

**UNITED STATES DISTRICT COURT  
EASTERN DISTRICT OF MISSOURI  
EASTERN DIVISION**

**UNITED STATES OF AMERICA,**  
**Plaintiff,**

**v.**

**THE CITY OF FERGUSON,**  
**Defendant.**

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**Case No. 4:16-cv-180**

**Hon. Catherine D. Perry**

**INDEPENDENT MONITOR’S  
WINTER 2020 SEMIANNUAL REPORT**

**I. INTRODUCTION**

Pursuant to Paragraph 438 of the Consent Decree entered into between the United States Department of Justice (“DOJ”) and the City of Ferguson, Missouri (the “City”) (together, the “Parties”), the Independent Monitor (the “Monitor” or the “Monitoring Team”) submits this Winter 2020 Semiannual Report, which details the City’s progress during the reporting period of April 1, 2019 through September 30, 2019 and highlights additional activities associated with the City’s implementation efforts through January 31, 2020.<sup>1</sup>

During Years One, Two, and Three, the City’s implementation efforts were punctuated with clear forward momentum in some areas and persistent barriers to progress in others.<sup>2</sup> The Monitoring Team is pleased that a strong working relationship endures between the City and the

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<sup>1</sup> In accordance with Paragraph 439 of the Consent Decree, the substance of this report has been agreed to by the Parties.

<sup>2</sup> Throughout this report, each year of implementation is referred to as “Year One,” “Year Two,” “Year Three,” “Year Four,” and “Year Five.” The monitorship officially began on July 22, 2016, when the former Monitor was appointed by the Court. Accordingly, the implementation years are identified as follows: Year One: August 2016 - July 2017; Year Two: August 2017 - July 2018; Year Three: August 2018 - July 2019; Year Four: August 2019 - July 2020; and Year Five: August 2020 - July 2021.

DOJ, particularly with respect to the development of core policies. Through a collaborative and iterative process with both the community and the DOJ, the City has developed initial draft policies in nearly all of the priority areas identified by the Parties during Year One. With respect to reform of the Ferguson Municipal Court (“FMC”), the City has developed and implemented most court-related provisions of the Consent Decree. Significantly, at the close of 2019, the City reported its near total compliance with the Consent Decree’s Comprehensive Amnesty Program (“CAP”).<sup>3</sup> While a final audit of the CAP by the Monitoring Team has yet to be completed, compliance with the CAP would represent a significant achievement by the City as it required the review and assessment of thousands of cases by FMC staff as well as coordination with the DOJ, the Monitoring Team, and the City Prosecutor.

Other areas of the Consent Decree, including implementation of the community engagement, training, and data analytics provisions, have failed to progress year after year. Fortunately, at the close of Year Three, the City filled a number of key positions in order to address these delays. In July 2019, Jason Armstrong was sworn-in as the City’s new Police Chief. Courtney Herron, the FMC Administrator and Nicolle Barton, the Consent Decree Coordinator, were hired in September 2019. Ms. Herron stepped into her role in the Court swiftly, preparing and assisting with the Monitor’s Fall 2019 Court audit as well as with all other implementation efforts pertaining to the FMC. Ms. Barton has been instrumental in serving as a much needed liaison between the City, the DOJ, and the Monitoring Team as well as in tracking and coordinating the City’s implementation efforts. In the late fall of 2019, the City contracted with AH Datalytics, a data consulting firm which immediately began providing

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<sup>3</sup> A detailed review of the City’s compliance with the Comprehensive Amnesty Program, including the Monitor’s review and audit of the implemented program, will be contained in the Monitor’s next written report to the Court.

data-related assistance to the City by conducting a “gap analysis” designed to measure the requirements of the Consent Decree against the City’s current data-collection capabilities. Because the hiring and onboarding of these individuals did not occur until the summer and fall of 2019, little progress beyond policy development was achieved during the reporting period.<sup>4</sup> Although much work remains, these individuals, in combination with Assistant Chief Frank McCall, Captain Harry Dilworth, and Interim City Manager Jeffrey Blume, have worked quickly to turn what had become perpetual areas of impasse into opportunities for renewed momentum. In the short time since these individuals joined the City’s implementation efforts, the Monitor has observed a renewed focus on and energy around the Consent Decree, including a more strategic approach toward implementation, the development of internal processes that better ensure compliance with the Consent Decree, and, for the first time, consistent tracking by the City of implementation efforts and benchmarks outlined in the Monitor’s Workplan.

The Monitor hopes that this revitalized commitment to the Consent Decree will lead to substantial focus during Year Four on two areas that remained largely stagnant during Year Three: (1) the development of a comprehensive training program; and (2) implementation of community engagement and policing practices that are consistent with the overall aims of the Consent Decree. With respect to training, as the City completes policy development in new areas, it faces a backlog with respect to implementing those policies via roll call briefings and incorporating them into a robust and consistent in-service training program. The City should assess its roll call procedures and seek guidance from the DOJ and the Monitoring Team, as needed, with respect to how its procedures could be streamlined and/or implemented more

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<sup>4</sup> The “reporting period” ran from April 1, 2019 through September 30, 2019. The “next reporting period” refers to October 1, 2019 through March 30, 2020.

efficiently. Furthermore, although the City completed an initial draft of a training plan in December 2019 (thanks to a tremendous effort by Assistant Chief McCall), much work remains with respect to finalizing this plan, including, for example, outlining the specific requirements of the Consent Decree and whether they are met by various training programs offered by the state of Missouri. The Monitor recommends that the City consider hiring a Training Consultant, with experience in creating such documents, to provide assistance with these processes, just as AH Datalytics has done with respect to data analytics. With both training and data, the City's retention of an expert with concrete experience in specialized tasks for a concentrated period of time is likely to result in a more efficient and cost-effective path to substantial compliance. A robust training program and plan is essential to adequately training on finalized policies. These plans should be developed carefully and strategically and rolled-out on a timely basis in order to ensure that the City implements policies efficiently during Year Four.

Finally, as stated in the Monitor's Fall 2018 Status Report, *see* [Dkt. No. 100 at 7-8](#), and repeatedly thereafter, the Monitoring Team continues to believe that a community engagement and/or outreach coordinator is critical to not only achieving substantial compliance with the Consent Decree, but to achieving a sustainable, community-oriented approach to policing that fosters trust and transparency within Ferguson. The community engagement provisions of the Consent Decree must be approached holistically; they should be developed not only to meet the specific paragraphs of the decree, but also in consideration of the greater purpose and goals of the decree with respect to community relations. It will serve neither the City nor the community to approach this core aspect of the Consent Decree by simply checking off community engagement tasks paragraph-by-paragraph as though they exist independent of the remainder of the agreement. Community engagement remains a critical aspect of the decree and is one area

that has not yet been adequately contemplated or resourced by the City. This must be addressed and prioritized during Year Four.

### **A. The Monitoring Process**

During the reporting period, and through January 31, 2020, the Monitoring Team supported the City in its efforts to achieve substantial compliance and conducted reviews and audits to determine compliance with both the Consent Decree and the Year Three Workplan. As with prior status reports, this report details the City's progress with respect to three critical phases of compliance: (1) policy revision and review; (2) training and implementation; and (3) auditing and compliance assessment.

#### **1. Policy Revision and Review**

The Parties continue to work collaboratively to execute the policy revision and review protocol as follows:<sup>5</sup>

- i. ***Kick-off/Announcement of Policy Area:*** FPD notifies DOJ and the Monitor of its intent to begin drafting or revising policies in an identified subject area;
- ii. ***Technical Assistance:*** The appropriate Subject Matter Expert on the Monitoring Team provides FPD and DOJ with technical assistance in the form of model policies and/or initial guidance as to best practices in the identified subject area;
- iii. ***Gap Analysis:*** FPD and DOJ conduct an assessment or gap analysis of FPD's current state of affairs (i.e., ascertain how FPD's existing policies, practices, and systems differ from the Consent Decree's requirements and best practices);
- iv. ***Solicitation of Community Input:*** Several provisions of the Consent Decree require community involvement in the implementation of specific policies, including those designed to improve police/community relations. The Parties are committed to soliciting community feedback on other policies as well, even where not explicitly required by the Consent Decree. While the Parties continually evaluate the best means of involving community stakeholders in the policy development process, the Parties have found that policy forums are an effective means of inviting and obtaining community input.

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<sup>5</sup> The steps outlined in the process are not necessarily intended to be implemented sequentially. Rather, the Parties and the Monitoring Team determine the appropriate methodology on a case-by-case basis.

- v. **Policy Revision:** FPD and DOJ revise policies, practices, and systems in the target subject area to the extent required under the gap analysis;
- vi. **Return to Monitor/SME:** Upon completion of a draft policy, the Parties submit the policy to the Monitor and/or appropriate Subject Matter Expert for review. The Subject Matter Expert will review the policy and either provide approval or arrange for a conference call to discuss additional revisions; and
- vii. **30-Day Comment Period:** Once the Monitoring Team has approved a draft policy, the City will email the policy to FPD officers from varying ranks and units. Officers will have a meaningful opportunity to review and comment on the new or revised policy or procedure during a 30-day period. At the same time, FPD will post the policy to the FPD website for review by the community. Community members will also have 30 days to provide comment on the draft policy or procedure. At the close of the 30-day period, the Parties will determine whether any modifications to the draft policy are appropriate. If modifications are made, the revised policy shall be submitted to the Monitor for review and final approval. After the Monitor has approved the final policy, officers will be provided roll call training and the finalized policy will be implemented and published.

## 2. Training and Implementation

Training is required in order to move policies out of development and into implementation. Under the Consent Decree, training takes on two forms: *first*, roll call trainings are delivered via lecture, PowerPoint, and/or short assessment; and *second*, in-service training is provided to FPD personnel. Under the Year Three Workplan, the City was tasked with creating a training schedule by February 28, 2019. See [Dkt. No. 100-1 at 14](#). The City still has not finalized a comprehensive training schedule. However, it did design and implement roll call trainings on an *ad hoc* basis as accompanying policies were finalized. Specifically, during the reporting period, under the leadership of Captain Dilworth, the City rolled-out a number of roll call trainings pertaining to the suite of use of force policies.

In general, the City's scheduling and execution of roll call trainings has been time consuming and has resulted in a backlog of trainings that have yet to be completed despite the fact that the accompanying policies were finalized during Year Three. To address this, the City

should confer with the Training Committee and with the DOJ in order to design an approach to roll call trainings that allows for more expeditious development and roll-out and includes sergeants and other department personnel in the delivery of training. To the extent needed, the Monitoring Team is readily available to provide technical assistance as well.

With respect to in-service trainings, the City submitted an initial draft of a training plan to the DOJ and the Monitoring Team for review in December 2019. While this document represents a substantial effort and strong first draft, it does not yet reflect the robust training plan contemplated by the Consent Decree. Enhancing and finalizing a roll call and in-service training schedule and plan must be a priority for the City during the next reporting period. Further delays with respect to training will prevent timely implementation of finalized policies.

As stated previously, the Monitor recommends that the City hire a consultant to assist in this critical aspect of implementation. Continued reliance on sworn officers to develop highly technical plans, presentations, and curricula assessments—on top of their daily duties—all but ensures there will be persistent delays in the development and roll-out of a comprehensive training program.

### **3. Auditing and Assessing Compliance**

As previous reports have indicated, with the exception of the FMC, much of the implementation phase of the Consent Decree remains to be completed. The Monitoring Team conducted its fourth and fifth Municipal Court audits in March and November 2019. The details of those audits, as well as a complete assessment of the City's compliance with the Comprehensive Amnesty Program, will be contained in a supplemental FMC Status Report to be published in early Spring 2020. The remaining subject areas did not enter the implementation stage during the reporting period. As noted above, the development of the

training schedule and plan is essential for ensuring that Consent Decree subject areas enter the implementation stage on a timely basis.

## **II. DETAILED STATUS UPDATE**

The Monitor issued a Year Three Workplan as Appendix D to the Fall 2018 Status Report. *See* [Dkt. 100-1 at 10-27](#). The Workplan provided benchmarks for the City's achievement of both short and long term implementation goals. Many of the deadlines outlined in the Workplan were not achieved by the City. As a result, the Monitoring Team and Ms. Barton, the Consent Decree Coordinator, collaborated extensively before developing a Year Four Workplan. Together, they discussed how and when action items would and could realistically be achieved by the City. Based on those discussions, the Monitor developed a Year Four Workplan, attached hereto as [Appendix A](#). The Year Four Workplan has been updated to reflect what the Monitor considers to be realistic and achievable goals during Year Four. In the future, if the City is determined to be "out of compliance" with a specific Workplan provision at the close of Year Four, the Monitoring Team requests that all Parties conference to discuss that provision and to support the City in developing a plan for achieving compliance as soon as possible with respect to that action item. Subsequent status reports will detail the agreed-upon schedule or procedure developed by the City to remedy the "out of compliance" measure. Where delays or missed deadlines occur as a result of circumstances beyond the City's control, the Monitoring Team will detail those in its semiannual status report. This protocol, which promotes both transparency and accountability, is possible now that the City has invested in a Consent Decree Coordinator, a dedicated individual who can facilitate the implementation process and help guide the City in decisions regarding the allotment of resources and the prioritization of tasks in accordance with the Monitor's Workplan.



The remainder of this report details the status of implementation with respect to the six stated priority areas—community policing and engagement; bias-free police and court practices; stops, searches, citations, and arrests; use of force; recruitment; and accountability—as well as municipal court reform, the school resource officer program, body-worn and in-car camera policies, First Amendment protected activities, and data collection and analysis.

**A. Community Policing and Engagement**

The Monitoring Team, once again, requests that the City prioritize community policing and engagement during the next reporting period. One of the most important areas of the Consent Decree continues to see little progress and attention. For this reason, the Monitoring Team strongly encourages FPD to develop a comprehensive plan for addressing all outstanding action items in the area of community policing and engagement. Where possible, a dedicated community engagement and/or outreach coordinator should be utilized to oversee implementation in this area.

The appointment of Former Assistant Chief Al Eickhoff as community outreach coordinator, followed shortly by his departure from FPD, resulted in lost ground with respect to implementation of the community policing and engagement provisions of the Consent Decree during the reporting period. However, Assistant Chief McCall assumed the role thereafter and, with the addition of a Consent Decree Coordinator, the City has taken significant steps toward increasing attention to this area since September 2019. The Monitor commends Ms. Barton for beginning to develop a Community Engagement Plan and for working with Chief Armstrong and Benjamin Horwitz from AH Datalytics to identify ways in which data collection may be used to track community policing practices within FPD. Next, the City should seek to finalize the City’s Community and Neighborhood Policing Plans as well as the Community Engagement

Plan and to complete development and implementation of its staffing, shift sequencing, and deployment plans in Year Four. Consent Decree (“CD”), ¶¶ 20, 26-27, 29-30. To facilitate this process, the City should develop and submit to the Monitor a schedule of monthly command staff meetings in which FPD discusses and analyzes significant crime trends, policing complaints, neighborhood quality of life issues, and community priorities for policing by the end of the reporting period. CD, ¶ 28. These plans are specifically intended to support a community-oriented approach to policing. *See* CD, ¶¶ 28, 29-30, 256-58.

The City reported that its policy for responding to NPSC recommendations remains in development. CD, ¶ 23. During the next reporting period, the NPSC should consult with the City as it works to finalize the Community Engagement Plan and the plan for responding to and acting upon NPSC recommendations. The Civilian Review Board (“CRB”) should also provide feedback and support during the development of the Community Engagement Plan.

#### **1. Civilian Oversight**

As stated in the Monitor’s Spring 2019 Status Report, the City successfully filled longstanding vacancies on the CRB during the reporting period; however, as of January 2020, there is at least one position that remains vacant. The Monitoring Team appreciates the City’s efforts to fill these vacancies and to train new members on the role and responsibilities of the CRB, and hopes that the City will commit to continuing to fill all CRB vacancies in a timely manner. In December 2019, attorneys from the DOJ met with CRB members to discuss and answer outstanding questions regarding the board’s operations and practices. The Monitor notes the importance of Paragraph 407 of the Consent Decree, which requires the City to take any measure necessary to safeguard the CRB’s ability to perform its civilian oversight functions, including ensuring the CRB’s independence from FPD and the City. *See also* CD, ¶ 404

(discussing eligibility to serve on the CRB). During the next reporting period, the Parties, and, to the extent needed, the Monitoring Team, will review the City's compliance with these provisions of the Consent Decree.

