%)	Equipment violation— White N (%)	Equipment violation— Black N (%)	License check— White N (%)	License check— Black N (%)	Investigative stop— White N (%)	Investigative stop— Black N (%)
1st—North County White total: 2,039 Black total: 7,196	1,347 (66.1) <sup>†</sup>	2,691 (37.4)	300 (14.7)	1,888 (26.2) <sup>†</sup>	267 (13.1)	2,053 (28.5) <sup>†</sup>	125 (6.1)	564 (7.8) <sup>†</sup>
2nd—Central County White total: 4,150 Black total: 4,161	2,651 (63.9) <sup>†</sup>	1,406 (33.8)	597 (14.4)	867 (20.8) <sup>†</sup>	797 (19.2)	1,632 (39.2) <sup>†</sup>	105 (2.5)	256 (6.2) <sup>†</sup>
3rd—Affton SW White total: 7,099 Black total: 872	4,069 (57.3) <sup>†</sup>	311 (35.7)	1,007 (14.2)	165 (18.9) <sup>†</sup>	1,751 (24.7)	366 (38.5) <sup>†</sup>	272 (3.8)	60 (6.9) <sup>†</sup>
4th—South County White total: 7,009 Black total: 966	3,107 (44.4) <sup>†</sup>	289 (29.9)	1,224 (17.5)	151 (15.6)	2,118 (30.2)	422 (43.7)	560 (8.0)	104 (10.8)
5th—City of Fenton White total: 1,861 Black total: 99	709 (38.1) <sup>†</sup>	30 (30.3)	476 (25.6)	18 (18.2)	568 (30.5)	40 (40.4)	108 (5.8)	11 (11.1)
6th—City of Wildwood White total: 5,788 Black total: 156	3,760 (65.0) <sup>†</sup>	75 (48.1)	580 (10.1)	24 (15.4) <sup>†</sup>	1,307 (22.6)	49 (31.4) <sup>†</sup>	141 (2.4)	8 (5.1) <sup>†</sup>
7th—West County White total: 11,925 Black total: 1,051	6,591 (55.3) <sup>†</sup>	501 (47.7)	1,960 (16.4)	197 (18.7) <sup>†</sup>	2,991 (25.1)	306 (29.1) <sup>†</sup>	383 (3.2)	47 (4.5) <sup>†</sup>
City of Jennings White total: 531 Black total: 4,703	226 (42.6) <sup>†</sup>	1,548 (32.9)	122 (23.0)	1,159 (24.6) <sup>†</sup>	113 (21.3)	1,527 (32.5) <sup>†</sup>	70 (13.2) <sup>†</sup>	469 (10.0)

\* Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

<sup>†</sup>  $p \leq .001$

## *Searches*

The countywide data reports show that Black drivers were searched at higher rates than White drivers. While the precinct findings are similar, in the 1st and 5th precincts there was no significant difference in search rates between Black and White drivers.<sup>185</sup>

The percentage of drivers subject to searches within each of the precincts and the city of Jennings were used to determine dissimilarities to countywide findings. As was presented in the overall department stop analysis in chapter 9, this includes all types of searches conducted as a result of the stop.

As indicated in table B4, the findings suggest that Black drivers were more likely to be searched as a result of the stop<sup>186</sup> than White drivers in the following precincts:

- 6th (Wildwood) precinct, where Black drivers were searched at a 102 percent higher rate than White drivers
- 7th (West County) precinct, where Black drivers were searched at a 78 percent higher rate than White drivers
- 5th (Fenton) precinct, where Black drivers were searched at a 63 percent higher rate than White drivers
- 2nd (Central County) precinct, where Black drivers were searched at a 43 percent higher rate than White drivers
- 4th (South County) precinct, where Black drivers were searched at 46 percent higher rate than White drivers

While the finding that Black drivers are more likely to be searched in five precincts is consistent with the finding for the entire county, the influence of outstanding warrant arrests on searches can be seen at this level of detail. Take, for example, the 6th precinct (City of Wildwood), where the data identify Black drivers as twice as likely to be searched as than White drivers. Taken alone, that finding would be cause for concern; however, when search data are viewed in combination with total arrest (table B6) and contraband discovered (table B5) data, a more holistic view appears.

In addition, the city of Jennings has a predominately Black population, and depending on the location of the stop (e.g., high crime area), and the time of day, as well as the (suspicious) behavior of the driver during the stop, these may be factors that contributed to the higher search rates of White drivers.

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185. For the purpose of our assessment, we focused on the following types of searches: consent, inventory, drug/alcohol odor, incident to arrest, plain view contraband, reasonable suspicion-weapon; drug dog alert, and other.

186. The search rate for different racial groups can be directly compared to one another. In the 6th precinct, for example, Black drivers were 1.97 times more likely to be searched than White drivers (8.1/4.1), or in other words, Black drivers were 97% more likely to be searched than White drivers.

**Table B4.** Percentage of drivers subject to search by precinct, 2014\*

Precinct	White drivers stopped	White drivers searched N (%)	Black drivers stopped	Black drivers searched N (%)
1st—North County	2,309	217 (10.6)	7,196	818 (11.4)
2nd—Central County	4,150	330 (8.0)	4,161	478 (11.5) <sup>†</sup>
3rd—Affton SW	7,099	845 (11.9)	872	133 (15.3) <sup>†</sup>
4th—South County	7,009	635 (9.1)	966	128 (13.2) <sup>†</sup>
5th—City of Fenton	1,861	137 (7.4)	99	12 (12.1)
6th—City of Wildwood	5,788	221 (3.8)	156	12 (7.7) <sup>†</sup>
7th—West County	11,925	882 (7.4)	1,051	139 (13.2) <sup>†</sup>
City of Jennings	531	148 (27.9) <sup>†</sup>	4,703	859 (18.3)

\* Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

<sup>†</sup>  $p \leq .001$

### *Contraband*

In all but one precinct (5th precinct), White drivers who were searched were more likely to have contraband than Black drivers who were searched. Among the searches conducted in the 5th precinct (City of Fenton), Black drivers were more likely to have a finding of contraband than White drivers (see table B5).

**Table B5.** Percentage of searches that resulted in finding of contraband by precinct, 2014\*

Precinct	White drivers searched	White drivers with contraband N (%)	Black drivers searched	Black drivers with contraband N (%)
1st—North County	217	81 (37.3) <sup>†</sup>	818	180 (22.0)
2nd—Central County	330	72 (21.8) <sup>†</sup>	478	76 (15.9)
3rd—Affton SW	845	191 (22.6) <sup>†</sup>	133	22 (16.5)
4th—South County	635	128 (20.2) <sup>†</sup>	128	12 (9.4)
5th—City of Fenton	137	36 (26.3)	12	5 (41.7) <sup>†</sup>
6th—City of Wildwood	221	59 (26.7) <sup>†</sup>	12	2 (16.7)
7th—West County	882	189 (21.4) <sup>†</sup>	139	23 (16.5)
City of Jennings	148	43 (29.1) <sup>†</sup>	859	170 (19.8)

\* Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

<sup>†</sup>  $p \leq .001$

### *Arrests*

Black drivers were more likely to be arrested as a result of a traffic stop in each precinct than White drivers. However, the differences in the arrest rate of Black drivers who have been stopped by the police is consistent with the results found in national estimates and with research on vehicle stops conducted in the state of Missouri.<sup>187</sup> Overall, in each precinct, the majority of drivers were arrested on outstanding warrants.

187. Jeff Rojeck, Richard Rosenfeld, and Scott Decker, "The Influence of Driver's Race on Traffic Stops in Missouri," *Police Quarterly* 7, no. 1 (March 2004), 126–147, <http://pqx.sagepub.com/content/7/1/126.full.pdf>; Eith and Durose, *Contacts between Police and the Public*, 2008, (see note 132).

The analysis of arrests made by precinct suggests that there were significant differences in the percentage of drivers arrested, as shown in table B6. The exceptions are the 5th precinct (City of Fenton) and the city of Jennings, where there were no significant differences in the percentage of drivers arrested. It should also be noted that the higher search rate of Black drivers might be a contributing factor in the differential arrest rate for Black drivers.

**Table B6. Arrests as a percentage of traffic stops by race per precinct, 2014\***

Precinct	White drivers stopped	White drivers arrested N (%)	Black drivers stopped	Black drivers arrested N (%)
1st—North County	2,309	80 (3.9)	7,196	417 (5.8) <sup>†</sup>
2nd—Central County	4,150	117 (2.8)	4,161	214 (5.1) <sup>†</sup>
3rd—Affton SW	7,099	316 (4.5)	872	56 (6.4) <sup>†</sup>
4th—South County	7,009	333 (4.8)	966	84 (8.7) <sup>†</sup>
5th—City of Fenton	1,861	76 (4.1)	99	8 (8.1)
6th—City of Wildwood	5,788	111 (1.9)	156	12 (7.7) <sup>†</sup>
7th—West County	11,925	398 (3.3)	1,051	79 (7.5) <sup>†</sup>
City of Jennings	531	67 (12.6)	4,703	628 (13.4)

\* Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

<sup>†</sup> p ≤ .001

Based on information contained within the Motor Vehicle Stops annual reports, the most common reason for an arrest was an outstanding warrant, and this pattern was reproduced within each precinct. For example, in the city of Jennings, 71.4 percent of drivers arrested were arrested on outstanding warrants. It is unclear whether the differences found in the city of Jennings reflect corresponding differences in the racial composition of the city residents, the distribution in outstanding warrants, or a combination of the two.