Within sixty days of the City's implementation of the misconduct complaint mediation program—which will serve as an alternative to the misconduct investigation process for certain civilian allegations of officer misconduct—the CRB should develop and recommend a program to promote awareness of the options available for filing and proceeding with misconduct complaints in Ferguson.

## **2. Community Dialogues & Mediations**

During the reporting period, the City made substantial progress toward launching its community dialogue and mediation programs. CD, ¶¶ 19, 32-34. The City formally selected Community Mediation Services of St. Louis (“CMS”) as the neutral facilitator who will facilitate small-group structured dialogues between police officers and community members and oversee the City's community-centered mediation program and anticipates finalization of its contract with CMS in time for the program's launch in March 2020. To that end, the City reported that it has already invited the NPSC and the Ferguson Youth Initiative to provide input regarding topics that would be both meaningful to the community and productive areas of discussion. The City should also seek to finalize its Neighborhood Mediation Plan during the reporting period.

## **3. Surveys**

Paragraphs 429 and 430 of the Consent Decree require the Monitoring Team to conduct annual surveys of members of the Ferguson community, including Ferguson residents, law enforcement personnel, and detained arrestees. In particular, the surveys are aimed at gathering information about (1) the community's experiences with and perceptions of FPD, public safety,

and the municipal court; and (2) police officers' attitudes regarding their jobs and the Ferguson community.

In partnership with the National Police Foundation ("NPF"), the Monitoring Team launched a community survey from April 8 – September 17, 2019. The survey was available online at: [www.tinyurl.com/FergusonMOsurvey](http://www.tinyurl.com/FergusonMOsurvey). In addition, hardcopies of the survey were available at Ferguson City Hall, Ferguson Public Library, and the Urban League's Ferguson location. During the survey period, the Monitoring Team held numerous community events intended to bolster community support for and interest in the survey, distributed flyers advertising the survey, and promoted the survey online. Despite these efforts, the 2019 community survey ("Survey 1") had only 125 respondents. The NPF analyzed survey results and generated a report of Survey 1, attached hereto as **Appendix B**. According to the NPF's analysis, the individuals who chose to take the survey do not reflect the entire demographic makeup of the community of Ferguson, with an overrepresentation of affluent, educated, white residents. For example, nearly half of all respondents live in Ward 2 and more than 75% of the respondents identify as white. App. B at 6-7. Although the results of Survey 1 are not representative of the Ferguson community at large, they are important in that they inform the Monitor's understanding of community concerns, help establish a survey process that can be improved upon and repeated annually, and identify the underrepresented community groups to whom outreach should be directed during the roll-out of the 2020 Survey ("Survey 2").

While the NPF's analysis of the survey speaks for itself, the Monitor highlights a few key takeaways for the Court's consideration. In general, the majority of respondents agreed that they trust FPD, have confidence in the department, would feel comfortable calling FPD if needed, and believe the agency would take complaints against officers seriously. *Id.* at 3. A

majority of respondents who interacted with FPD over the past year reported that they were very satisfied with the way they were treated by the officer. *Id.* at 14. While respondents reported that the police do a good job of being available when needed, responding promptly to calls, and treating people fairly, they reported that FPD does a poor job of fighting crime, dealing with neighborhood problems, and being visible on the streets. *Id.* at 1. These findings suggest that although FPD appears to maintain transparency and trust among the survey respondents generally, there remains a real need for increased community engagement and community policing by FPD.

When asked open ended questions about FPD, a number of themes emerged, including a perceived negative impact of the Consent Decree on the department, such as a lack of enforcement of crime, shortage of officers, and a general lack of confidence in leadership. *Id.* at 5. More than 21% of respondents indicated that they felt the Consent Decree prevented FPD from adequately enforcing the law and doing its job. *Id.* Another 21% of respondents indicated they felt crime was increasing and that FPD was not enforcing traffic or other laws, and 29% indicated a belief that the police department was understaffed. *Id.* 7.8% of respondents also commented on leadership issues within the department. In over 13% of the open-ended responses, however, respondents had only positive things to say about FPD. *Id.* The Monitoring Team will use the results of Survey 1 to, among other things, assess baseline measures of public satisfaction with FPD and FMC, continue to engage in constructive conversations with residents, City personnel, and the DOJ, and inform the Parties' approach to implementation.

The NPF also assisted with the roll-out of an officer survey during the reporting period. The officer survey, which was available to FPD officers in November and December 2019,

measured the officers' perceptions of FPD and the Ferguson community. Results from the officer survey will be shared with FPD officers during the next reporting period and will be published in the next semiannual status report.

#### **4. Monitoring Team**

To further support the City in its implementation of community engagement provisions of the Consent Decree during Year Four, the Monitoring Team has engaged an additional subject matter expert, Dr. Leigh Anderson, to evaluate and audit the City's compliance with provisions in this area. Dr. Anderson will work in combination with Steve Parish to: provide technical support to the City as it completes policy development; audit the City's ongoing community policing and engagement efforts; and strengthen the administration of the Monitoring Team's roll-out of Survey 2. Dr. Anderson has vast experience working with state and federal agencies in the area of public safety, and her knowledge of law enforcement and community-oriented policing practices will be a great asset to the Monitoring Team. Together, Mr. Parish and Dr. Anderson will work to not only support the City's progress with respect to community policing and engagement, but to ensure structure and accountability for the City in this area during Year Four.

#### **B. Bias-Free Police & Court Practices**

The Parties developed an initial policy pertaining to fair and impartial policing and posted the draft policy to the City's website for community input. During the next reporting period, the Parties should host any additional policy forums, including a proposed forum designed to solicit youth input in this area. The Parties should finalize this policy, inclusive of community and Monitor feedback, during Year Four.

To further promote bias free policing and court practices, the Consent Decree requires that all FPD police and court employees provide timely and meaningful access to police and court services to all, including individuals who have a limited ability to speak, read, write or understand English (“LEP individuals”). CD, ¶ 67. During the reporting period, the City did not achieve any progress in this area. Accordingly, during the next reporting period, the City should prioritize development of a plan for initiating policy development. In particular, the City should, in collaboration with the DOJ, host public forums related to these policies by the close of Year Four.

**C. Voluntary Contacts, Stops, Searches, Citations, and Arrests**

During the reporting period, the Parties completed policy development in the area of voluntary contacts, stops, searches, citations, and arrests. The initial suite of draft policies, inclusive of officer and community feedback, was submitted to the Monitoring Team for review. The Monitoring Team provided some suggested edits to the policies, which underwent final review and revision by the Parties. The Parties submitted this first suite of policies, including policies pertaining to stops, *Miranda*, search and seizure, and warrantless searches, for the Monitoring team’s approval in early January 2020. CD, ¶¶ 79-89. A second suite of policies, including policies pertaining to stop orders or “wanted,” correctible citations, and the Fourth Amendment, generally, are in development. CD, ¶¶ 90-98. Policy development in this area should be complete and roll call trainings on the first suite of policies should be conducted in this area by the close of Year Four.

**D. Use Of Force**

During the reporting period, the City commenced roll call training on the suite of use of force policies—the first set of policies for which policy development was complete. Roll call

training and post-training assessment has been completed with respect to use of force, firearms, electronic control weapons, less lethal shotgun ammunition, baton, oleoresin capicum (“OC”) spray, canines, and vehicle pursuit. CD, ¶¶ 128-70. During the next reporting period, roll call training will be conducted with respect to use of force reporting, use of force response and investigation, the use of force review board, and critical incidents. CD, ¶¶ 172-94. All roll call trainings should be complete by the end of the next reporting period, and the City should commence use of force in-service training by the close of Year Four. Additionally, Paragraph 172 of the Consent Decree requires FPD to develop a comprehensive process for reporting and investigating all FPD officer uses of force. CD, ¶ 172. Accordingly, during Year Four, FPD officers must begin reporting, either electronically or in paper form, and supervisors should begin reviewing, all use of force data.

#### **E. Recruitment**

The Parties completed a draft Recruitment Plan for attracting and retaining a high-quality and diverse work force quite some time ago. Approval of this plan has been delayed as the City has not yet developed a method for complying with Paragraph 283(a) of the Consent Decree, which requires the City to offer salaries that will place FPD among the most competitive of similarly sized agencies in St. Louis County. The City has reported that a salary study is underway and is likely to be completed during the next reporting period. Accordingly, the Recruitment Plan should be finalized by the City during Year Four. Once complete, the provisions of the Recruitment Plan must be explained to rank and file members of FPD, with documentation of this training provided to the Monitoring Team. Upon implementation, the Monitoring Team will review job applications and background investigation files to assess compliance.



**F. Accountability**

During the reporting period, the Parties considered and incorporated community feedback regarding policies and guidelines relating to complaint intake and investigations, including the Community-Police Mediation Process, Community Mediation Services of St. Louis Agreement to Mediate, Internal Investigations, Professional Standards and Internal Investigations Disciplinary Guidelines, and Non-Disciplinary Responses to Minor Violations. These policies were submitted to the Monitoring Team, who approved them in their finalized forms. As a result, the accountability suite of policies represents the second set of policies for which policy development is complete. CD, ¶¶ 362-400. During the next reporting period, the City should begin roll call training on these policies. The Monitor also understands from the City that FPD plans to build out its Professional Standards Unit and to enlist a professional standards officer to enhance FPD's implementation of policies in this area.

**G. School Resource Officer Program**

As stated in Court during the October 2, 2019 status conference, the Ferguson-Florissant School District has opted to engage another department for its School Resource Officer ("SRO") Program during the 2019-2020 school year. Pursuant to Paragraph 459 of the Consent Decree, the Parties "may jointly agree to make changes, modifications, and amendments to this Agreement." The Parties "may agree to suspend the current Agreement requirement for a time period agreed upon at the outset of the suspension." Because FPD officers will not be participating in a SRO Program this year, or anytime in the foreseeable future, the Parties have agreed to suspend further implementation of the SRO provisions of the Consent Decree. The Monitor agrees with the Parties' proposed suspension as it relates to Paragraphs 207-27 of the

Consent Decree.<sup>6</sup> At the beginning of Year Five, the Parties will reassess whether further suspension of implementation of these provisions is warranted.

#### **H. Body-Worn and In-Car Cameras**

During the reporting period, the Parties reviewed and incorporated community feedback into the initial draft policies and submitted the revised policies to the Monitoring Team for final approval. The Monitoring Team provided a number of additional comments, which the Parties are reviewing and incorporating into the finalized policies. The suite of body-worn and in-car camera policies will be completed during the next reporting period. CD, ¶¶ 228-50. The City should begin implementation of these policies by initiating and completing roll call trainings and initiating its in-service training program with respect to these policies by the close of Year Four.

#### **I. First Amendment Protected Activity**

During the reporting period, the Parties continued to draft policies in the area of First Amendment protected activity by incorporating, where appropriate, feedback provided by the community during policy forums held during Year Three. Although policy development is not yet complete in this area, the City and the Monitoring Team took measures to ensure that First Amendment activity was protected during the anniversary events planned in August 2019 to commemorate Michael Brown and mark the fifth anniversary of his death. The City proactively met with the DOJ and the Monitoring Team in anticipation of numerous planned and unplanned community events. During the weekend of August 9-11, 2019, SME Robert Stewart and former St. Louis Police Commissioner, Daniel Isom, were in Ferguson on behalf of the Monitoring Team to provide technical support, assistance, and to observe the City's interactions with the

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<sup>6</sup> Given this period of suspension, the SRO-related provisions of the Consent Decree have been removed from the Year Four workplan.

public. The Monitoring Team was pleased that FPD thoughtfully prepared for these events and with FPD's performance with respect to protected First Amendment activity that weekend. The Parties will continue to work toward completion of policy development during the next reporting period, posting the draft policies for public comment, incorporating feedback where appropriate, and completing policy development in this area by the close of Year Four. CD, ¶¶ 110-27.

#### **J. Data Collection**

During Year Three, a lack of progress with respect to data collection and analysis delayed implementation efforts in numerous subject areas contained in the decree. The Monitor is pleased to report that the City engaged a data consulting firm, AH Datalytics, during the reporting period in order to advance its data collection and analysis efforts. AH Datalytics has commenced a gap analysis and initiated the development of a comprehensive data collection plan. Under their guidance, the City now has the tools required to commence implementation of many of the Consent Decree's data-related provisions during Year Four.

### **III. CONCLUSION**

The Monitoring Team remains pleased that policy development has resulted in the finalization or near finalization of policies in various subject areas, including use of force and accountability, and that Year Four is likely to see the completion of policy development with respect to all of the Parties' stated priority areas. To avoid an implementation bottleneck associated with delayed roll call trainings, the City should prioritize a system for developing and conducting roll call trainings regularly and efficiently. Additional resources should be dedicated to the development of a robust training plan and to the implementation of in-service trainings. Finally, the City must continue to develop its community policing and engagement

efforts during Year Four. This area of the Consent Decree has fallen behind other subject areas and must become a priority for the City if substantial compliance with respect to implementation is to be achieved.

As always, the Monitoring Team appreciates the continued effort put forth by the DOJ and the City in achieving the aims of the Consent Decree and looks forward to continuing to work collaboratively as the City moves through the implementation phase of the decree.

Date: January 31, 2020

Respectfully submitted,

*/s/ Natasha Tidwell*  
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**CERTIFICATE OF SERVICE**

The undersigned attorney hereby certifies that the foregoing was filed electronically on January 31, 2020 with the Clerk of the Court for the United States District Court for the Eastern District of Missouri, and was served by ECF notice by operation of the Court's electronic filing system.

*/s/ Natasha Tidwell*

Appendix A to the Independent Monitor's Winter 2020 Report  
*United States v. The City of Ferguson*  
 Case No. 4:16-cv-180

CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
<b>COMMUNITY POLICING &amp; ENGAGEMENT</b>				
19	City to host and participate in group structured dialogues, arranged and led by a qualified neutral facilitator, between police officers and community members and groups, with an emphasis on community members and groups who previously have not had strong or positive relationships with FPD or the City.	Develop plan for structured dialogues and submit to MT (Tidwell). <b>Completion date: 03/30/20</b>	Begin first series of structured dialogues. <b>Completion date: 05/30/20</b>	
20	City and FPD to develop a community-engagement plan in consultation with the Neighborhood Policing Steering Committee ("NPSC"), the Civilian Review Board ("CRB"), individuals and groups within Ferguson, and community stakeholders who can provide unique perspectives and assistance, such as local colleges and universities.	Redesignate FPD's Community Outreach Coordinator and outline general responsibilities associated with the role. <b>Completion date: 03/30/20</b>	Develop Community Engagement Plan (and Crime Prevention Plan if needed) and submit to MT (Tidwell). <b>Completion date: 07/31/20</b>	Public Comment Period for Community Engagement Plan and roll call/training briefing. <b>Completion date: Year Five</b>
23	City, in consultation with FPD and the NPSC, to develop and implement policies to receive, consider, respond to, and act upon NPSC recommendations in a fully transparent and timely manner. The City will designate a City employee to provide administrative support necessary for the NPSC to perform its advisory function.	Develop Policy for Responding to NPSC Recommendations and submit to MT (Tidwell). <b>Completion date: 04/30/20</b>	Public Comment Period for NPSC Recommendations Policy and roll call training/briefing. <b>Completion date: 07/31/20</b>	
25	The City to assist with the establishment of a	Establish Neighborhood		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
	Neighborhood Association in each of Ferguson's apartment complexes.	Associations in Apartment Complexes. <b>Completion date: 07/31/20</b>		
26	City to develop an FPD crime-prevention plan and community-policing plan to ensure that policing is oriented around community priorities and partnerships and based on problem-solving principles.	Finalize CP policy and submit to MT (Stewart). <b>Completion date: 07/31/20</b>	Public Comment Period for Community Policing Policy and roll call training/briefing. <b>Completion date: Year Five</b>	
27	FPD to develop and implement Ferguson's "Neighborhood Policing Plan: A Police Community Partnership."	Develop Neighborhood Policing Plan and submit to MT (Tidwell). <b>Completion date: 07/31/20</b>	Public Comment Period for Neighborhood Policing Plan and roll call training/briefing. <b>Completion date: Year Five</b>	
28	FPD to develop strategies for working with community to address crime trends, policing complaints, neighborhood quality of life and working with community.	Develop schedule of monthly command staff CP/Crime analysis meetings and submit to MT (Tidwell). <b>Completion date: 05/31/20</b>		
29-30; 256-258	The City will develop and implement a staffing plan that enables close and effective supervision and will revise its current shift sequences and deployment to better support a community-oriented approach to policing and will post officer patrol area assignments on	Develop Shift Schedule/Deployment Plan and submit to MT (Stewart & Tidwell). <b>Completion date: 07/31/20</b>		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
	FPD website.			
33, 34	City to affiliate with the Community Mediation Services of St. Louis and to develop a plan for providing neighborhood mediations that promote lasting resolutions of appropriately selected disputes among community members, while reducing the need for involvement in the criminal justice system. The City will also affiliate with the Community Mediation Services of St. Louis to provide a community-centered mediation program to act as an alternative to the misconduct investigation process for certain civilian allegations of officer misconduct.	Finalize Neighborhood Mediation Plan. <b>Completion date: 03/30/20</b>	Commence community-centered mediations. <b>Completion date: 07/31/20</b>	
<b>REFORM OF THE FERGUSON MUNICIPAL CODE</b>				
40	City to develop and implement plan for comprehensive reassessment and revision of remaining Code provisions to ensure they are consistent with U.S. Constitution and other laws and provide clear and appropriate guidance to public and law enforcement officers.	Finalize plan for Reassessment and Revision of Municipal Code and submit to MT (Tidwell). <b>Completion date: 07/31/20</b>		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
<b>POLICIES &amp; TRAINING</b>				
45	City to review policies and procedures within one year of implementation to ensure they provide effective direction to FPD personnel and remain consistent with Agreement.	City to review policies and procedures one year after implementation and identify any deficiencies.  <b>Completion date: TBA for each subject area</b>		
46	The City agrees to maintain a complete, up-to-date manual of all FPD policies and procedures that is organized and maintained in a manner that makes it easily accessible and clear to officers, employees, and others. Officers and employees will have access to the manual in hard copy form, and in a readily usable electronic format (e.g., through an FPD intranet system accessible within the mobile data computers of FPD officers). Revisions and updates to FPD policies and procedures will be incorporated into the manual.	City to ensure that all finalized policies are maintained in a manner easily accessible to the public, and that officers and employees have access to finalized policies in hard copy and readily usable electronic format.  <b>Completion date: 04/01/20</b>	City to make finalized policies accessible to stakeholders internal and external to FPD in compliance with this provision and to complete renumbering of policies on an ongoing basis.  <b>Ongoing</b>	
49-51	FPD to establish a Training Committee, develop schedule for delivering all training required in Agreement, and develop a written Training Plan for supplementing FDP recruits' academy training; enhancing FPD's field training, and implement comprehensive in-service training.	Develop Training Schedule and submit to MT (Stewart & Tidwell).  <b>Completion date: 04/30/20</b>	Finalize and submit training plan to MT (Stewart & Tidwell).  <b>Completion date: 07/31/20</b>	



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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
<b>BIAS-FREE POLICE AND COURT PRACTICES</b>				
65-71	The City to provide clear policy, training, and supervisory direction on prohibited conduct, including selective enforcement activities or decisions, non-enforcement of the law, and the selection or rejection of particular tactics and strategies based upon stereotypes or bias. The City's policies shall take into account influences of implicit bias, stereotype threat, and gender bias on officer enforcement decisions, use of force, and other police and court activity.	Parties to conduct youth forum regarding Bias-Free Police & Court Practices.  <b>Completion date: 04/30/20</b>	Parties to incorporate community and youth feedback into draft policies and provide Monitoring Team with for final policies for approval (Norwood).  <b>Completion date: 07/31/20</b>	City to conduct roll call training on final Bias-Free Police and Court Practices policies.  <b>Completion date: Summer 2020</b>
67	FPD police and court employees will provide timely and meaningful access to police and court services to all. City will develop and implement policies and training to ensure timely and meaningful police services to LEP individuals.	Parties to conduct public forums and initiate development of policies that address access for LEP individuals.  <b>Completion date: 07/31/20</b>	Develop policies to address access for LEP individuals and submit to MT (Norwood).  <b>Completion date: Year Five</b>	
<b>VOLUNTARY CONTACTS, STOPS, SEARCHES, CITATIONS, AND ARRESTS</b>				
75	The City agrees to ensure that all FPD voluntary encounters, investigatory stops and detentions, searches, citations, and arrests are conducted in accordance with the rights, privileges, and immunities secured or protected by the Constitution and the laws of the United States. FPD will ensure that these police activities are part of an effective overall crime	City to review its entire body of existing policies to ensure requirements of Consent Decree in this area are met and, where necessary, rescind and revise.  <b>Ongoing through Year Five</b>		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
	prevention strategy; are consistent with community priorities for enforcement; build trust between FPD and the community; and are adequately documented for tracking and supervision purposes.			
76-82	The City to provide clear direction with respect to policies related to voluntary contacts and investigatory detentions in accordance with the requirements of the Consent Decree.	Finalize Investigatory Detentions policy and revised Field Interview Report and submit to MT for final approval (Stewart & Tidwell). <b>Completion date: 03/30/20</b>	City to conduct roll call training/briefing. <b>Completion date: 07/31/20</b>	
83-89	The City to provide clear direction with respect to policies related to searches with or without a warrant in accordance with the requirements of the Consent Decree.	Finalize umbrella Search policy and submit to MT for final approval (Stewart & Tidwell). <b>Completion date: 03/30/20</b>	City to conduct roll call training/briefing. <b>Completion date: 07/31/20</b>	
90-98	The City to provide clear direction with respect to policies related to citations, stop orders or "wanted," and warrantless arrests in accordance with the requirements of the Consent Decree.	Finalize Power of Arrest and Detentions policy and submit to MT for final approval (Stewart & Tidwell). <b>Completion date: 03/30/20</b>	Finalize Citations and Stop Orders or "Wanted" policy and submit to MT for final approval (Stewart & Tidwell). <b>Completion date: 07/31/20</b>	City to conduct roll call training/briefing. <b>Year Five</b>
<b>FIRST AMENDMENT PROTECTED ACTIVITY</b>				
110-127	Parties acknowledge that First Amendment protected activities serve important societal functions, including promoting transparency in	Finalize policies on FPD officer response to First Amendment Protected Activity		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
	government affairs, ensuring accountability of public officials, and encouraging community feedback -- whether critical or laudatory -- that ultimately reduce tension and foster a sense of openness and trust between law enforcement and the public.	and submit to MT (Stewart). <b>Completion date: 07/31/20</b>		
<b>FORCE</b>				
128-170	The City will ensure that its use-of-force policies, training, supervision, and accountability systems are designed to ensure that FPD officers use force in accordance with the Constitution and other laws, FPD policy, and the Consent Decree. City to develop policies pertaining to general use-of-force and weapon-specific requirements.	Conduct roll call training/briefing on Use of Force Policies. <b>Completion date: 03/30/20</b>	Incorporate into and commence in-service & supervisor training programs. <b>Completion date: 07/31/20</b>	
172-194	FPD to develop and implement comprehensive process for reporting and investigating all FPD officer uses of force.	Conduct roll call training/briefing on Use of Force Reporting & Investigations Policy. <b>Completion date: 03/30/20</b>	Officers to begin reporting and supervisors to begin reviewing use of force data. <b>Completion date: 05/01/20</b>	Incorporate into and commence in-service & supervisor training programs. <b>Completion date: 07/31/20</b>
<b>CRISIS INTERVENTION</b>				
197-206	FPD will implement a Crisis Intervention Team (CIT) first-responder model of police-based crisis intervention with community, health care, and advocacy partnerships.	Designate a Crisis Intervention Coordinator. <b>Completion date: 03/30/20</b>	Initiate development of Crisis Intervention program and host policy forums. <b>Completion date: Summer 2020</b>	

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
<b>BODY-WORN AND IN-CAR CAMERAS</b>				
228-250	In an effort to bring continued transparency regarding police activities; improve the effectiveness and reliability of use-of-force and misconduct investigations; enhance supervision of FPD stops, searches, and arrests; and provide material for officer training, the City will equip FPD officers with body-worn and in-car cameras, and will ensure that such devices are used consistent with law and policy. All aspects of FPD's use of body-worn and in-car cameras will be designed and implemented to promote transparency, provide learning opportunities to officers, and increase officer safety, while ensuring officer accountability and respect for individual privacy rights.	Finalize BWC and ICC policies including footage sharing provisions and submit to MT for final approval (Goodrich).  <b>Completion date: 3/30/20</b>	Conduct roll call training/briefing on BWC and ICC policies.  <b>Completion date: 7/31/20</b>	Incorporate into and commence in-service & supervisor training programs.  <b>Completion date: Year Five</b>
<b>SUPERVISION</b>				
75, 99-108	The City agrees to ensure that all FPD voluntary encounters, investigatory stops and detentions, searches, citations, and arrests are conducted in accordance with the rights, privileges, and immunities secured or protected by the Constitution and the laws of the United States. FPD will ensure that these police activities are part of an effective overall crime prevention strategy; are consistent with community priorities for enforcement; build	City to review its entire body of existing 4th Amendment-related policies to ensure requirements of Consent Decree in this area are met with regards to the role of supervisors and, where necessary, rescind and revise.  <b>Ongoing through Year Five</b>		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
	trust between FPD and the community; and are adequately documented for tracking and supervision purposes.			
256-258	The City will develop and implement a staffing plan that enables close and effective supervision and will revise its current shift sequences and deployment to better support a community-oriented approach to policing and will post officer patrol area assignments on FPD website.	Develop Shift Schedule/Deployment Plan and submit to MT (Stewart & Tidwell).  <b>Completion date: 07/31/20</b>		
317	City to develop and implement supervisory training course for all new and current supervisors to carry out all supervisory duties established in policy and this Agreement, and provide specific instruction on methods for ensuring supervisory duties are fulfilled.	Develop Curriculum for Supervisor Training Program and submit to MT (Stewart).  <b>Completion date: 04/30/20</b>	Begin Supervisor Training Program.  <b>Completion date: 07/31/20</b>	
<b>RECRUITMENT</b>				
281-285	City will develop, with Neighborhood Policing Steering Committee, a written Recruitment Plan that includes clear goals, objectives, and action steps for attracting and retaining a high-quality and diverse work force.	Finalize Recruitment Plan including salary study and submit to MT (Tidwell).  <b>Completion date: 07/31/20</b>	Roll call training/briefing.  <b>Completion date: Year Five</b>	
<b>MUNICIPAL COURT REFORM<sup>1</sup></b>				

<sup>1</sup> Detailed information regarding the status of reform of the Ferguson Municipal Court and the Monitoring Team's audit findings will be published in a supplemental written report.

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
<b>ACCOUNTABILITY</b>				
361-398	Holding public servants accountable when they violate law or policy is essential to ensuring legitimacy of governance and community confidence. Well-functioning accountability systems also promote employee safety and morale. The City will review applicable policies and personnel regulations to ensure incorporation of these accountability principles. Any violation of the personnel rules and regulations, including of provisions relating to the principles of accountability, shall be subject to appropriate discipline, up to and including termination. These policies shall include a Duty to Report Misconduct; Duty of Candor; and Internal Investigations.	Conduct roll call training/briefing on Disciplinary Matrix and Citizen Complaint form.  <b>Completion date: 03/30/20</b>	Begin to incorporate into in-service and supervisor training programs.  <b>Completion date: 07/31/20 (and annually thereafter)</b>	
399 -400	City to provide and provide appropriate resources for community-centered mediation program to act as an alternative to misconduct investigation process.	Conduct roll call training/briefing on Mediation Program policy.  <b>Completion date: 03/30/20</b>	Begin to incorporate into in-service and supervisor training programs.  <b>Completion date: 07/31/20 (and annually thereafter)</b>	
<b>CIVILIAN OVERSIGHT</b>				
405(d)	CRB will develop and recommend a program to promote awareness throughout the broader Ferguson community about the options available for filing misconduct complaints, and about the misconduct complaint process.	Within 60 days of implementation of Complaint Mediation Program City will develop awareness program and submit to MT.		

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CD ¶	YEAR FOUR: August 2019 - July 2020	Phase I	Phase II	Phase III
		<b>Completion date: TBA</b>		
<b>DATA COLLECTION</b>				
412	To ensure that collected data is complete, accurate, and reliable, the City agrees to work with the Monitor to develop and implement a cost-feasible data collection plan and related protocols, to be approved by the Monitor and DOJ.	In consultation with its data coordinator, the City will provide to the MT (Goodrich) a worksheet identifying for all CD provisions, the data it currently collects, that which the CD requires, and where and how such data is tracked or will be tracked in the future. <b>Completion date: 03/30/20</b>	In consultation with its data coordinator, the City will develop a schedule for implementing a comprehensive data collection plan and begin implementation of that plan. <b>Completion date: 07/31/20</b>	
413	The City will make publicly available on request and on the City’s website all FPD and municipal court policies and protocols, as well as all public reports described in the Consent Decree. Any exceptions will be limited to information that must remain confidential to protect public safety and approved by DOJ and the Monitor.	Ongoing as policies are implemented.	Ongoing as policies are implemented.	Ongoing as policies are implemented.



NATIONAL LAW ENFORCEMENT  
APPLIED RESEARCH & DATA PLATFORM

# Ferguson Community Survey

*Platform Report: Community Survey*



To cite this report, please use: Police Foundation (2019). Law Enforcement Community Survey Report. Washington, DC: National Law Enforcement Applied Research and Data Platform.

For more information, please visit  
<https://www.nationallawenforcementplatform.org>

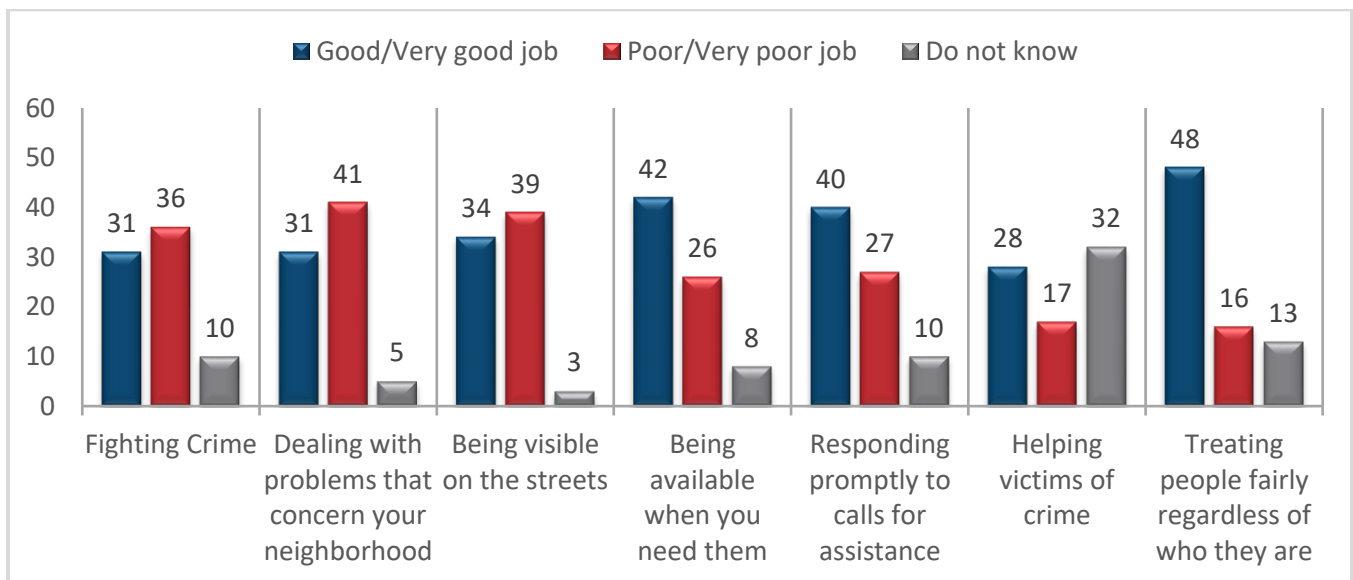


## Community Survey Ferguson, MO<sup>1</sup>

### Introduction:

The National Police Foundation partnered with the Ferguson Police Department and the Ferguson monitoring team to conduct a community survey. The National Police Foundation team conducted a site visit in January 2019 to discuss the community survey, including providing support and recommendations on how to increase likelihood of a representative sample. The police department and monitoring team conducted outreach and administered surveys from April through early August 2019, and the NPF analyzed survey results and generated this report. The sample of individuals who chose to take the survey do not reflect the demographic makeup of the community of Ferguson, with an overrepresentation of affluent, educated, white residents. While not representative of the community at large, survey findings may still inform department’s understanding of community concerns and inform priority actions.