*Outcome of stop*

Citations were issued to drivers for moving violations, equipment violations, or suspended or expired licenses. The percentages of drivers who were issued citations as a result of traffic stops are presented in table B7. In the 2nd, 3rd, 6th, and 7th precincts, White drivers who were stopped were more likely to be issued citations than Black drivers who were stopped, but the difference was significant only in the 6th and 7th precincts. In the 1st and 4th precincts and the city of Jennings, Black drivers who were stopped were more likely to be issued citations than White drivers who were stopped, but the difference was significant only in the 1st and 4th precincts.

**Table B7. Driver outcomes other than arrest by precinct, 2014<sup>†</sup>**

Precinct	Citations— White N (%)	Citations— Black N (%)	Warnings— White N (%)	Warnings— Black N (%)	No action— White N (%)	No action— Black N (%)
1st—North County White total: 2,039 Black total: 7,196	1,429 (70.1)	5,286 (73.5) <sup>‡</sup>	443 (21.7)	2,161 (30.0) <sup>‡</sup>	320 (15.7) <sup>‡</sup>	521 (7.2)
2nd—Central County White total: 4,150 Black total: 4,161	2,923 (70.4)	2,866 (68.9)	1,293 (31.2)	1,310 (31.5)	102 (2.5)	171 (4.1)
3rd—Affton SW White total: 7,099 Black total: 872	4,670 (65.8)	539 (61.8)	2,178 (30.7)	255 (29.2)	536 (7.6)	130 (14.9) <sup>‡</sup>
4th—South County White total: 7,009 Black total: 966	3,950 (56.4)	607 (62.8) <sup>‡</sup>	2,695 (38.5)	329 (34.1)	646 (9.2)	78 (8.1)
5th—City of Fenton White total: 1,861 Black total: 99	1,280 (68.8)	77 (77.8)	511 (27.5)	19 (19.2)	108 (5.8)	5 (5.1)
6th—City of Wildwood White total: 5,788 Black total: 156	4,516 (78.0) <sup>‡</sup>	105 (67.3)	1,100 (19.0)	47 (30.1)	192 (3.3)	8 (5.1)
7th—West County White total: 11,925 Black total: 1,051	7,150 (60.0) <sup>‡</sup>	564 (53.7)	4,628 (38.8)	432 (41.1)	683 (5.7)	99 (9.4)
City of Jennings White total: 531 Black total: 4,703	339 (63.8)	3,138 (66.7)	135 (25.4)	1,317 (28.0)	96 (18.1) <sup>‡</sup>	439 (9.3)

\* Data supplied by John Wall (sergeant, SLCPD), pers. comm. with Edwin Hamilton (research manager, Police Foundation), March 18, 2015.

<sup>†</sup> Some stops result in more than one outcome (for example, a driver may be cited for running a red light and arrested on an outstanding warrant in the same traffic stop; see figure B1). Therefore, the total number of outcomes per racial group in this table added to the total number of arrests per racial group (table B6) will exceed the total number of stops for each precinct.

<sup>‡</sup>  $p \leq .001$

**Figure B1.** Sample traffic stop form

VEHICLE STOP INFORMATION			
DATE			TIME
MM	DD	YY	● AM ● PM

**1 VIOLATION RESULTING IN STOP** (✓ all that apply)

MOVING     EQUIPMENT     LICENSE     INVESTIGATIVE

**If a "moving" violation,** (✓ category of violation)

SPEED     LANE VIOLATION     FOLLOW TOO CLOSE  
 CVE     FAIL TO SIGNAL     OTHER MOVING VIOLATION

**2 RESULT OF STOP** (✓ all that apply)

CITATION     WARNING     NO ACTION     OTHER

**3 DRIVER'S RACE/MINORITY STATUS** (based only on visual observation)

WHITE     BLACK/AFRICAN-AMERICAN     HISPANIC/LATINO  
 AMERICAN INDIAN/ALASKA NATIVE     ASIAN     OTHER/UNKNOWN

**4 DRIVER'S AGE**     UNDER 18     18-29     30-39     40+

**5 DRIVER'S GENDER**     MALE     FEMALE

**6 LOCATION OF STOP**

INTERSTATE HIGHWAY     U.S. HIGHWAY     STATE HIGHWAY  
 COUNTY ROAD     CITY STREET     OTHER

**7 WAS A SEARCH INITIATED?**     YES     NO

**If YES, probable cause/authority for search** (✓ all that apply)

CONSENT     INVENTORY     DRUG/ALCOHOL ODOR  
 INCIDENT TO ARREST     PLAIN VIEW CONTRABAND     OTHER  
 DRUG DOG ALERT     REASONABLE SUSPICION-WEAPON (TERRY STOP)

**8 WHAT WAS SEARCHED?**

DRIVER ONLY     PROPERTY ONLY     DRIVER AND PROPERTY

**9 DURATION OF SEARCH**

0-15 MINUTES     16-30 MIN.     31+ MIN.

**10 WAS CONTRABAND DISCOVERED?**     YES     NO

**If YES, type of contraband** (✓ all that apply)

DRUGS/ALCOHOL/PARAPHERNALIA     CURRENCY  
 WEAPON     STOLEN PROPERTY     OTHER

**11 WAS DRIVER ARRESTED?**     YES     NO

**12 IF ARREST MADE, CRIME/VIOLATION ALLEGED** (✓ all that apply)

OUTSTANDING WARRANT     OFFENSE AGAINST PERSON  
 RESISTING ARREST     DRUG VIOLATION     DWI/BAC  
 PROPERTY CRIME     TRAFFIC VIOLATION     OTHER

Revised September 2004

Source: St. Louis County Police Department

## *Appendix C. Traffic stops chart*

**Motor vehicle stop**

Stop initiated for traffic violation OR crime (robbery, etc.)

**Warning, ticket, arrest, field interview report (FIR)****Traffic stop report (TSR) completed**

- Electronic or paper
- Officer records TSR number on daily activity sheet

**Planning and analysis**

- Monthly report compiled of stops by race and precinct
- Quarterly reports by precinct including all officers
- Yearly traffic report distributed to Missouri attorney general

**Division commander review**

- Distributes quarterly reports to precinct, bureau, and unit commanders

**Precinct, bureau, and unit commander review**

- Commanders produce a findings report/review to the division commander

**Bureau of Professional Standards (BPS)**

- Officers identified in reports are recommended for counseling and/or training
- If complaint initiated internally, BPS begins formal review

## *Appendix D. Deadly use of force chart*

### **Deadly use of force (UOF)**

(death or wound inflicted)

#### **On-duty supervisor responds to scene**

- Ensures medical aid to suspect(s) and officer(s)
- Secures crime scene
- Identifies witnesses
- Notifies Crimes Against Persons
- Original crime report is completed by officer

#### **Crimes Against Persons unit**

- Crime Scene Unit conducts investigation
- Crimes Against Persons supervisor completes use of force (UOF) (Blue Team) report

#### **Crimes Against Persons commander review**

Case report and UOF (Blue Team) report

#### **DCI division commander review**

Case report and UOF (Blue Team) report

#### **Prosecutor review**

- Reviews case file
- Provides disposition or charge (justified or crime)

#### **DCI division commander review**

Case report, UOF (Blue Team) report, and prosecutor report

#### **Bureau of Professional Standards (BPS) review**

- Justified force is forwarded to deputy chief
- Policy violation initiates formal BPS investigation process

#### **Deputy chief review**

#### **Chief of police review**

#### **Board of Police Commissioners review**

#### **Chief of police final review**

#### **BPS review**

BPS notifies officer(s) of final disposition

## *Appendix E. Nondeadly use of force chart*

### **Non-deadly use of force (UOF)**

(includes use of deadly force where suspect was not wounded)

#### **On-duty supervisor responds to scene**

- Interviews suspect
  - Canvasses area for witnesses
  - Interviews officer(s) that used force
- \*if policy violation determined, supervisor initiates Bureau of Professional Standards (BPS) complaint  
 \*if UOF was criminal, Bureau of Crimes Against Persons notified

#### **Supervisor completes use of force (UOF) (Blue Team) report**

- Original report is completed and attached

#### **Precinct unit commander review**

#### **Division commander review**

#### **BPS review**

#### **Deputy chief review**

#### **Chief of police review**

#### **BPS review**

BPS notifies officer(s) of final disposition

Monthly departmental UOF summary is presented to the chief, command staff, and Board of Police Commissioners

Yearly UOF report is published in the department annual report available online and in print

## *Appendix F. Findings and recommendations*

### **Finding 4.1**

#### **The SLCPD does not represent the diversity of the population it serves.**

Compared to the population of St. Louis County, Blacks are significantly underrepresented in the commissioned ranks of police officer and police sergeant, and while the SLCPD has made efforts to increase minority representation in the command ranks the department remains moderately under representative of the community in the ranks of lieutenant and captain.