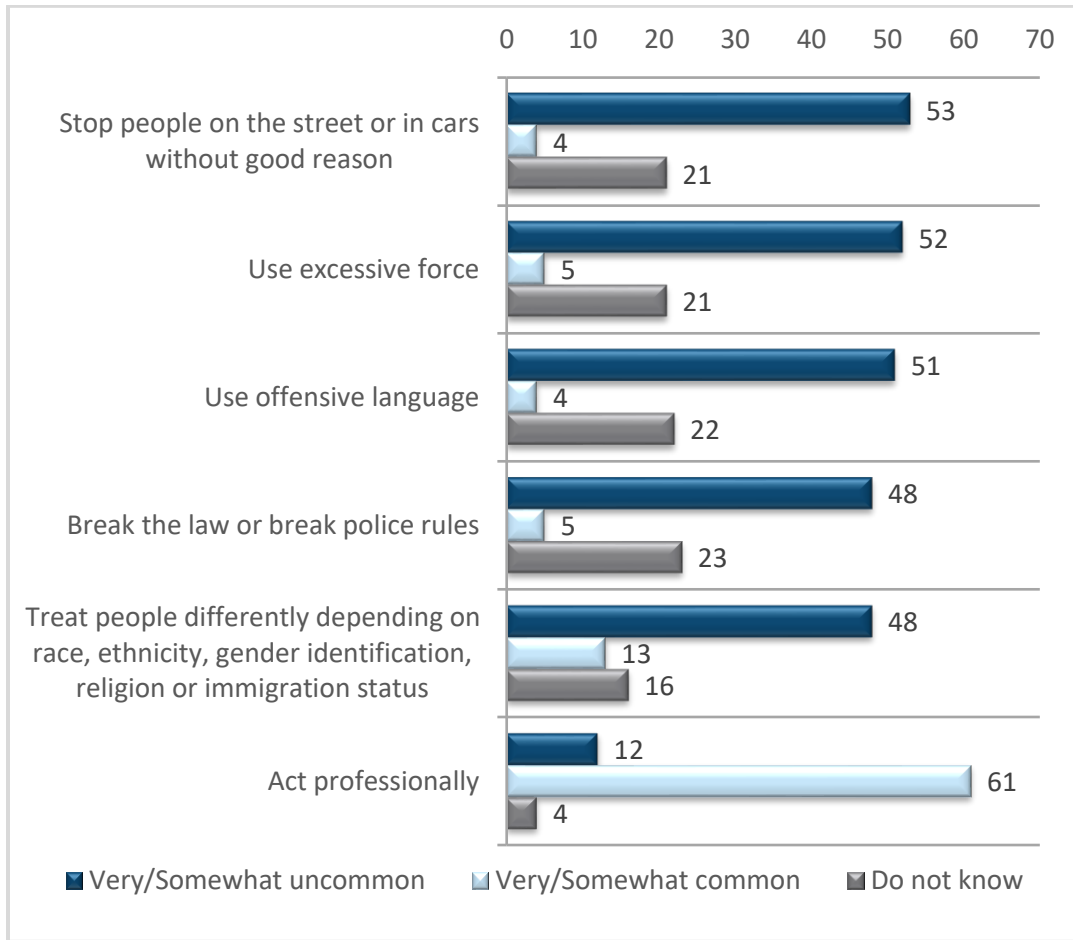
### How well are the police doing at the following?



According to the respondents, the police are doing a **good job** being available when needed, responding promptly to calls, and treating people fairly regardless of who they are. Respondents also indicated that the police are doing a **poor job** fighting crime, dealing with neighborhood problems, and being visible on the streets. Respondents were **mixed** as to whether police are doing a good job helping victims of crimes.

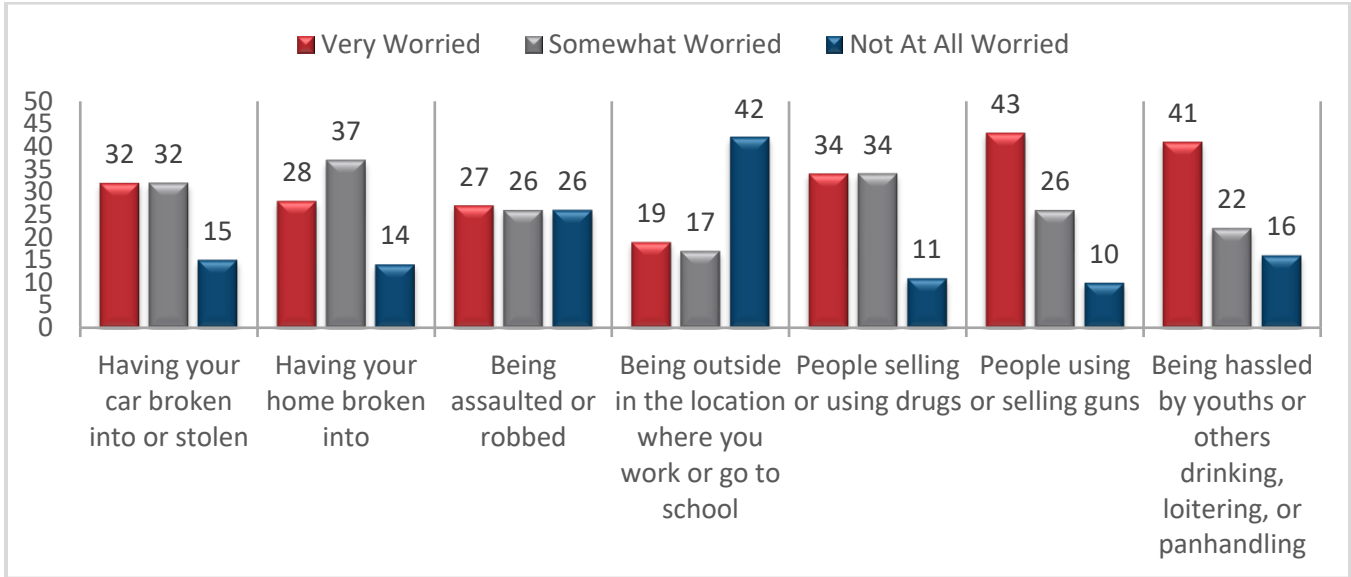
<sup>1</sup> Counts will not be the same for each question, because not all participants responded to all questions

### How common is it for the police to do the following?



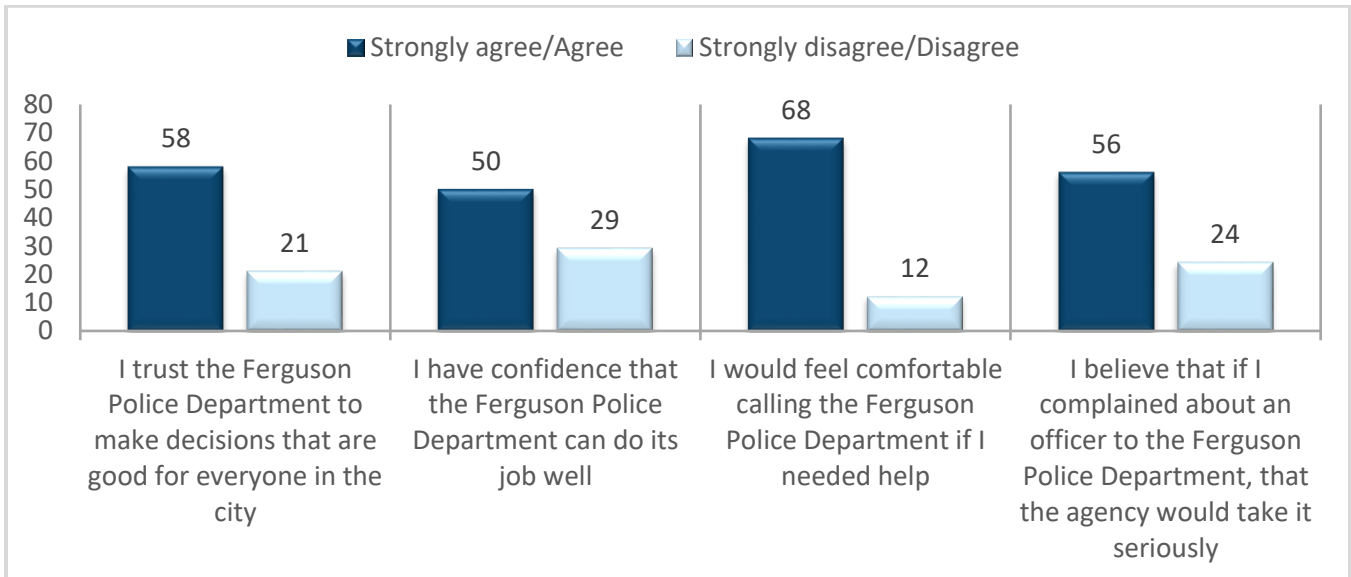
According to the respondents, it is **common** for the police to act professionally. Respondents indicated that it was **uncommon** for police to stop people without good reason, use excessive force, use offensive language, break the law or police rules, or treat people differently based on race, ethnicity, gender identification, religion or immigration status.

### When you are in Ferguson, how worried are you about the following?



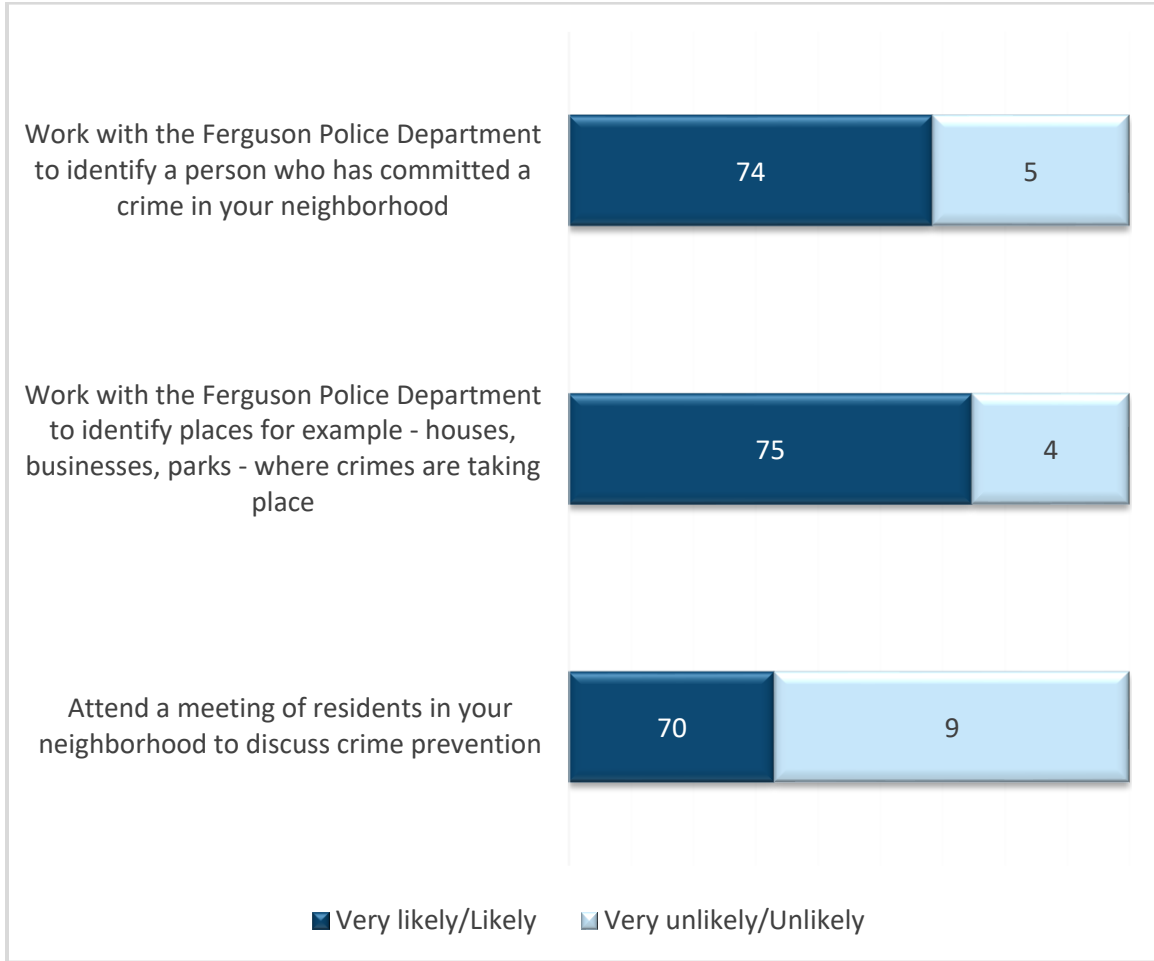
Respondents are **not worried** about being outside where they go to work or school. They are **somewhat worried or very worried** about having their home broken into, having the car broken into or stolen, being assaulted or robbed, and people using or selling drugs. Respondents indicated they are **very worried** about people using or selling guns, as well as being hassled by youths or others drinking, loitering, or panhandling.

### Please indicate how much you agree or disagree with the following:



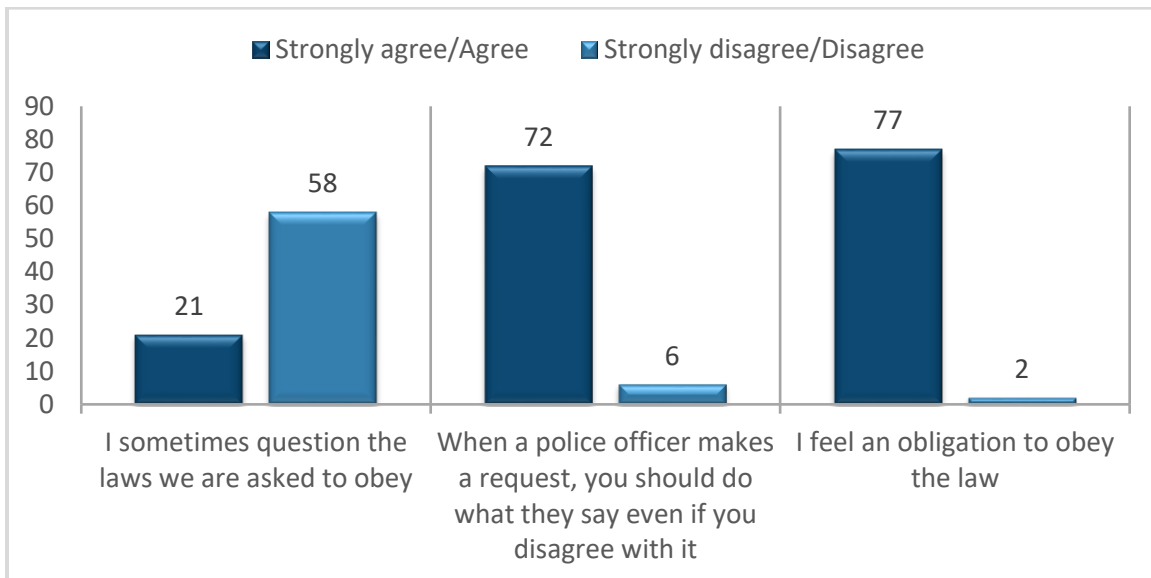
The majority of respondents **agree** that they trust Ferguson Police Department, have confidence in them, would feel comfortable calling them if needed, and believe that the agency would take complaints against officers seriously.

## How likely would you be to do the following?



The majority of community members would be **likely** to work with Ferguson Police Department to identify a person who has committed a crime, or places where crimes have taken place, as well as attend a meeting of residents in their neighborhood to discuss crime prevention.

**Please indicate how much you agree or disagree with the following:**



An overwhelming majority of respondents **agree** that they feel an obligation to obey the law and that, when a police officer makes a request, they should comply even if they disagree with it. Most respondents **disagree** that they sometimes question the laws they are asked to obey.

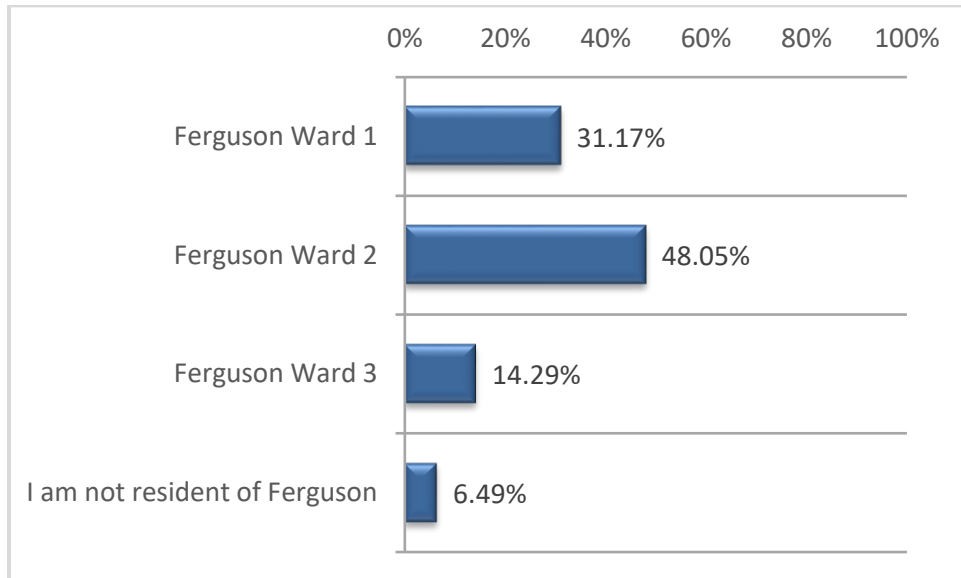
**Open-Ended - Is there anything you would like to share about the Ferguson Police Department or Ferguson Municipal Court, good or bad?**

**Themes**

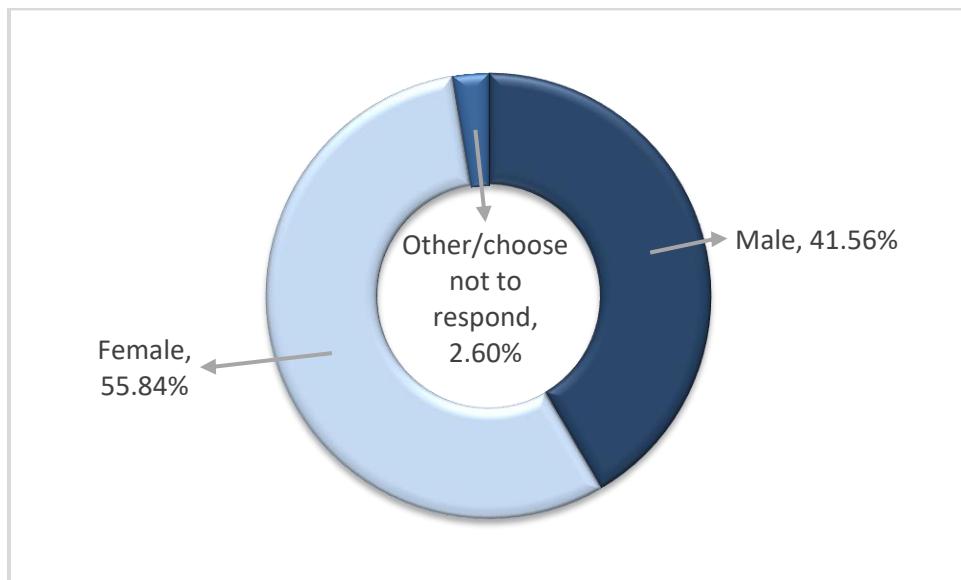
Several themes surfaced through the open-ended question that provides insight into the respondent's perspectives of the police department and its operations. These themes include: the negative impacts that the consent decree has had on the police department – to include de-policing; lack of enforcement of crime; the shortage of officers within the police department; and a general lack of confidence in leadership of the department. Over 21% of the respondents specifically indicated that they felt the consent decree has prevented the police department from enforcing the law and doing their job. Another 21% of respondents indicated that they felt crime was increasing and that police were not enforcing traffic or other laws. 29% of respondents indicated that they felt the police department was understaffed and by hiring more officers – quickly – that it would help resolve some of the crime issues. The remaining responses included comments regarding leadership issues within the department (7.8%) and perceived officer morale, racism, and lack of training (2.6% each). Over 13% of community members who responded had only positive things to say about the police department, some mentioned them doing a great job despite challenging circumstances.

## Demographics

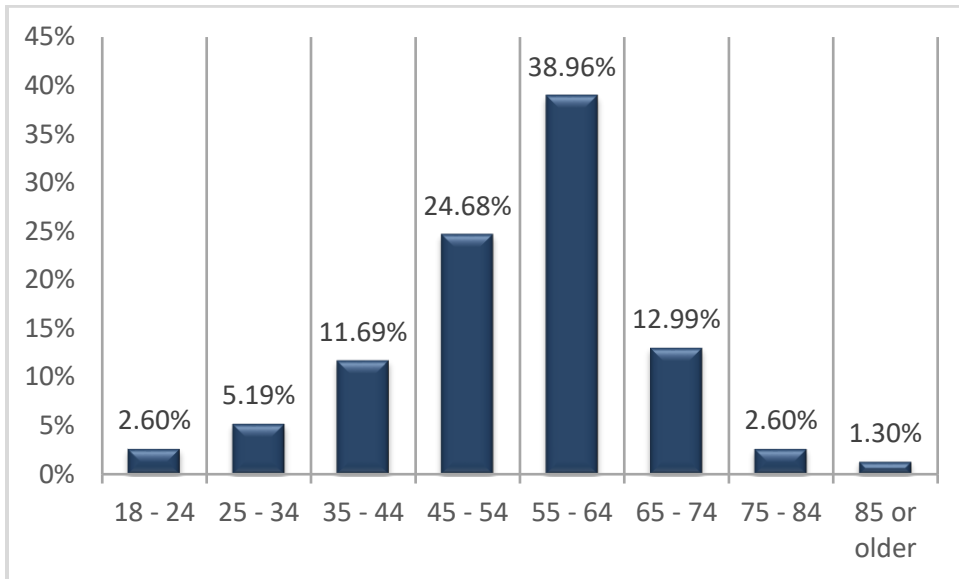
### Where do you live in Ferguson, Missouri?



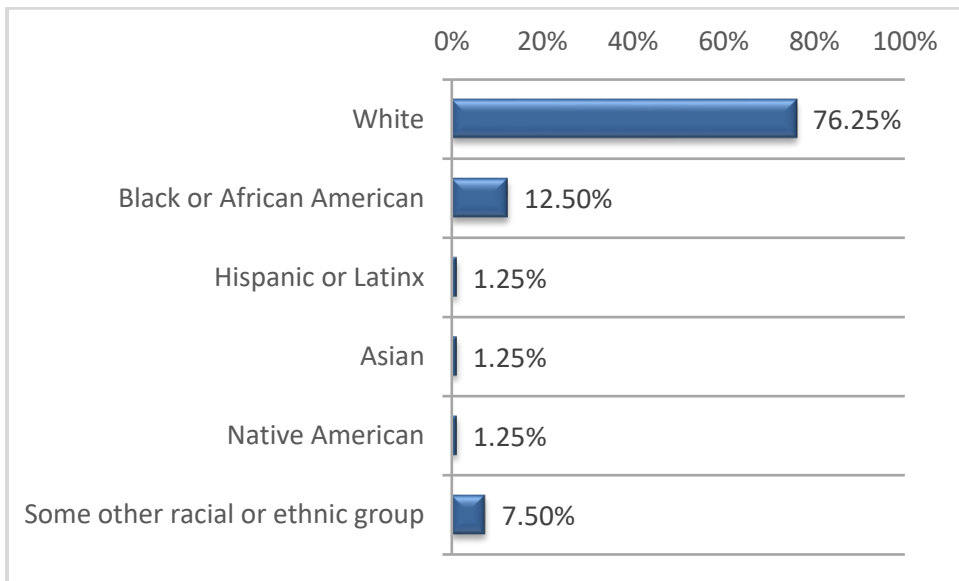
### Gender:



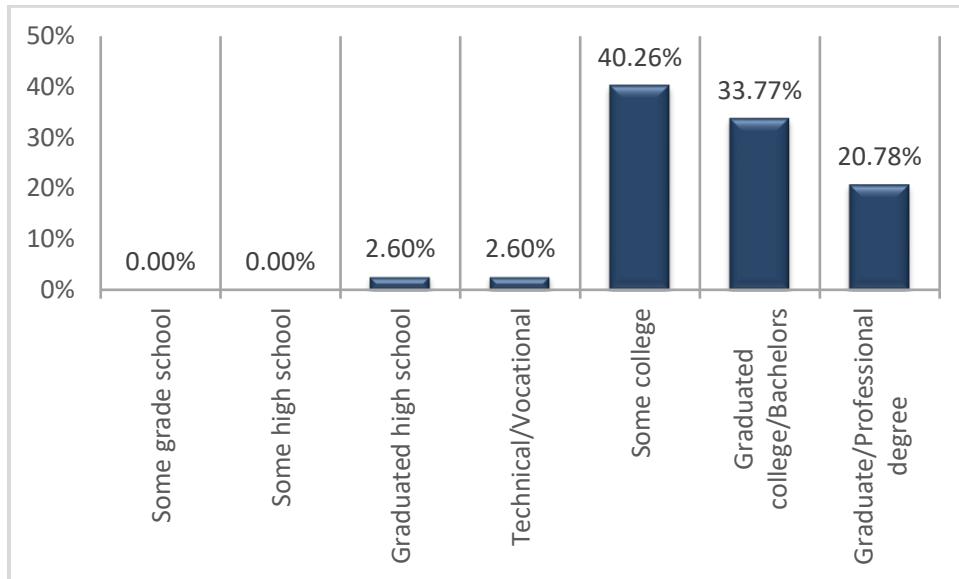
**Age:**



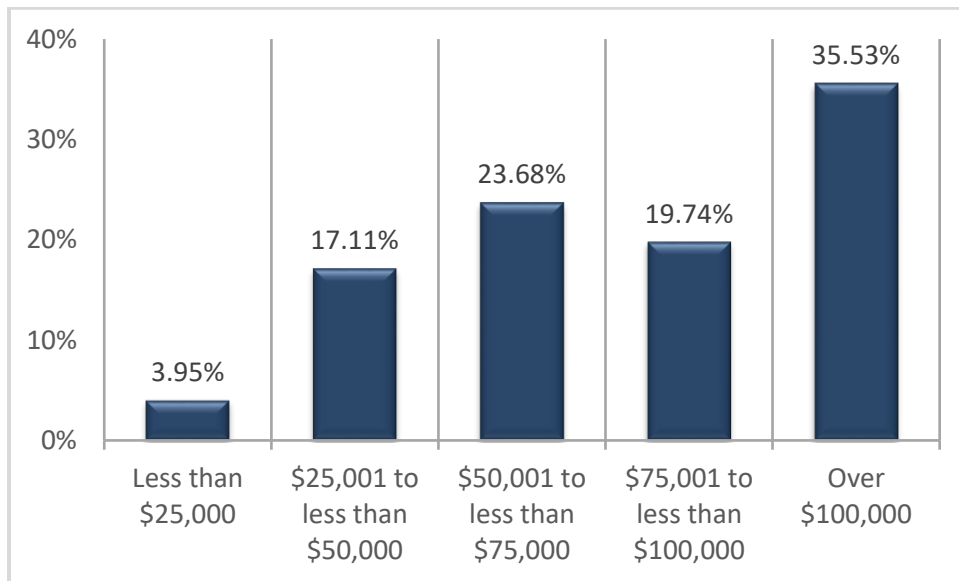
**Race:**



### Education:



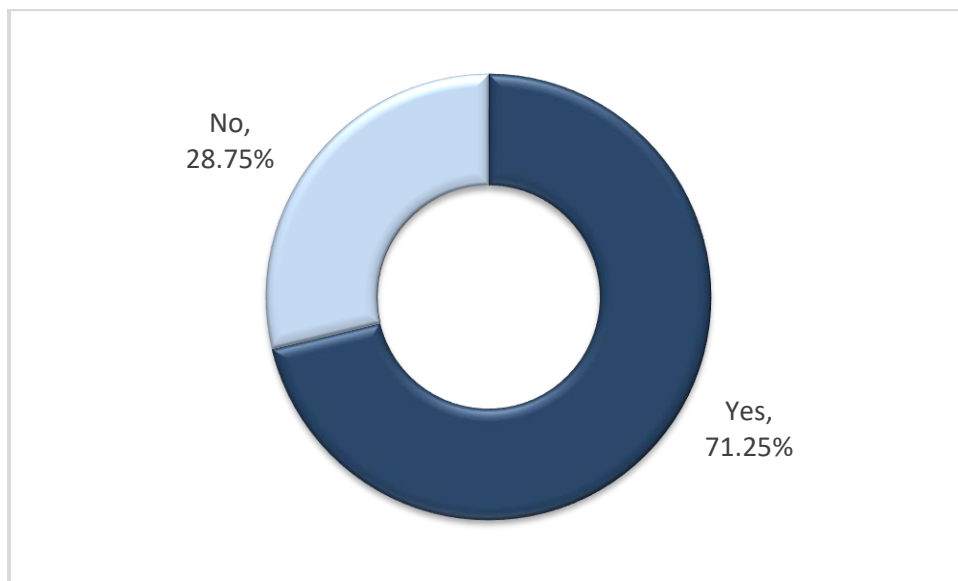
### Household Income:



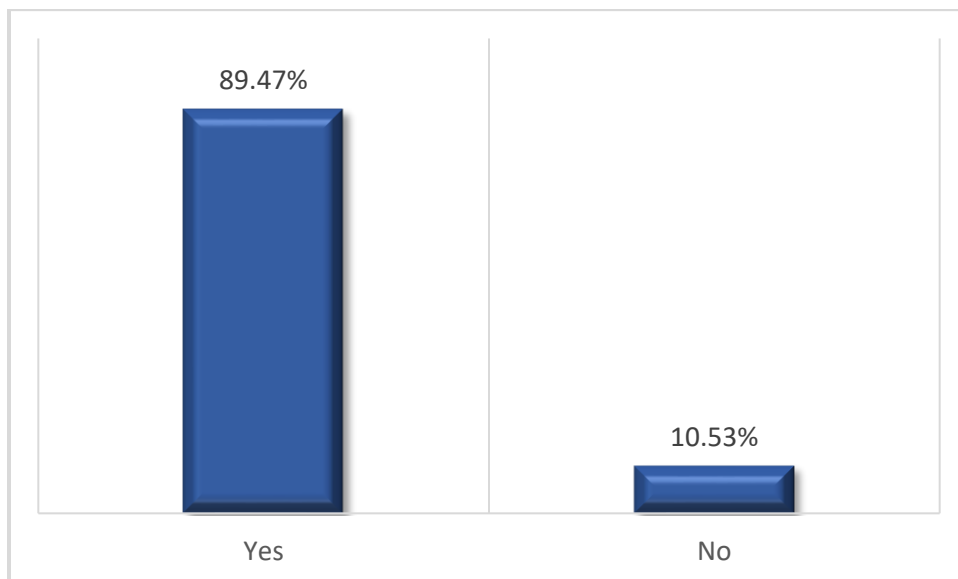


## Interactions

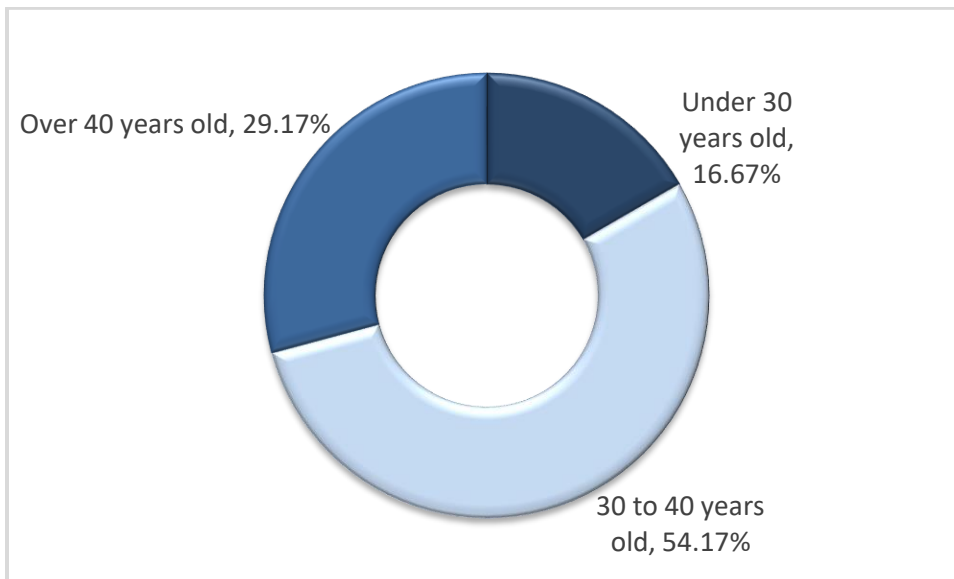
Have you had an interaction with the Ferguson Police Department over the past year?