Women are also underrepresented in all ranks of the department. Currently, of the 13 SLCPD captains, only one is female. In addition, the department has only three female, in comparison to 26 male, lieutenants. The assessment team also noted the lack of inclusion of female leadership in all executive-level meetings between the assessment team and the SLCPD.

#### ***Recommendation 4.1.1***

*The SLCPD should develop a strategic plan for officer recruitment, focused on race and gender diversity, to include attention to recruiting, promotion, and retention of minorities and women.*

Addressing underrepresentation begins with recruiting. The SLCPD should conduct a scan of organizations that have successfully overcome recruiting barriers and develop a plan with goals, objectives, and outcome measures. This plan should be articulated to the rank-and-file officers and reviewed annually to respond to any changing demographics in the metropolitan area.

The SLCPD should create education and training events that assist applicants or those considering becoming applicants in understanding hiring and application requirements, areas of concern during the background process, and common mistakes made by applicants.

In addition, the training program should provide potential applicants with sample written exams and exposure to the fitness test to better prepare them for the application process.

#### ***Recommendation 4.1.2***

*The SLCPD should create a community recruiter program that identifies and trains community leaders to serve as SLCPD recruiters.*

Community recruiter training should include education on the hiring process, common candidate exclusions such as felony convictions, resources available to candidates that could improve success, and mentoring skills training so that the community recruiter can support the candidate throughout the hiring process.

#### ***Recommendation 4.1.3***

*The SLCPD should track and publicly report, at least annually, demographic information of current employees, employees who have left the organization, and applicants who have applied to the department.*

Reporting for current employees should include rank and areas of assignment. For individuals who left the department, the reason for leaving should be noted. For applicants, the status as identified in table 6 should be included.

**Recommendation 4.1.4**

*The SLCPD should consider creating a diversity council representing gender, ethnic, racial, LGBT, and linguistic minorities to serve as advisors and champions for the chief and SLCPD command staff to support recruitment efforts focused on youth, newcomer populations, and gender diversity.*

**Recommendation 4.1.5**

*The SLCPD should create a youth advisory council representing youth from schools throughout the county who will serve as advisors to the chief and command staff on ways to engage the community's youth and on potential barriers to recruiting St. Louis youth into policing.*

The council should involve youth in the police department, fostering relationships with officers and executive staff and exposing them to the work of the department. It will also provide department staff with the opportunity to create relationships with future leaders of the community.

**Recommendation 4.1.6**

*The SLCPD should conduct an in-depth review of its hiring process, including the examinations it uses, to determine whether any step in the process has an adverse impact against any group of applicants and, if so, whether the process is valid and whether there are alternative selection procedures that could meet the county's needs but have less disparate impact.*

**Finding 4.2****The SLCPD recruiting process has not been able to consistently translate existing relationships with high school students and youth programs into employment opportunities.**

Relationships developed between department personnel and St. Louis youth offer opportunities for recruitment of diverse populations with strong ties to the community. Often, these meaningful relationships begin with St. Louis County students and their school resource officers (SRO). Unfortunately, many of those employment opportunities are lost when youth graduate from high school and either go to college or enter the job market without the ability to remain connected to law enforcement career opportunities.

**Recommendation 4.2.1**

*The county of St. Louis should identify and create job classifications that allow for entry level employment in the police department designed for individuals who desire a career as a police officer but who do not meet age or college requirements.*

For more than 40 years, law enforcement agencies across the country have used police cadet or community service officer job classifications to successfully diversify organizations without sacrificing employment or education standards. Employing youth from within the community strengthens community police relationships and keeps local jobs local.

Many community services officer (CSO)/cadet programs require employees to go to college while working part time at the police department during the school year and full time while on school breaks. The employee would also attend the academy and earn college credits that would apply toward minimum requirements. All of this can be accomplished before the potential applicant meets the minimum age requirement.

**Recommendation 4.2.2**

*Job duties of cadets or community service officers should prepare them for the job of police officer while also reducing the workload of existing officers to allow for more time for engagement in community activities and problem solving.*

Duties performed may include nonenforcement functions such as completing crime and accident reports, interviewing witnesses, augmenting neighborhood policing functions, assisting at major crime scenes, or any other non-enforcement function the employee can be or has been trained to perform.

**Recommendation 4.2.3**

*SROs, neighborhood police officers, and other employees whose jobs require high levels of youth contact and community engagement should be trained and evaluated on recruitment techniques so that they are proficient in recruiting efforts.*

The recruitment officer should not be the only department staff member to shoulder the entire recruiting responsibility. The job should be divided between all who have the ability to be role models and mentors and to coach youth.

**Finding 4.3****The SLCPD website employment link does not inspire viewers to engage, volunteer, or join the department.**

The academy site link lacks similar attributes. The Academy Challenge video describes the hiring process and academic challenges appropriately. However, the video is heavily influenced by the use of force and officer safety curriculum. While the latter are important to the safety of officers, the uninformed viewer may perceive the video as representing the primary work officers do in the community.

**Recommendation 4.3.1**

*The SLCPD should redesign its website to interactively engage viewers.*

The site not only should serve as a method of informing the audience but also should showcase the department to the community. The department should devote at least one page on the website to recruitment. The page should illustrate the tenets of community policing such as service, volunteerism, and community problem solving to engage potential applicants to the SLCPD. Videos that allow the viewer to experience the daily work of a patrol officer, dispatcher, forensics staff member, SRO, or detective should also be posted. The SLCPD should use the video to highlight the actual work done on a daily basis to make the community a safe place to live, work, and play. The video should not focus on tactical operations of the department; this is a mistake made by many departments across the country.

**Finding 4.4****The SLCPD recruitment unit is insufficiently staffed.**

It is composed of one officer assigned to the personnel division. This staffing level is insufficient to accomplish the recruitment tasks necessary to identify and select the best officer candidates and to reach desired diversity levels. While the SLCPD is making sincere efforts to diversify the ranks of officers, traditional diversity recruitment efforts with existing staffing levels are not meeting community or department expectations.

**Recommendation 4.4.1**

*The SLCPD should increase staffing levels to support the important job of new officer recruitment.*

**Finding 4.5****The SLCPD automated system does not allow for in-depth analysis of the hiring process.****Recommendation 4.5.1**

*The SLCPD should maintain an automated system that tracks applicants through the entire recruitment and hiring process, allowing for real-time access to individual applicant information and for a review of the selection process.*

Such a system would allow background investigators and supervisors to identify potential issues with individual applicants and would also allow managers to identify successes or potential flaws in the process.

**Finding 5.1****The St. Louis CMPA provides insufficient training hours devoted to community engagement, diversity, and community policing elements during SLCPD basic recruit training. Of the 916 hours of basic recruit training, only 14 hours are devoted to these topics.****Recommendation 5.1.1**

*The SLCPD should include fair and impartial policing, community engagement, and partnership development in the basic academy curriculum.*

The foundation of recruit training should be modified to include courses on policing history and professionalism, community policing, and community engagement strategies. They should include case studies on effective alternative policing programs that lead to increased trust by the community. Community oriented policing and community engagement training should be expanded and enhanced. Training should also expand focus on social service agency referrals for citizens who have a need.

**Finding 5.2****The CMPA does not sufficiently use experts in the area of cultural diversity.**

Most CMPA trainers do not have the expertise necessary to teach officers about cultural diversity, youth issues, and newcomer populations; nor does the SLCPD regularly engage youth or diverse populations as part of the standard recruit training program (or in-service or postpromotional training).

**Recommendation 5.2.1**

*The SLCPD should invite university instructors and members of community-based organizations and other subject matter experts in cultural diversity, youth issues, and newcomer populations to serve as guest lecturers. Instructors who are identified as subject matter experts on cultural diversity should have a curriculum vitae (CV) that reflects the necessary expertise.*

The St. Louis CMPA has invited speakers from community service organizations such as the Alzheimer's Association, Deaf Interlink, and the Anti-Defamation League. But they should also invite guest lecturers who actually represent local community populations to complement the CMPA instructors to enhance the recruit experience and understanding of community diversity. This will also involve the community in the police department.

**Finding 5.3****The CMPA trains recruits for a large number of law enforcement agencies with disparate policies and procedures, which creates complexity and added challenges with regard to teaching best practices.**

The variety of agency recruits attending the academy requires CMPA instructors to be knowledgeable in the policies for each agency and in certain courses, such as pursuit and use of force reporting, to create separate blocks of instruction unique to the agency recruit(s). The additional workload combined with disparities in department policies and requirements affects continuity of instruction.

**Recommendation 5.3.1**

*The SLCPD should collaborate with the municipal departments trained by the St. Louis CMPA to streamline pursuit, use of force, and other policies to promote uniformity and to prevent instructors from having to teach to the differences in policies and procedures in each individual department.*

**Recommendation 5.3.2**

*The SLCPD should take a leadership role in collaborating with municipal agencies in St. Louis County to attempt to gain consensus on semiannual, countywide, standardized training on police legitimacy, fair and impartial policing, procedural justice, and building community trust.*

These classes should be facilitated by the SLCPD acting in its capacity as a regional police training provider and using subject matter experts in the identified curriculum.