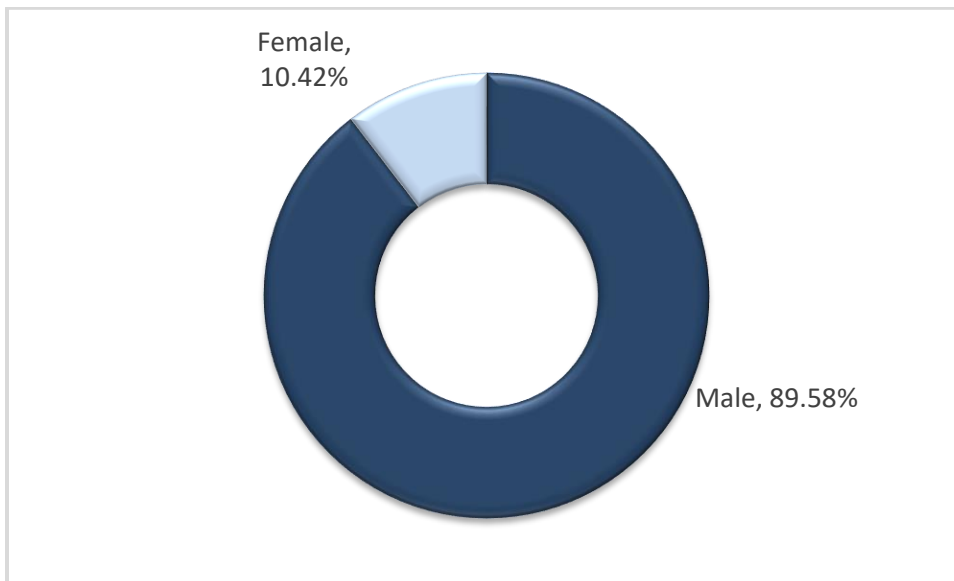
Are you willing to answer some additional questions about that interaction?



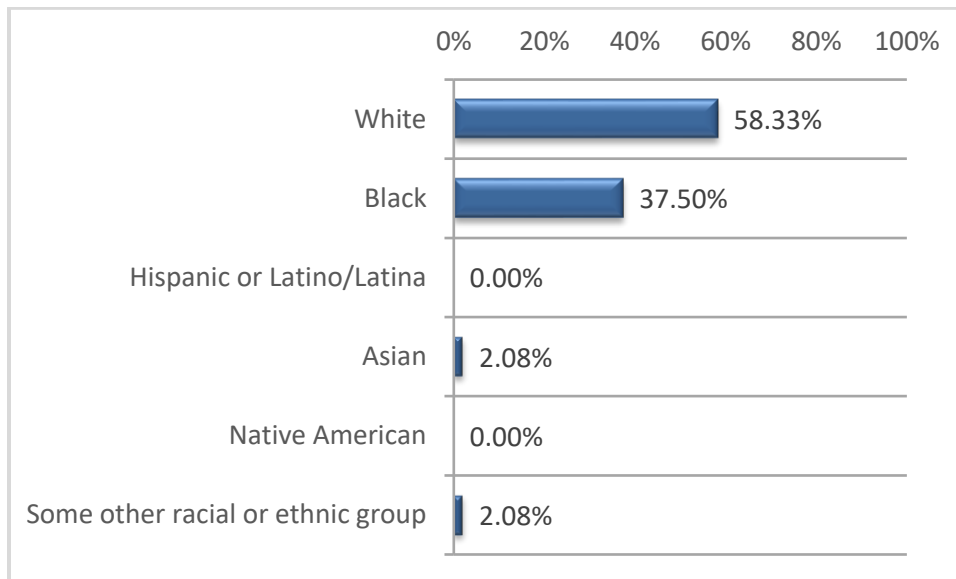
### What was the age of the officer you interacted with the most?



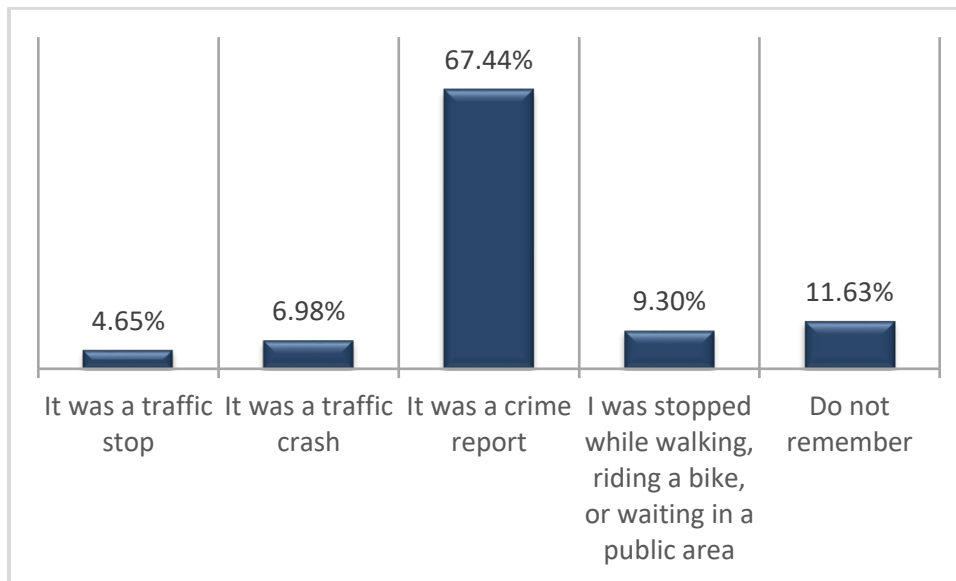
### Was the officer you interacted with the most a male or female?



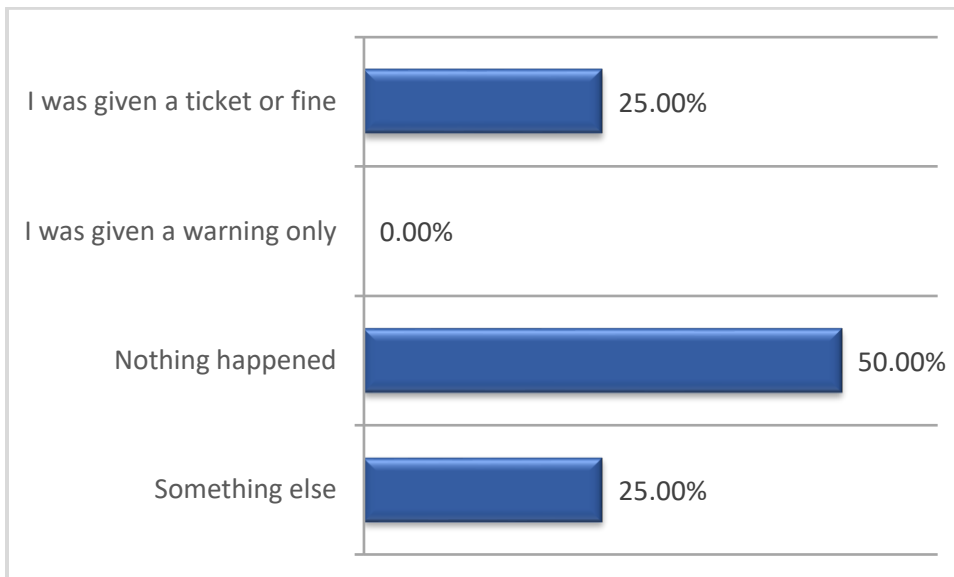
### To the best of your knowledge, what was this officer's race or ethnicity?



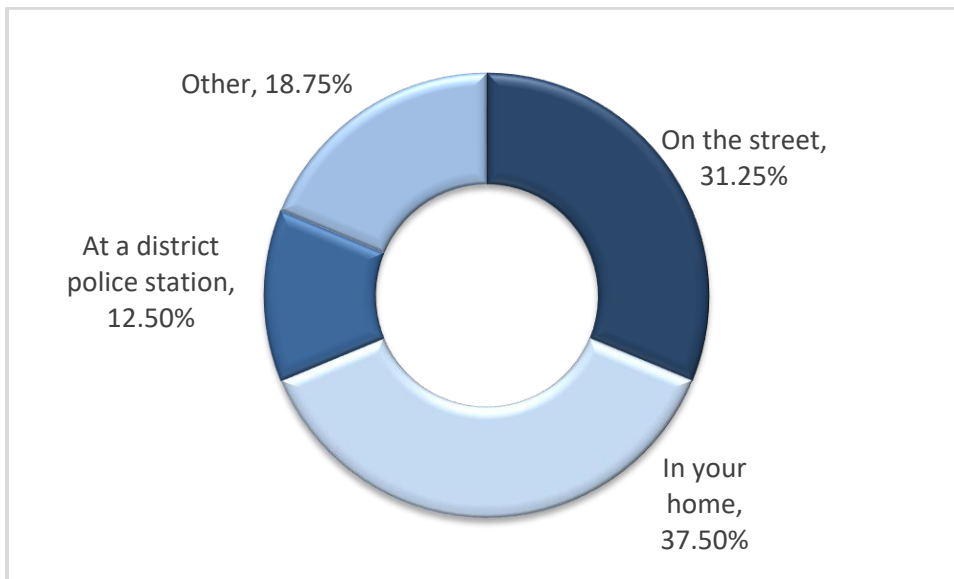
### How did your face-to-face contact with a police officer occur?



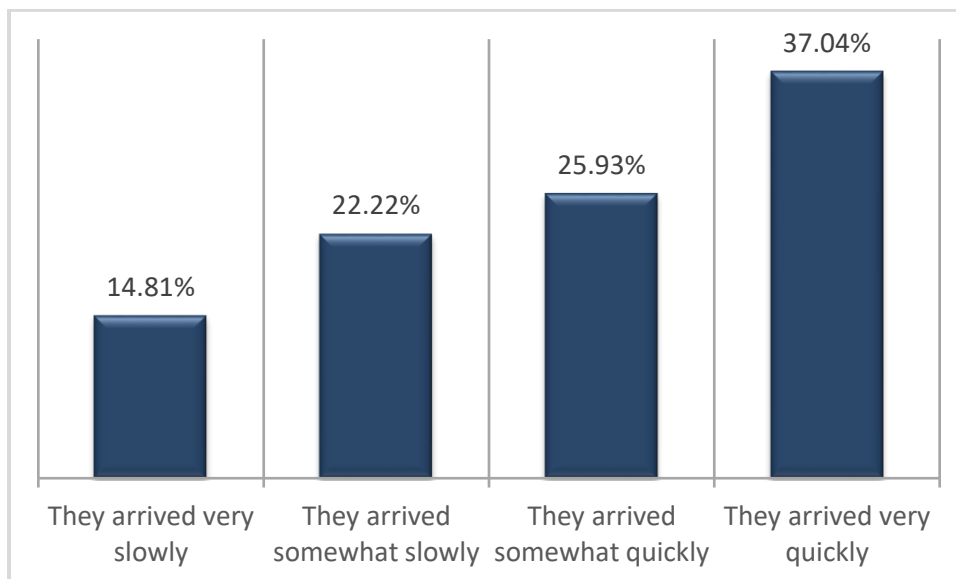
### What happened as a result of this police contact?



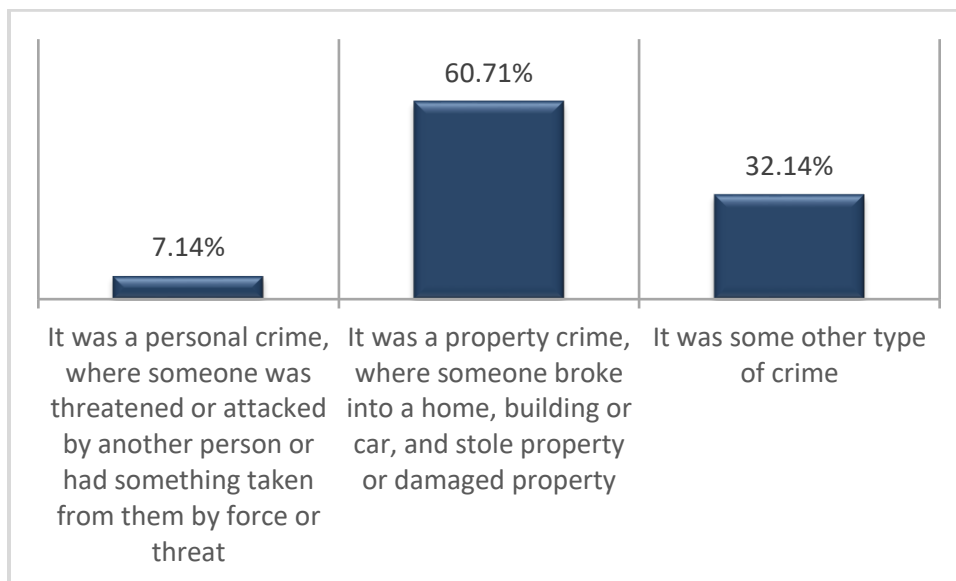
### Where did your police contact occur?



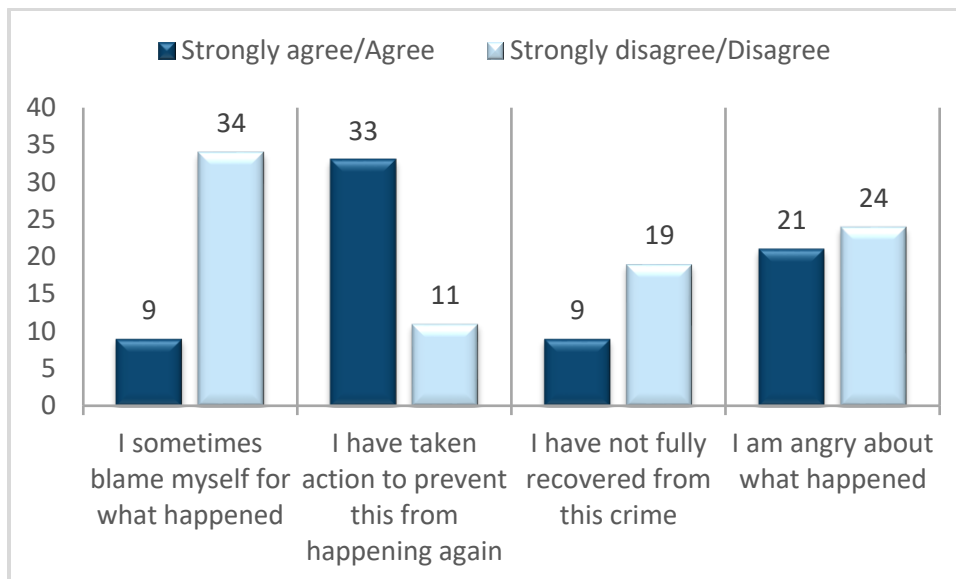
### How long did it take for the police to arrive?



### What type of crime incident was it?

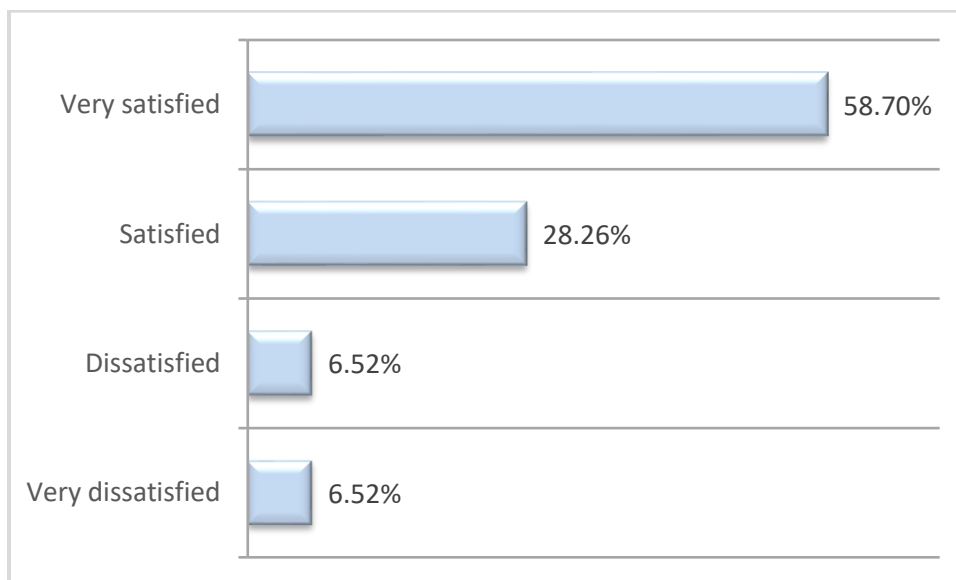


Please indicate how much you agree or disagree with the following statements that may describe your feelings since this incident occurred.

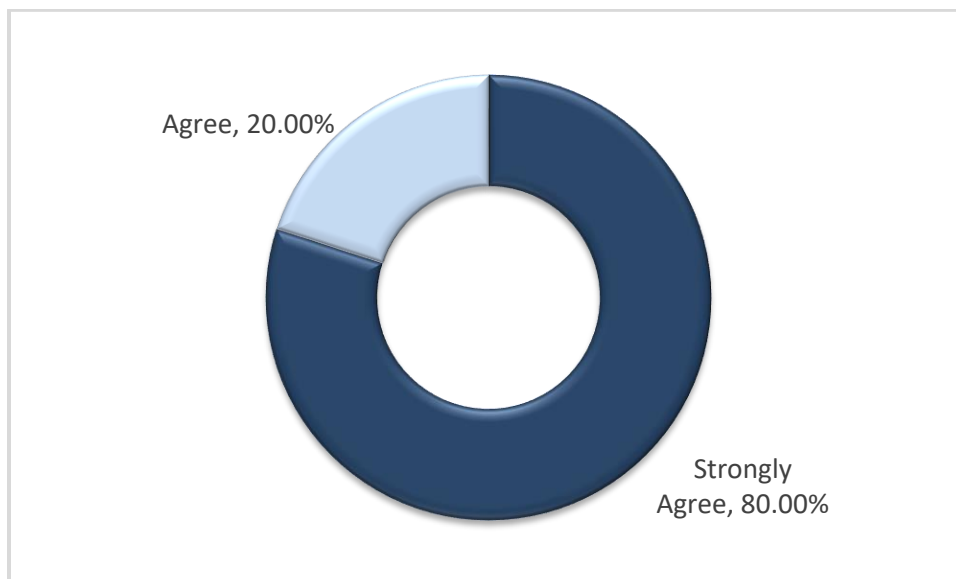


Most respondents **disagree** that they blame themselves for what happened and that they have not fully recovered from the crime. They primarily **agree** that they have taken action to prevent it from happening again. Responses about anger toward the incident are **mixed**.

Taking the whole experience into account, how satisfied are you with the way you were treated by the officer in this case?

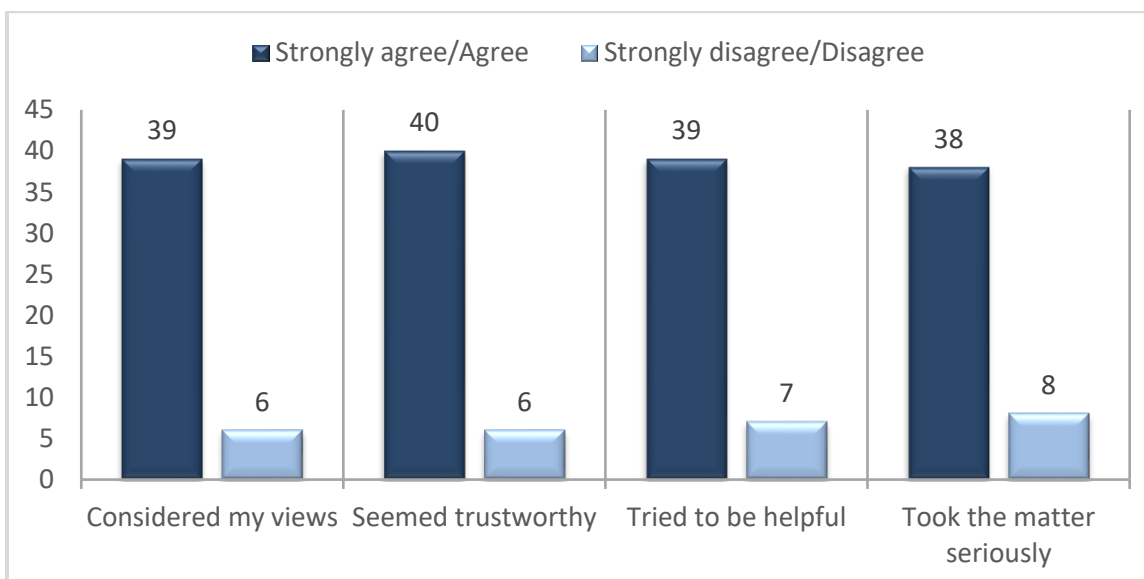


### The outcome I received was fair:



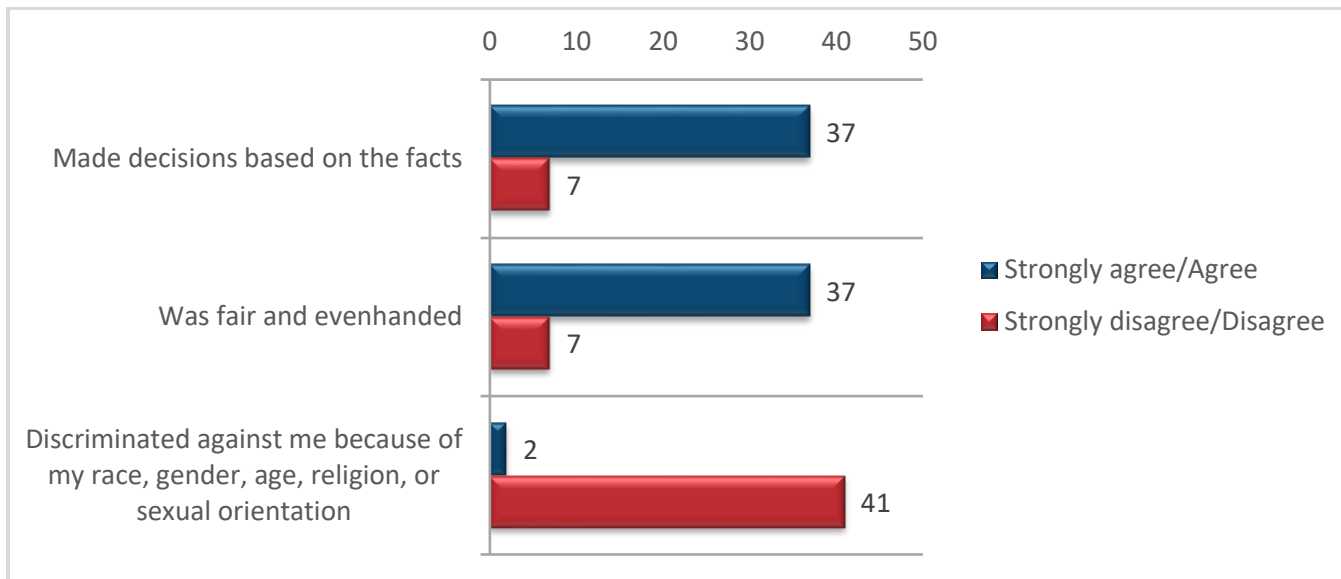
Note: there were options to disagree, but no one selected those responses.

### During the encounter, the officer...



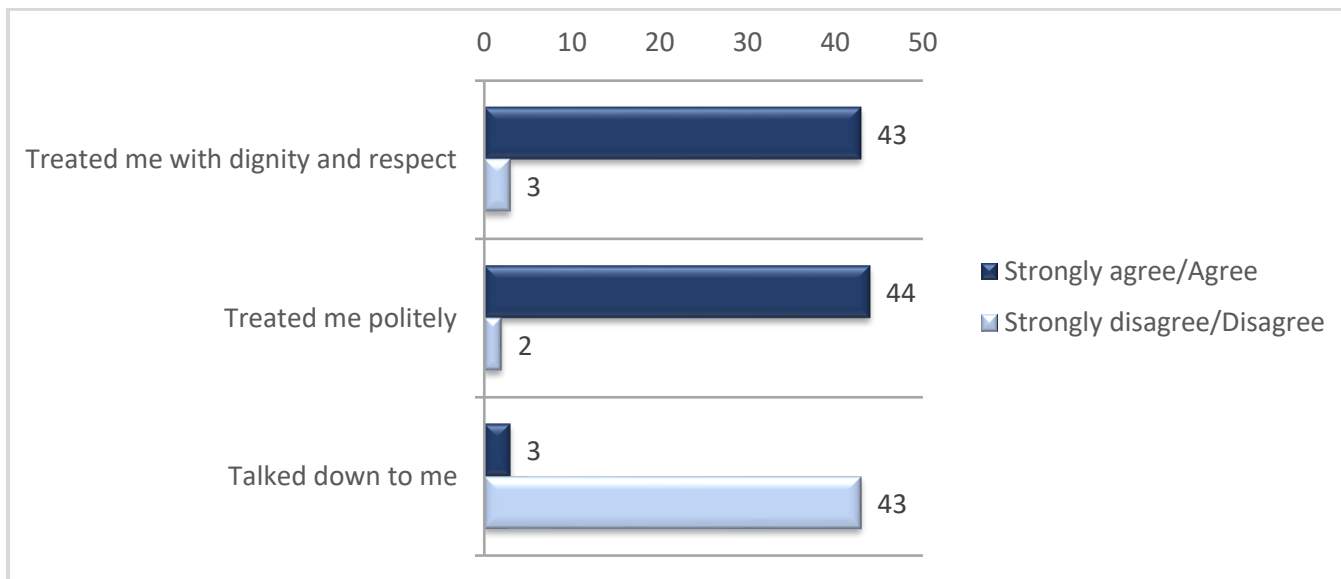
Most respondents **agreed** that the officer considered their views, seemed trustworthy, tried to be helpful, and took the matter seriously.

### During the encounter, the officer...



Most respondents **agreed** that the officer made decisions based on the facts and was fair and evenhanded. They primarily **disagreed** that the officer discriminated against them.

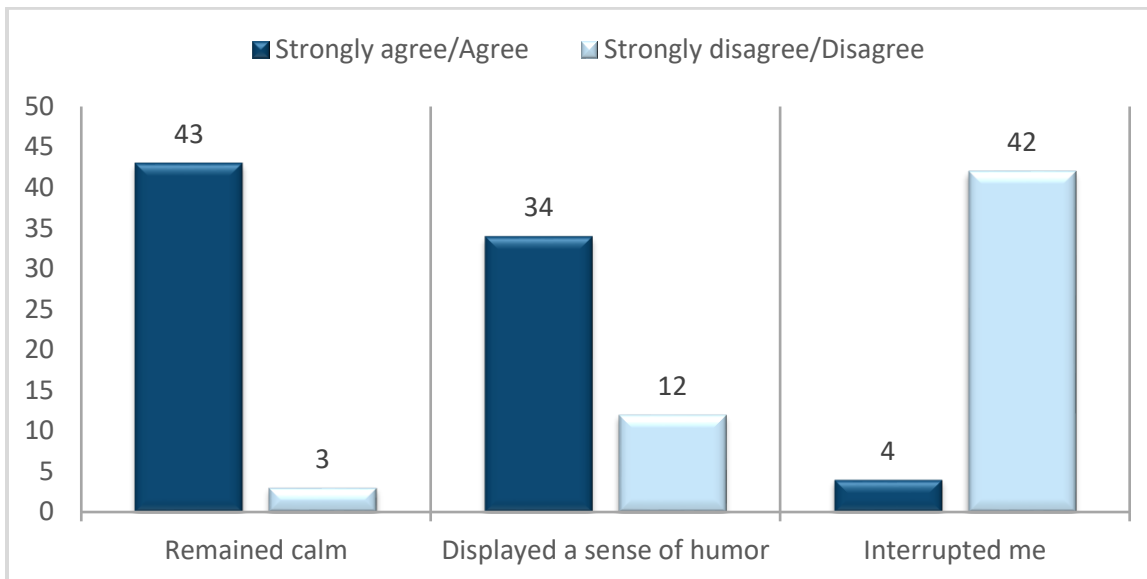
### During the encounter, the officer...



The majority of respondents **agree** that the officer treated them politely, and with dignity and respect. They mostly **disagreed** that the officer talked down to them.