**Finding 5.4****Based on interviews with instructional staff, instructors at the CMPA are not subject matter experts in areas such as fair and impartial policing, community engagement, and partnership development.**

The majority of academy instructors are assigned full time and are experts in their assigned areas. However, impartial policing, community engagement, and partnership development are key principles that should be woven into nearly every course of instruction. All instructors should be knowledgeable in these principles and their application.

**Recommendation 5.4.1**

*All instructors authorized to teach at the St. Louis CMPA should complete train-the-trainer or similar courses in the areas of fair and impartial policing, community engagement, and partnership development.*

**Recommendation 5.4.2**

*St. Louis CMPA curricula should be modified to create themes relating to police legitimacy, procedural justice, fair and impartial policing, community policing, and building community trust that can be woven into all academy classes.*

All instructors should, where appropriate, attempt to weave these themes through all instructional material. Appropriate evaluation instruments beyond written exams should be used to measure application of the instruction.

**Finding 5.5****Many FTIs are unfamiliar with and unqualified to train on the latest trends in contemporary police practices such as fair and impartial policing, community engagement, and partnership development.**

Based on the assessment team's ride-alongs, interviews, focus groups, and review of general department training, the team determined that not all FTIs were familiar with and qualified to train on the latest trends in policing practices.

***Recommendation 5.5.1***

*The SLCPD should provide periodic in-service instructor training to FTIs that will prepare them to train probationary officers on current patrol practices to keep up with new or changing policing trends and state and local laws. Instruction should weave themes of fair and impartial policing, community engagement, and partnership development throughout all courses.*

***Recommendation 5.5.2***

*The SLCPD should require FTIs to be qualified trainers in critical courses of instruction such as fair and impartial policing, community engagement, and partnership development.*

***Recommendation 5.5.3***

*As part of a regular review process, FTIs should be evaluated on their instruction in and daily application of fair and impartial policing, community engagement, and partnership development.*

**Finding 6.1****SLCPD personnel with TAC/SWAT experience are selected for promotion at significantly higher rates than those without.*****Recommendation 6.1.1***

*The SLCPD should conduct an in-depth review of its promotional procedures to determine the impacts of those procedures and their validity and to determine whether there are alternative promotional procedures that could meet the County's needs but have less disparate impact on any group of applicants.*

***Recommendation 6.1.2***

*The SLCPD should review informal and formal reward systems to recognize and promote an increased emphasis on community engagement, problem-solving experience, and trust building with the community. Successes in these areas should be given prominent consideration for assignments and promotion.*

***Recommendation 6.1.3***

*The department should consider adding performance evaluation measures to the existing performance evaluation "neighborhood policing" category, focusing on community engagement, group problem solving, team building, and trust development.*

**Finding 7.1****The SLCPD does not require sufficient mandated in-service training that addresses community engagement or community policing.**

The in-service training program currently provides the state-required racial profiling information, legal updates, and programs that address current issues such as use (and misuse) of social media. If an officer is interested in any community policing training, they must take a related course provided by the CMPA through continuing education or seek an outside provider.

***Recommendation 7.1.1***

*The SLCPD should modify its in-service training to adequately address community policing, problem-oriented policing, and the historical impact on police-community relations.*

The President's Task Force on 21st Century Policing encourages law enforcement agencies to find ways to acknowledge the role of policing in past and present injustice and discrimination and how it is a hurdle to the promotion of community trust. Providing training that educates new officers on these issues is a starting point.

**Finding 8.1****While SLCPD officers understand NIMS terms and most concepts, they lack organization-wide understanding, experience, and proper application of NIMS.**

The SLCPD has not fully implemented key concepts of NIMS command and management, including ICS, multiagency coordination systems, and public information. Department General Order (GO) 11-49 identifies the purpose, policy, and procedure for implementation of ICS and also includes training requirements as prescribed in NIMS, yet many employees do not understand NIMS.

***Recommendation 8.1.1***

*While requirements mandate law enforcement training in NIMS and ICS, the SLCPD should require that supervisors and incident commanders with actual experience be available to respond to requests for assistance during incidents of civil disorder.*

***Recommendation 8.1.2***

*The SLCPD should require that ICS, including standardized ICS forms, be used during planned special events such as parades, presidential visits, large-scale gatherings, and sporting events.*

This will provide opportunities to implement and practice protocols so that they are better deployed during response to events that develop rapidly. In addition, by policy, training, and practice, NIMS should be a day-to-day operational norm for the SLCPD. For example, search warrants should use command and management including an ICS structure and, when appropriate, multiagency coordination and public information.

**Recommendation 8.1.3**

*The SLCPD incident commander should be required to ensure that a comprehensive incident action plan (IAP) is completed as described in NIMS and that any officer who responds to a mutual aid request is well informed of the IAP, including rules of engagement and disengagement and use of force policies.*

Senior staff should verify dissemination and understanding of this information by those on the front lines.

**Recommendation 8.1.4**

*The SLCPD should develop a policy that details the deployment of CDRTs.*

The policy should address the other recommendations and concerns noted in this section.

**Recommendation 8.1.5**

*The SLCPD should continue to regularly train and exercise with all potential mutual aid responders.*

**Recommendation 8.1.6**

*Department GO 11-49 should be revised to include appropriate recommendations identified in this report.*

**Finding 8.2****In August of 2014, the SLCPD had difficulty anticipating the extent of concern from communities it does not usually police and therefore did not properly plan for potential resulting protests.**

By not identifying the potential for large-scale violent protests, officers reacted to problems instead of taking a proactive approach to preventing them. While this improved following the incidents in August, additional attention is required.

**Recommendation 8.2.1**

*The SLCPD should include community leaders in the response planning process and inform and educate the public about potential police response plans.*

**Recommendation 8.2.2**

*As authorized by law, the SLCPD should use social media monitoring programs along with community source(s) development to encourage and enhance real-time actionable intelligence on issues emerging in the community.*

**Recommendation 8.2.3**

*The SLCPD should use social media to engage the community and protesters before, during, and after events to disseminate accurate information and correct erroneous information.*

**Finding 8.3**

**A civil disorder response that includes mutual aid resources (Code 1000) was difficult to manage because the experience, training, and professionalism of the officers varied so greatly among the many police departments in St. Louis County.**

***Recommendation 8.3.1***

*To establish a shared philosophy and set minimum standards, the SLCPD should take a leadership role in the review and revision of the Code 1000 response protocols that includes addressing unrequested self-deployment; competing department policies and procedures; equipment deployment and conflicting tactics, supervisor experience, and officer training.*

Agencies that do not participate in or that fail to comply with revised Code 1000 guidelines should be removed from participation in the Code 1000 system. If revisions do not meet the standards of the SLCPD, the department should discontinue participating with agencies that do not meet their standards.

***Recommendation 8.3.2***

*To reduce reliance on mutual aid for civil disobedience, the SLCPD should consider using allied agency personnel to respond to dispatched calls for service and temporarily modify dispatch priorities to increase the number of SLCPD personnel available for mass demonstrations, thereby improving consistency, accountability, and command and control.*

**Finding 8.4**

**SLCPD CDRT training manuals do not emphasize alternative approaches to managing a public disorder event beyond line movements and formations.**

***Recommendation 8.4.1***

*SLCPD CDRT training should be modified to present a balanced response to civil disorder that includes proper responses when tactical teams are deployed. Training should also include ways to prevent, mitigate, and de-escalate disorder events.*

The importance of de-escalating during a tactical response must be emphasized. The 2011 Police Executive Research Forum (PERF) Critical Issues in Policing Series issue entitled “Managing Major Events: Best Practices from the Field” provides best practices and examples from the field of events in which this type of approach has been successful.

**Finding 8.5**

**The SLCPD does not have policies that ensure that they always exhaust other de-escalation options before using tactical responses to disorder and protests.**

***Recommendation 8.5.1***

*SLCPD policy should require that officers familiar with the area and the community deploy before tactical teams.*

As they did in November 2014, the SLCPD should continue to assign officers who are skilled at community engagement to the front lines as situations develop. This recommendation in conjunction with the tiered approach in finding 8.4 reduces the overreliance on a tactical response by the SLCPD.

The President's Task Force on 21st Century Policing recommends implementing policies that "address procedures for implementing a layered response to mass demonstrations that prioritize de-escalation and guardian mindset."

**Finding 8.6**

**The SLCPD, as well as mutual aid departments, deployed rifles and administered tear gas inappropriately.**

This practice resulted in officers with long guns on the front lines and the deployment of tear gas without proper documentation or sufficient warning, contrary to the CDRT training.

***Recommendation 8.6.1***

*Written departmental policy should ensure that the deployment of long guns, less lethal shotguns, and chemical munitions is consistent with the incident action plan (IAP).*

***Recommendation 8.6.2***

*The SLCPD should prohibit, by policy, the use of "overwatch" for crowd management and mass demonstration incidents.*

"Overwatch" is a force protection tactic that is inappropriate for crowd management and mass demonstrations.

***Recommendation 8.6.3***

*Because deployment of tear gas is highly controversial, written department policy must clearly state that absent exigent circumstances, the deployment should occur only with approval of the incident commander.*

***Recommendation 8.6.4***

*Written department policy should require that the justification for the use of gas be recorded on video and documented in the appropriate police report.*

***Recommendation 8.6.5***

*Written department policy should require that public announcements and warnings regarding the use of gas be made allowing time for the crowd to orderly disperse.*

**Finding 8.7****Department GO 02-43 authorizes the use of a canine for crowd control at the discretion of the handler.**

The use of canines for crowd control is not consistent with accepted police practice.

***Recommendation 8.7.1***

*The SLCPD should revise GO 02-43 to prohibit the use of a canine strictly for crowd control.*

**Finding 8.8****The SLCPD lacks documented comprehensive training in the psychology of crowds and de-escalation.**

For example, front line officers wearing riot helmets and protective gear can inadvertently incite crowds resulting in increases in disorder and the level of protests. Tense situations can often be resolved by police withdrawal from the area while escalation can result in use of force by both sides. St. Louis County and Municipal Police Academy (CMPA) instructors articulated that CDRT training included de-escalation strategies in addition to recognizing that the media and others in the crowd will record all actions. Academy staff confirmed that training also addressed the psychological aspects of crowd management strategies. However, when reviewing the lesson plans and PowerPoint presentations for the course, the assessment team noted that they lacked these areas of instruction.

***Recommendation 8.8.1***

*The SLCPD should provide training based on best practices for crowd management issues, including the psychology of crowds, to improve frontline supervisors' and officers' decision making.*

Trainers from outside the department should be considered to assist with delivery of a diverse curriculum.

***Recommendation 8.8.2***

*The SLCPD should provide training that stresses the safe withdrawal of officers from the scene as soon as the situation allows it as a means to decrease tensions during protests.*

**Finding 8.9****SLCPD supervisors lacked clear direction in crowd management during civil disturbance events.**

Supervisors were assigned a number of responsibilities during civil disorder events, mostly to ensure proper squad movement and tactics. They were also tasked with ensuring that use of force was documented and arrest paperwork was thorough. There is no mention in the CDRT training of supervisors' obligation to engage and work with protesters during an event to mitigate the impact of law enforcement on the protest.

***Recommendation 8.9.1***

*The SLCPD should supplement requirements and training to require supervisors to participate in crowd engagement during civil disturbance events.*

Training should be provided that demonstrates de-escalation strategies and effective communication techniques for supervisors to engage crowd members and the media during protests. It is important that front line supervisors see their roles as responsible not only for the proper deployment of squads but also for facilitating protest response in an effective manner.

**Finding 8.10****SLCPD supervisors lack personnel management training that includes monitoring the well-being of personnel during chaotic emotional events.**

High stress events such as these sometimes require an officer to step off the skirmish line for a few moments to ensure that they remain professional in the midst of insults, threats to family members, or taunts by protesters. While the need for supervisors to monitor the well-being of personnel during incidents was covered in basic instruction immediately preceding deployment to the line, it is not included in training curriculum.

***Recommendation 8.10.1***

*The SLCPD should train supervisors in warning signs including verbal cues and body language that their personnel are under severe stress and in need of relief from the line.*

A periodic check of the officers' well-being should be part of any deployment response.

**Finding 8.11****During interactions with assessment team members, SLCPD personnel still exhibited signs of stress based on their experiences in 2014.*****Recommendation 8.11.1***

*The SLCPD should evaluate the employee assistance program, peer support program, and chaplaincy to ensure that adequate resources, personnel, and access are available for employees.*

***Recommendation 8.11.2***

*The SLCPD should provide necessary resources for employees to reduce potential victimization from doxxing, identity fraud, and threats.*

During the mass protests in 2014, officers' personal information was obtained by protesters and published on the Internet. This can and did lead to doxxing, identity fraud, and threats to officers' families, whose addresses can often easily be found through an Internet search. Media photos and interviews regarding the handling of the protests reported that officers deployed to the front lines of the protests removed nameplates and badges from their uniforms partly in fear of these potential dangers.

**Finding 9.1****While consistent with Missouri data collection law, the traffic stop analysis procedures employed by the SLCPD are inconsistent across the agency and lack the sophistication necessary for appropriate analysis of stop data. This results in a missed opportunity to fully understand if bias-based profiling is occurring.**

GO 07-81 clearly describes a review process based on analysis of traffic stop data compared to the population of the jurisdiction served by St. Louis County. The SLCPD has established a threshold requiring the review of an officer's stop activity if 20 percent or more of the officer's stops during a three-month period are stops of minority drivers. The assessment team's review of the SLCPD's efforts described in GO 07-81 revealed a process that lacks appropriate documentation, is inconsistent between divisions, and lacks a review process that demonstrates an understanding of analysis methods necessary for a comprehensive review of traffic stop data.

Based on preliminary (and imprecise) collection and analysis by the analysis team, the SLCPD's traffic stop and post-stop activity show a potentially disproportionate impact on Black drivers. While the SLCPD is mandated by state law to collect stop data and the Planning and Analysis Unit does review the information for the identification of officers making stops in excess of the 20 percent threshold, the department needs to ensure that appropriate data are analyzed to identify potential issues of racially biased policing.

**Recommendation 9.1.1**

*The SLCPD should conduct a comprehensive and rigorous study of traffic stop practices.*

One of the major issues in the analysis of stop data is determining the appropriate benchmark or standard to which the stop data are to be compared. While census-based benchmarks are imperfect benchmark measures, there is no consensus regarding benchmarking best practices. Our analysis of the SLCPD's stop information showed the potential for disparities with respect to stops, searches, and arrests; however, the findings do not necessarily suggest that officers' decision making is motivated by bias. The SLCPD should conduct a comprehensive study using a variety of benchmarks to address the perception of racially biased traffic stop practices.

**Recommendation 9.1.2**

*The SLCPD should standardize and centralize the review of officer traffic stop data.*

The current review process relies on an employee's supervisor's review and assessment of individual officers' stop activity. The reports provided by the SLCPD clearly reveal a lack of consistency in review techniques and reporting.

**Recommendation 9.1.3**

*The SLCPD should train all supervisors and executive-level staff who are responsible for the interpretation of stop data in research methods necessary to adequately review and identify potentially biased behavior.*

Supervisors must have training including but not limited to fair and impartial policing and procedural justice that allows them to identify potentially biased behavior.

**Recommendation 9.1.4**

*The SLCPD should report quarterly the results of reviews conducted in accordance with GO 08-81 to the Board of Police Commissioners.*

**Recommendation 9.1.5**

*If the SLCPD chooses to conduct a comprehensive analysis of traffic stop data as described in recommendation 9.1.1, GO 07-81 should be revised to replace census data with the benchmark used in the study as the comparison to officer stop data.*

**Finding 9.2****The SLCPD does not collect and analyze information on pedestrian stops made by officers.****Recommendation 9.2.1**

*The SLCPD should collect pedestrian stop data for additional analysis of its stop practices.*

The SLCPD should also collect data on pedestrian stops to more thoroughly address the potential issue of racially biased policing. Information from pedestrian stops should include, at a minimum, the race or

ethnicity and gender of the individual(s) stopped, reason for the stop, whether a search was conducted and contraband found, whether an arrest occurred and reason for the arrest, and the location of the stop.

### **Finding 9.3**

#### **The SLCPD traffic stop data collection software does not capture the specific location of traffic stops (either longitude and latitude or address).**

This precludes the ability to map stops to determine whether certain areas may have disproportionate stop practices. Having the specific locations of stops would provide the ability to perform geographic mapping or analysis of stops across the county and within each of the precincts.

##### ***Recommendation 9.3.1***

*The SLCPD should take immediate steps to accurately document the locations of traffic and pedestrian stops conducted by its officers.*

##### ***Recommendation 9.3.2***

*The SLCPD should use traffic stop location information to assess potential disproportionate stop, search, and enforcement activity.*

### **Finding 9.4**

#### **The SLCPD's GO 07-81, which establishes policies and procedures for citizen contacts and traffic stop information, is outdated.**

The policy needs to be modified to reflect current law enforcement practices that provide guidance for avoiding biased policing. The GO has not been revised since 2007 and lacks sufficient guidance for officers on relevant issues of biased policing.

##### ***Recommendation 9.4.1***

*SLCPD executive staff should review and modify the existing GO 07-81.*

The revised policy should emphasize the specific purpose of the policy to include commitment to treating all citizens in a fair and equitable manner. Definitions of biased policing and racial profiling should be provided in the policy as well as procedures to be followed when initiating enforcement action (stopping, detaining, searching, etc.) to avoid the perception of bias.

##### ***Recommendation 9.4.2***

*As the SLCPD revises GO 07-81, the SLCPD should ensure that the revised GO is followed by training that mirrors the guidance for officer behavior during encounters, including but not limited to being courteous and professional, providing a reason for the stop, providing the citizen his or her badge number when requested, and offering an explanation if the officer determines that the reasonable suspicion for the stop was unfounded (e.g., investigatory stop).*

Research on racially biased policing has consistently found that minority citizens are more likely to suspect that police stops are racially motivated if officers treated them discourteously or did not inform them of the reason for the stop. Focusing on direct and respectful communication between the officer and citizen during encounters will strengthen perceptions of county residents that SLCPD officers exhibit a high degree of professionalism and accountability in conducting duties.