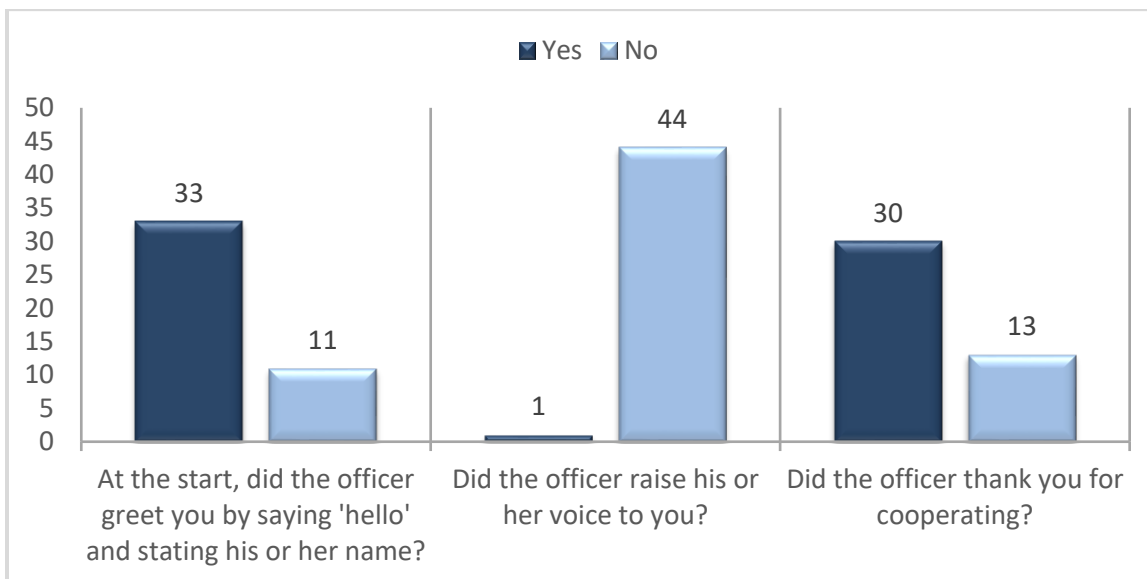


### During the encounter, the officer...



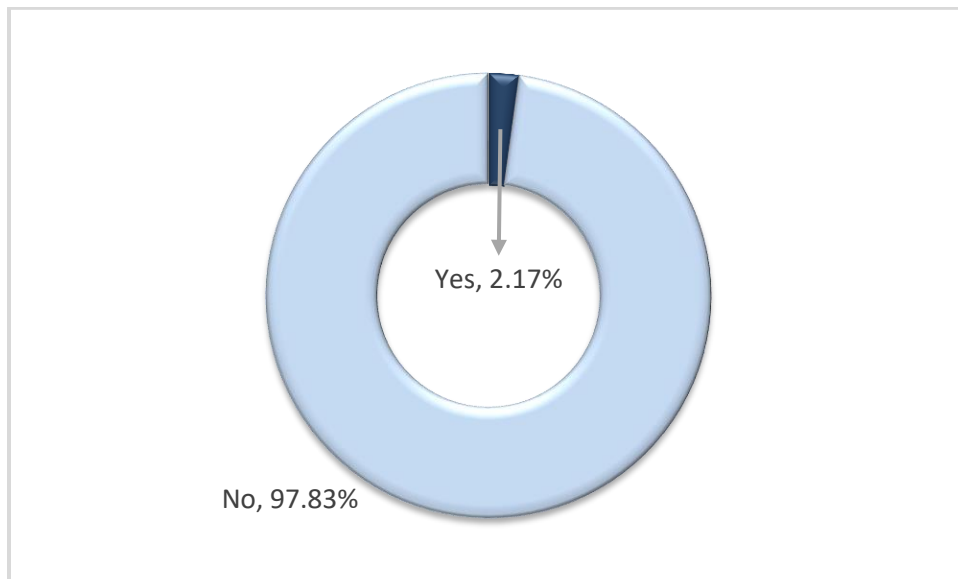
Most respondents **agreed** that the officer remained calm and displayed a sense of humor. They **disagreed** that the officer interrupted them.

### During the encounter with the police...

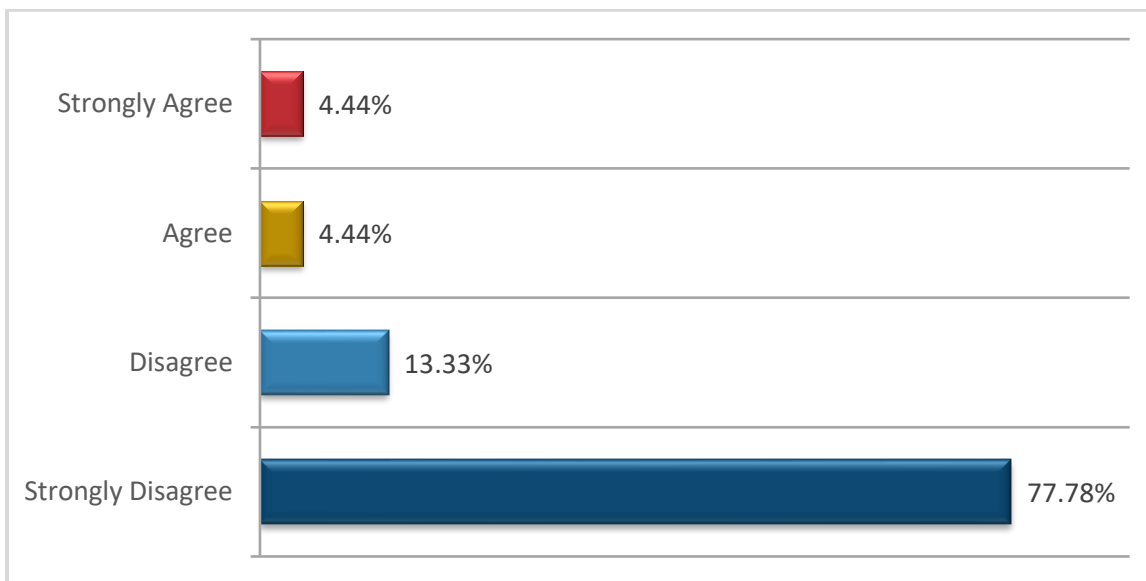


Respondents indicated that the officer **did** start the interaction with a “hello” and thank them for cooperating. According to respondents, the officer **did not** raise their voice.

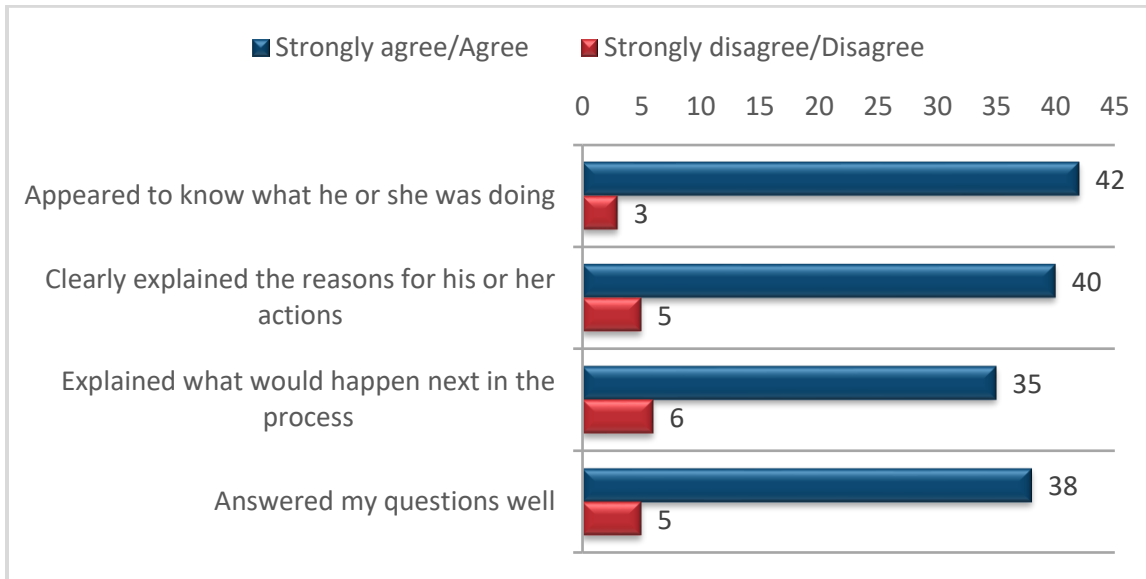
### During your encounter with the police, did you raise your voice to the officer?



### During the encounter, the officer seemed to blame me for what happened:

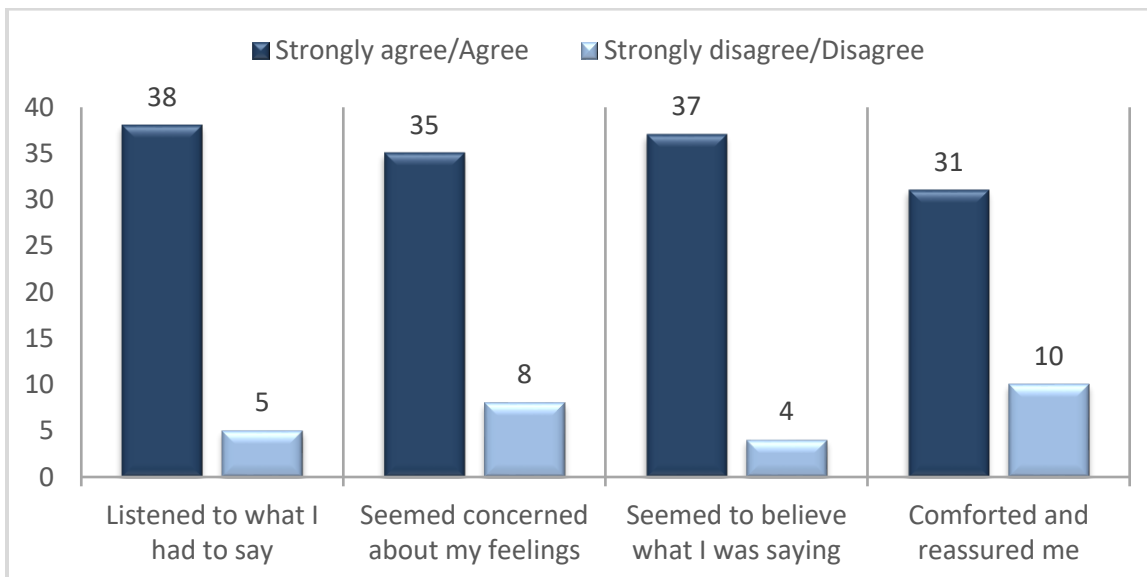


### During the encounter, the officer...



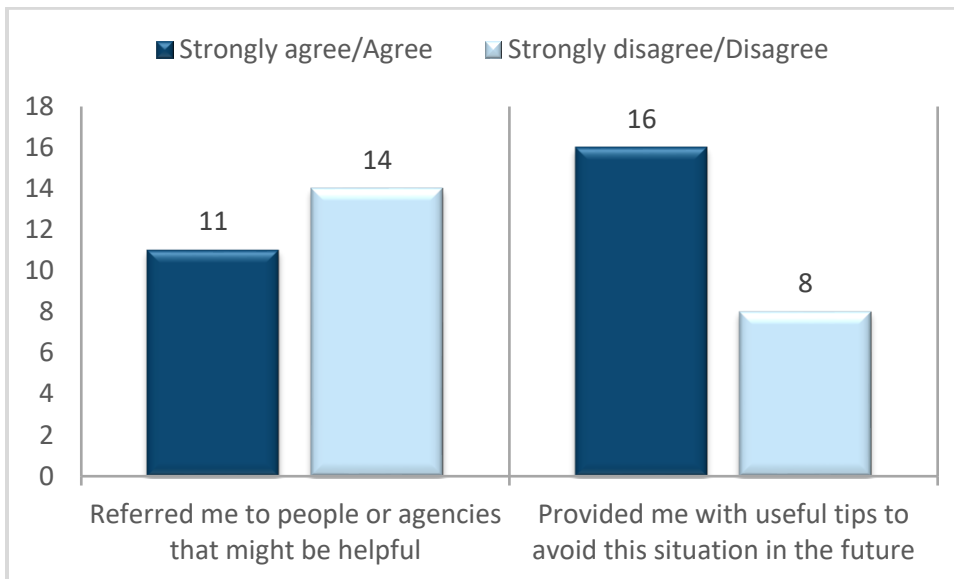
Respondents primarily **agreed** that the officer appeared to know what they were doing, clearly explained themselves and what would happen next, and answered questions well.

### During the encounter, the officer...



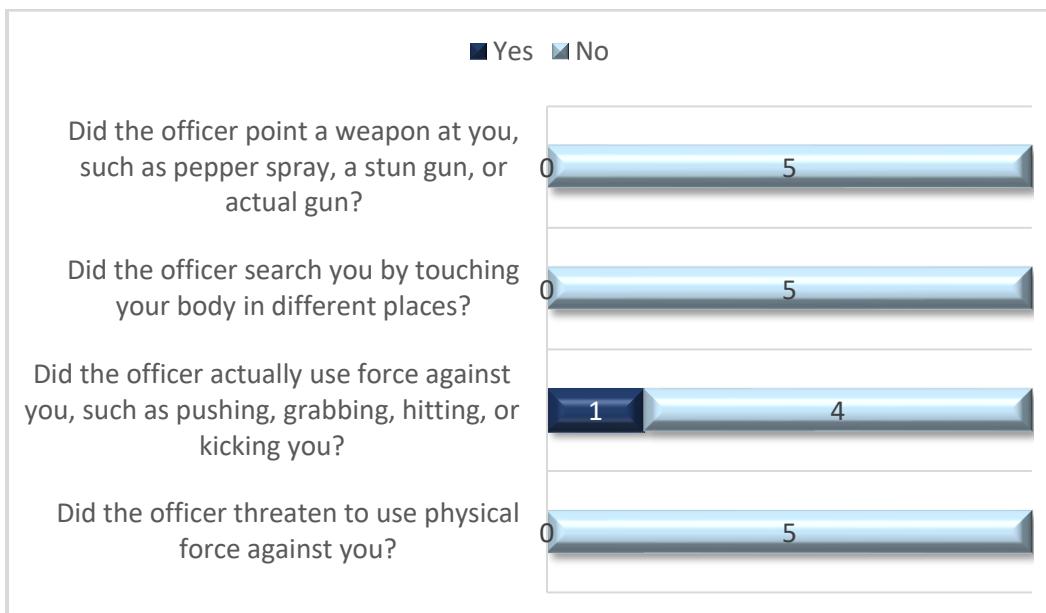
Respondents primarily **agreed** that the officer listened to them, seemed concerned about their feelings, seemed to believe them, and comforted or reassured them.

### During the encounter, the officer...



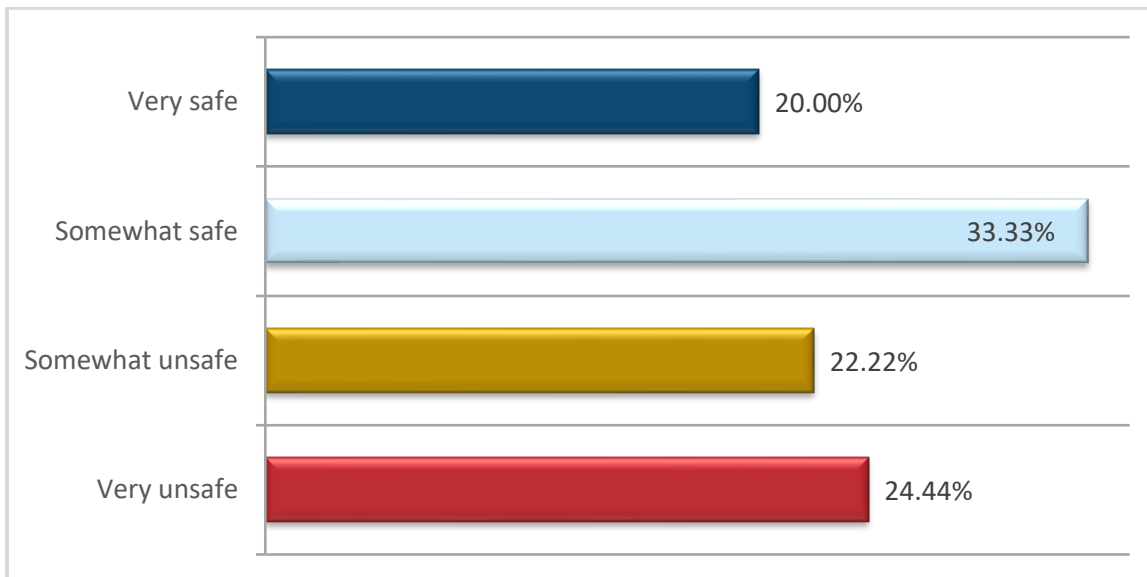
Respondents primarily **agreed** that the officer provided them with useful tips to avoid similar situations in the future, but **disagreed** that the officer referred them to people or agencies that might be helpful.

### During the encounter...



Most respondents **disagreed** that the officer pointed a weapon at them, touched them, used any kind of force on them, or threatened to use force. However, one respondent did say that an officer used force against them.

### How safe do you feel, or would you feel, being alone outside in Ferguson at night?



### Are you a resident of the city where you had the police encounter?