**Finding 9.5**

**Before 2014, beyond the mandated training, the SLCPD did not provide officers with training on implicit bias and fair and impartial policing. Since that time, the SLCPD has made this training available.**

The SLCPD provides annual sensitivity training that focuses on the prohibition of racial profiling, the legal aspects of profiling, and respect for racial and cultural differences to all officers who may conduct traffic stops.

***Recommendation 9.5.1***

*The SLCPD should continue to provide implicit bias and fair and impartial policing training for all SLCPD officers.*

Currently, the SLCPD engages the St. Louis chapter of the Anti-Defamation League to provide bias-free training through in-service and continuing education efforts. This annual offering focuses on the prohibition against racial profiling, the legal aspects of profiling, and respect for racial and cultural differences to all officers who may conduct traffic stops. The SLCPD should continue to expand mandatory training on implicit bias and fair and impartial policing. The curriculum of the fair and impartial training program should instruct officers on the effect of implicit or unconscious bias that may influence decision making in enforcement actions.

**Finding 9.6**

**The SLCPD currently does not include analyses of stop data in the annual reports provided for the public.**

The SLCPD currently publishes annual reports that provide an overview of the administration and operations of the department. Annual reports detail crime statistics, complaints received and dispositions, and use of force statistics that occurred during the specific year and are made available to the public via the department's website. Reports also serve to increase transparency of the SLCPD's activities among county residents. Although the SLCPD is required by state law to report vehicle stop data to the Office of the Attorney General, it does not present the submitted data for inclusion in the annual report.

***Recommendation 9.6.1***

*Once improvements have been made to policy and practice governing data collection, benchmarking, and analysis, the SLCPD should include vehicle and pedestrian stop data and analysis with appropriate benchmarking for interpretation in published annual reports.*

Care should be taken to ensure that data cannot be misconstrued but are presented in their true and honest form. Providing this information in an easily accessible location (in the annual report, on the department's website, etc.) will increase transparency, accountability, and dialogue with the public.

**Finding 10.1**

**The SLCPD does not thoroughly investigate the use of deadly force in all situations.**

GO 10-29 establishes policies and procedures for use of force that are not consistent with contemporary policing policies. In particular, the general order does not require the Bureau of Crimes Against Persons to investigate the discharge of a firearm by an officer if both (a) it causes no injury to any person and (b) the officer is not the victim of a first-degree assault. The use of deadly force against another person is a serious

event that requires a complete and thorough investigation not only to determine if the use of deadly force was within policy but also, and more important, to determine whether the officer's actions are authorized by law.

***Recommendation 10.1.1***

*The SLCPD should revise GO 10-29 to require the Bureau of Crimes Against Persons to investigate all uses of deadly force by an officer against another person irrespective of injury.*

**Finding 10.2**

**The SLCPD has not yet made full use of the IPro software that was first implemented in 2012.**

Personnel assigned to the BPS need specific training on the IPro Blue Team system to more accurately and comprehensively report use of force incidents for identifying trends that may be of concern to the SLCPD. Additional training will enable the BPS to report and highlight problem areas that may need to be addressed more thoroughly among use of force incidents.

***Recommendation 10.2.1***

*The SLCPD should provide officers assigned to the BPS with Blue Team system training on the proper way to document incidents in a more comprehensive and accurate report format.*

While the implementation of the Blue Team software to document use of force incidents will provide more accurate reporting of use of force incidents, training on its use will assist the bureau in the annual collection and analysis of data on use of force incidents.

**Finding 11.1**

**The SLCPD may be unintentionally limiting complaints by not publicizing the acceptance of anonymous complaints and the locations where complaints may be made.**

The SLCPD accepts and investigates all complaints, including those made anonymously. However, the presence of a signature line on the Citizen Complaint Statement (F-332) may intimidate some citizens and discourage them from making a complaint.

***Recommendation 11.1.1***

*The SLCPD should review all printed material and its website to reinforce the openness of the complaint process including a listing of all locations where a complaint is accepted and the ability of a citizen to make an anonymous complaint.*

***Recommendation 11.1.2***

*The SLCPD should remove the signature line on the Citizen Complaint Statement (F-332).*

A signature, although not required, appears to be necessary to complete the form. The mere presence of the signature line appears to conflict with the openness of accepting anonymous complaints.

**Finding 11.2****The SLCPD currently uses a traditional punitive form of punishment in response to a sustained complaint.**

For serious allegations, this comes in the form of reprimands, suspensions, demotions, and termination. This usually results in an adversarial relationship between the employee and department, which may leave employees bitter and not address the cause of the misconduct.

***Recommendation 11.2.1***

*The SLCPD should consider moving to an education-based discipline (EBD) process.*

***Recommendation 11.2.2***

*The SLCPD should establish a St. Louis County Police-Community Mediation Program.*

The program uses a trained independent party to mediate citizen complaints against police employees. The mediation allows both the employee and the citizen to discuss their issues in a safe and impartial environment. The employee and community member are able to collaborate with each other rather than treat each other as adversaries and to have their complaints dealt with in an efficient manner. The goal is to build more understanding and better relations between the community and the SLCPD.

**Finding 11.3****The chief of police only receives the EWS report from the BPS annually, which limits the chief's awareness and understanding of potential critical issues within the organization.**

This notification informs the chief on the nature of the conduct, the intervention, and the outcome. More timely awareness could be helpful in focusing limited training resources in appropriate areas that will positively impact staff.

***Recommendation 11.3.1***

*The SLCPD should provide quarterly reports of staff identified by the EWS to better inform the chief of issues that may affect performance and require additional training of departmental personnel.*

There is also value in increasing the frequency of these reports to the chief in order to assist in day-to-day staffing decisions as well as having a strong sense of issues impacting staff performance.

**Finding 11.4****During the review of BPS files, the assessment team discovered a pattern of light discipline in investigations involving ethical failings and untruthfulness.**

The finding is based on comparing discipline administered in the SLCPD with discipline administered in similar cases identified by project team subject matter experts as well as current discussions regarding integrity in policing.

***Recommendation 11.4.1***

*The SLCPD should establish a disciplinary matrix for officer misconduct to increase consistency.*

Particular attention should be placed on allegations of ethical failings and dishonesty.

**Finding 11.5****The BPS does not use a consistent and comprehensive format for compiling pertinent information related to citizen complaints against officers.**

While the implementation of the IAPro software provides more accurate reporting of complaints and allegations, officers assigned to the BPS do not have comprehensive training on collecting complete information.

***Recommendation 11.5.1***

*Personnel assigned to the BPS should receive specific training on the IAPro system for more consistent and accurate reporting of citizen complaints and for identifying trends that may be of concern to the SLCPD.*

The SLCPD should provide system training for officers assigned to the BPS on the proper way to document incidents in a more comprehensive and accurate report format. With the additional training, the BPS will be able to report and highlight problem areas that may need to be addressed more thoroughly among the types of complaints received from citizens.

***Recommendation 11.5.2***

*Supervisors outside of the BPS have access to IAPro and should receive additional training on functionality and use of the system to ensure accurate and timely data collection.*

**Finding 11.6****The SLCPD uses an inappropriate benchmark in identifying an excessive number of complaints or incidents.**

Departmental GO 11-71 section II B reads, "An 'excessive number' of complaints or incidents will be determined by comparing the employee's pattern of behavior to that of employees in similar work environments, past performance evaluation reports, and input from their supervisors." Using peer behavior as a benchmark is only appropriate if the employees used as a benchmark are model employees. If the employees in a similar work environment are not performing at an acceptable level, the comparison is inappropriate.

***Recommendation 11.6.1***

*The SLCPD should review and revise the definition of excessive number of complaints or incidents as defined in GO 11-71 and any other documents, resources, and trainings using the same definition.*

**Finding 11.7****Oppressive or rude behavior and excessive force are the majority (a four-year mean of 58.3 percent) of citizen complaints against the SLCPD.**

The fair and impartial interaction between the SLCPD and the community is critical to building trust. Opportunities exist for the SLCPD to reduce the number of complaints while building trust with the community.

***Recommendation 11.7.1***

*The SLCPD should complete a comprehensive review of oppressive or rude behavior and excessive force allegations.*

The review should include community stakeholders to determine causes of complaints and opportunities for reductions.

**Finding 12.1****The SLCPD often places more value on technical and tactical proficiency than on investments in community policing such as community engagement and problem solving.*****Recommendation 12.1.1***

*The SLCPD should seek out and identify ways to embed the philosophies of community policing, procedural justice, and equity into the culture of the organization.*

For example, include community policing measurements as a component of officer performance evaluations; ensure officers are trained and evaluated on procedural justice during field training; and promote community policing philosophies as problem solving during CompStat processes.

***Recommendation 12.1.2***

*SLCPD command leadership and union representatives should identify ways to incentivize and reward officer performance in community engagement, problem solving, and trust building beyond the standard crime reduction metrics.*

**Finding 12.2****The SLCPD does not have an explicit policy or documented philosophy to serve as a set of guiding principles for community policing.**

The department makes reference to neighborhood policing in public and departmental policies and procedures and has this as one of the key pillars for officer evaluation. A patrol directive exists, but it does not clearly define community policing. Absent a department-wide community policing strategy including regular input from the community, the SLCPD may suffer the perception often applied to police departments who fail to balance enforcement with problem solving. A strong enforcement theme tends to contribute to an action oriented policing culture—an “us against them” mentality. It is essential for local police to form meaningful relationships with the community so they are not viewed as an occupying force that is merely in the community to enforce rules and laws.

***Recommendation 12.2.1***

*SLCPD leadership should conduct a scan of community policing and stakeholder engagement best practices in preparation for defining their community policing strategies.*

SLCPD leadership can use the results from the citizen satisfaction survey (which are produced twice annually) to inform their community engagement strategy.

***Recommendation 12.2.2***

*SLCPD leadership should conduct outreach to other jurisdictions that have successfully integrated problem solving, prevention, and intervention strategies as part of their overall response to crime and disorder and reduction in fear of crime.*

***Recommendation 12.2.3***

*After the environmental scan, SLCPD leadership, line level officers, and community stakeholders should engage in a strategic planning process to develop a formal community policing strategy, policy, and blueprint for implementation across the SLCPD.*

**Recommendation 12.2.4**

*Using this blueprint, the SLCPD should develop a realistic timeline and strategic plan to implement the community policing strategy.*

This timeline should incorporate community oriented policing throughout the department and enable every officer on patrol and in other units with public contact to provide community policing services.

**Recommendation 12.2.5**

*The SLCPD should ensure that community policing includes respectful engagement and joint problem solving with members of the community through neighborhood- and block-level partnerships involving adults and youth in the community, through citizen advisory councils, or through expansion of the current neighborhood crime watch program.*

**Finding 12.3****Current departmental policies and procedures do not allow ample opportunity for officers to meaningfully engage with the community.**

Officers are more often than not confined to their patrol cars for entire shifts, placing a physical barrier between them and the public.

**Recommendation 12.3.1**

*The SLCPD should examine and revise patrol deployment, dispatch priorities, alternative methods of service delivery, and staffing levels to identify ways to allow officers more time for community engagement.*

For example, the SLCPD could place bicycle racks on the patrol cars and encourage officers to ride the neighborhood on a bicycle as often as staffing and call volume allow. This will provide more opportunities for community engagement for the officer and community members especially near playgrounds and around outdoor community events or gatherings.

**Recommendation 12.3.2**

*The SLCPD should use “park and walks” by all SLCPD officers assigned to field duties.*

Allowing officers the opportunity to remove the barrier of a vehicle and communicate with community members is critical in developing relationships and establishing trust between residents and officers. These interactions are designed to be spontaneous, such as officers stopping to play with youth in a playground or talk with a family enjoying a front yard barbecue. However, they can also be deliberate, such as walking in an area that is struggling with crime or a shopping area to speak with customers, employees, and business owners.

**Finding 12.4****The neighborhood policing officers (NPO) assigned to SLCPD precincts do not receive enough specialized training on partnership, problem solving, or prevention (crime prevention through environmental design [CPTED] or the SARA model).****Recommendation 12.4.1**

*The SLCPD should ensure that NPOs receive special community policing training beyond that which is provided to all officers with a focus on partnership development, problem solving, and organizational transformation.*

**Recommendation 12.4.2**

*After NPOs receive training focused on partnership development, problem solving, and organizational transformation, they should be required to participate in precinct-level problem-solving assignments focused on community engagement and improving neighborhood safety with measurable outcomes.*

**Finding 12.5****There is evidence that there are youth in the St. Louis community who fear and distrust the police.**

The PF assessment team spoke with young people who said they often do not understand police actions and believe that the police do not understand them. The SLCPD has work to do to ensure that the youth of the St. Louis community are regularly and meaningfully engaged.

SLCPD officers should strive to understand and interact with the community's youth in an effort to ameliorate fear in the youth community, build a foundation of mutual trust and respect, and begin to build a pool of potential police recruits from the community.

**Recommendation 12.5.1**

*The SLCPD should create and maintain a series of police-youth dialogues.*

This will allow youth and police officers to potentially curb conflict and increase trust and cooperation in neighborhoods most affected by violence and crime. Bringing together youth and police of racially and ethnically diverse groups to build dialogue guided by professional facilitators could help to break down stereotypes and communication barriers to build mutual respect and understanding.

**Recommendation 12.5.2**

*The SLCPD should create a board of young adult police commissioners made up of juniors and seniors from several city high schools.*

This commission would be a group of young people who work with the SLCPD chief to bridge the gap between young adults and SLCPD officers. With the assistance of the SLCPD, the young adult police commissioners can host events and forums so teens from various public schools can come together to discuss neighborhood and school issues and concerns.

**Recommendation 12.5.3**

*The St. Louis CMPA should consider having youth participate in the community engagement training for academy recruits.*

This would entail having a panel discussion with youth focused on youth culture and perceptions of police. It would serve to foster dialogue between new officers and youth in communities where officers will be potentially working.

**Recommendation 12.5.4**

*The SLCPD should consider partnering with county schools, faith- and community-based organizations, and other community stakeholders to create youth programs (such as Junior Police Academies) free of charge for children ages seven to 14 years.*

For example, youth camps could offer various athletic and educational activities for campers throughout a five- or six-week summer program. Members from federal, state, and local law enforcement agencies and fire departments should be given an opportunity to educate campers about their organizations. They can also share important safety tips so campers can feel safer in their neighborhoods and be better prepared to make positive decisions. School resource officers from police departments within the SLCPD and others can serve as mentors to campers and provide a fun, educational summer experience. The SLCPD should also reach out to local colleges and universities with criminal justice programs to provide interns to assist with efforts.

**Recommendation 12.5.5**

*The SLCPD should work with the courts, schools, and other social service entities to create a diversion program for youth offenders.*

Instead of arresting youth offenders ages 12 through 17, they would be referred to a diversionary program. If they adhere to the guidelines of the diversionary program and successfully complete it, their record would be expunged. Similar (replicable) programs are currently underway in Ferguson and in Madison County, Illinois.

**Finding 12.6****Community trust in the SLCPD is negatively impacted by the enforcement practices of several municipal police departments within St. Louis County.**

The reduced level of trust by those subjected to heavy enforcement practices affects the SLCPD's ability to develop relations with the community. Although the SLCPD has no legal supervisory authority over municipal police departments not under contract, they do have an obligation to ensure fair and impartial policing throughout the county. They also have an obligation to report agencies they have reason to believe are committing unconstitutional police practices.

**Recommendation 12.6.1**

*The SLCPD should take a leadership role in the development of fair and impartial policing practices countywide. This could be accomplished in many ways including education, training, advising, and taking a public stand against agencies that have a perceived or proven unethical culture of abusing the community. The effort could be led by the CMPA Board of Managers, which is composed of police executives from across the county tasked with coordination and addressing of training issues.*

**Finding 12.7**

**The overall structure of the SLCPD website is difficult to navigate as a user and does not convey clear messages to users.**

**Recommendation 12.7.1**

*The website should have a significant redesign to maximize its utility as a public resource.*

**Recommendation 12.7.2**

*The website should have the most pertinent information in the top half of the screen.*

This option can be achieved by using the current navigation panes in a more effective manner and by adding a top navigation pane. The top navigation should include the sections: About Us, Citizen Satisfaction Survey, Contact Information, Newsroom, and Community Resources.

**Recommendation 12.7.3**

*The community resources section should include information about the Citizens' Police Academy, neighborhood crime prevention, and Do the Right Thing.*

**Recommendation 12.7.4**

*The left navigation pane should be reorganized to include community programs, career information, welfare association, municipal services and contracting, commendations and complaints, and department procedures. The right navigation pane should be about connecting with law enforcement and should include precinct information, social media buttons, crime mapping, and alerts such as National Terror Advisory System and Amber Alerts.*

**Recommendation 12.7.5**

*The Resources for Citizens subsections in the left navigation pane should be part of the main text on that page.*

The current subsections on the left navigation pane should be displayed in the main text of the Resources for Citizens page and then made into subnavigation pages to allow the user to access information about each specific resource.

**Finding 12.8**

**The SLCPD website requires visitors to click too many times to find information.**

A user wants to get to the information they need within one or two clicks of the mouse. In several places, a user has to click a number of times to access the necessary information. For example, when a user clicks on the media resources in the left column she gets two additional clickable options.

**Recommendation 12.8.1**

*The initial click on any page should take the user directly to the information he or she needs.*

The page should include subnavigation that provides suggestions for accessing related information. Staying with the media resources example, the page should take the user to a newsroom page with the press releases, e-mail registration, and specific contacts. If the site employs this structure there is no need for the main text on the page to redirect the user back to the left navigation to access any further information.

**Finding 12.9****Critical community content is not featured prominently on the SLCPD website.****Recommendation 12.9.1**

*The SLCPD should move the community safety programs and initiatives higher up onto the web page and give the information more prominence.*

**Recommendation 12.9.2**

*The social media section should serve as a call to action with sections like "Connect with Us."*

The site should incorporate social media in a more efficient and graphic manner. The social media sites have a wealth of good community news and important safety information that does not appear on the website. The department can enhance the right navigation pane by including widgets showing the latest social media posts.

**Finding 12.10****The SLCPD website design is extremely flat and not dynamic.**

It does not feature the best design elements of a website such as pictures, graphics, and other elements such as hover features and responsive (clickable) graphics. The site should be optimized for viewing on tablets and other mobile devices.

**Recommendation 12.10.1**

*The SLCPD should use photographs and navigation buttons, such as "Report a Crime," to make the web page more visually appealing and more user-friendly.*

**Recommendation 12.10.2**

*The SLCPD should place all crime reporting features in one section on its website.*

Currently, the St. Louis Regional CrimeStoppers, St. Louis Terrorism Early Warning Group, St. Louis County Drug Task Force, and St. Louis County Human Trafficking Task Force are on the bottom of the front page, but the drug activity reporting and human trafficking reporting forms are housed in the left navigation pane. Each of the reporting mechanisms should offer the opportunity to report anonymously if a community resident does not want to give personal information. Some reporting mechanisms note this ability while others do not mention the option to report anonymously.

**Recommendation 12.10.3**

*The recruiting and career information section should include currently open positions that are now featured on the right navigation pane.*

It is best to keep all like information together in one web section so all material is available to the user in one place.

**Recommendation 12.10.4**

*The SLCPD should review websites from agencies and organizations around the country that can provide examples of design elements that could better engage the SLCPD's audience.*

**Recommendation 12.10.5**

*The SLCPD should use the data gathered from the citizen satisfaction survey results to determine the most sought after material on the website.*

If that information is not available, restructure the website to place reporting and precinct information at the top of the page. The site could use the carousel technique to showcase the top five most sought-after categories at the top of the page. The carousel is composed of clickable images that take a user directly to the subpages for that material.

**Finding 12.11****The SLCPD website's usability is hampered by many broken links and outdated information.**

At the time of this review, the assessment team identified broken links or pages such as that of the Citizen Academy that do not include the information for which a user is looking. For example, the Citizen Academy page does not inform a user about when the academies occur, what is involved, or how long the academy course takes.

**Recommendation 12.11.1**

*The SLCPD should develop a consistent process to review and update website content.*

Baseline information should always be readily available to serve the public while considering or adding enhancements.

**Recommendation 12.11.2**

*Update the Citizen Academy page to include information—who, what, when, why, and how—that a user needs to know.*

Include highlights and success stories of those citizens who have completed the Citizen Academy on the corresponding pages. Currently, clicking on the Citizen Academy Alumni link does not produce any information. Clicking on the map of the various jurisdictions turns up no additional information either.

**Finding 12.12**

**The citizen satisfaction survey indicates that it is used to identify general trends in citizen satisfaction, but it does not tell a user what happens to the information gathered.**

***Recommendation 12.12.1***

*The SLCPD website should include more detail in the description of the citizen satisfaction survey.*

Questions to be addressed and posted on the site might be: Is it compiled and distributed in a yearly report? Does the department issue recommendations based on the survey that are available to citizens?

***Recommendation 12.12.2***

*The SLCPD should regularly update the website with the latest statistics compiled from the citizen satisfaction survey and archive them on the survey page.*

***Recommendation 12.12.3***

*The SLCPD should develop a chief's report or document for the website that informs residents of recommendations and activities based on the information gathered from the survey.*

## Abbreviations

<b>BJS</b>	Bureau of Justice Statistics
<b>BPS</b>	Bureau of Professional Standards
<b>CALEA</b>	Commission on Accreditation for Law Enforcement Agencies
<b>CARE</b>	computer assisted report entry system
<b>CDRT</b>	civil disorder response training
<b>CED</b>	conducted energy device
<b>CIT</b>	crisis intervention team/training
<b>CMPA</b>	St. Louis County and Municipal Police Academy
<b>COPS Office</b>	Office of Community Oriented Policing Services
<b>CPTED</b>	crime prevention through environmental design
<b>CP-SAT</b>	Community Policing Self-Assessment Tool
<b>CRI-TA</b>	Collaborative Reform Initiative for Technical Assistance
<b>CSO</b>	community service officer
<b>DO</b>	doctor of osteopathy
<b>DCI</b>	Division of Criminal Investigation
<b>DOJ</b>	U.S. Department of Justice
<b>EAP</b>	employee assistance program
<b>EBD</b>	education-based discipline
<b>EMT</b>	emergency medical technician
<b>EMTP</b>	emergency medical technician paramedic
<b>EWS</b>	early warning system
<b>FBI</b>	Federal Bureau of Investigation
<b>FIR</b>	field interview report
<b>FPD</b>	Ferguson Police Department
<b>FTI</b>	field training instructor
<b>FTO</b>	field training officer
<b>GO</b>	general order
<b>IACP</b>	International Association of Chiefs of Police
<b>IAP</b>	incident action plan

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<b>ICS</b>	Incident Command System
<b>IIR</b>	Institute for Intergovernmental Research
<b>LPO</b>	Leadership in Police Organizations
<b>MACTAC</b>	multi-assault counterterrorism action capabilities
<b>MD</b>	medical doctor
<b>MDT</b>	mobile data terminal
<b>MPCCF</b>	Missouri Police Chiefs' Charitable Foundation
<b>MPOLE</b>	Missouri Peace Officers Licensing Exam
<b>NBQ</b>	not best qualified
<b>NIMS</b>	National Incident Management System
<b>NOBLE</b>	National Organization of Black Law Enforcement Officers
<b>NPO</b>	neighborhood policing officer
<b>OC</b>	oleoresin capsicum
<b>OIS</b>	officer-involved shooting
<b>PBL</b>	problem-based learning
<b>PERF</b>	Police Executive Research Forum
<b>PF</b>	Police Foundation
<b>PIO</b>	public information officer
<b>POST</b>	Peace Officer Standards and Training
<b>PTO</b>	police training officer
<b>RMS</b>	records management system
<b>RN</b>	registered nurse
<b>RSMo</b>	Missouri Revised Statutes
<b>SARA</b>	scanning, analysis, response, assessment
<b>SLCPD</b>	St. Louis County Police Department
<b>SMIP</b>	Senior Management Institute for Police
<b>SRO</b>	school resource officer
<b>SWAT</b>	special weapons and tactics
<b>TSR</b>	traffic stop report
<b>UOF</b>	use of force

## Glossary

**Blue Team.** Proprietary, police-specific personnel management software.

**citizen-initiated.** A call for police service initiated by a citizen.

**Guidance Program.** A SLCPD-specific employee intervention and mentoring program.

**IAPro.** Proprietary personnel complaint and use of force management software.

**officer-initiated.** A call for police service self-assigned by an SLCPD officer (who handles the call him- or herself).

**pepper spray.** A common policing term for oleoresin capsicum sprays.

**precinct.** An organizationally determined geographic area under SLCPD jurisdiction created for resource allocation purposes (commanded by a police captain).

**probationary officer.** A newly appointed commission police officer OR one who is placed on probation as a result of disciplinary action.

**Taser.** Proprietary name for Taser, Inc.'s electronic control weapon; also the colloquial police term for any electronic control weapon or for deployment of such a weapon ("to taser" or "to tase").

**use of force.** The police use a range of force to secure compliance or apprehend an arrestee.

## About the Police Foundation

**The Police Foundation** is a national, nonpartisan, nonprofit organization dedicated to advancing innovation and science in policing. As the country's oldest police research organization, the Police Foundation has learned that police practices should be based on scientific evidence about what works best, the paradigm of evidence-based policing. Established in 1970, the foundation has conducted seminal research in police behavior, policy, and procedure, and works to transfer to local agencies the best new information about practices for dealing effectively with a range of important police operational and administrative concerns. Motivating all of the foundation's efforts is the goal of efficient, humane policing that operates within the framework of democratic principles and the highest ideals of the nation.

## About the COPS Office

**The Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is 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.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

- Since 1994, the COPS Office has invested more than \$14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.
- To date, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than 8.57 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at [www.cops.usdoj.gov](http://www.cops.usdoj.gov). This easy-to-navigate website is also the grant application portal, providing access to online application forms.



Recent events in Ferguson, Missouri; Staten Island, New York; Cleveland, Ohio; and Baltimore, Maryland, have exposed deep divides between communities and their police departments. Law enforcement agencies nationwide have begun the process of self-evaluation, reflecting on policies and practices and implementing innovative strategies to better engender community policing principles, build trust, and allay fear. The St. Louis County Police Department (SLCPD), with 855 authorized sworn commissioned officer positions, is one such agency. This report reflects findings and recommendations identified by the Police Foundation assessment team—an interdisciplinary team comprising subject matter experts, researchers, and analysts—through the Collaborative Reform Initiative for Technical Assistance process, which is designed to assess and reform policies and practices, taking into account national standards, best practices, current and emerging research, and community expectations in an effort to improve community-police relationships. Recommendations in this report focus on recruitment, training, mass demonstrations, vehicle stops, use of force, and communication.



**COPS**

*Community Oriented Policing Services*  
**U.S. Department of Justice**

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