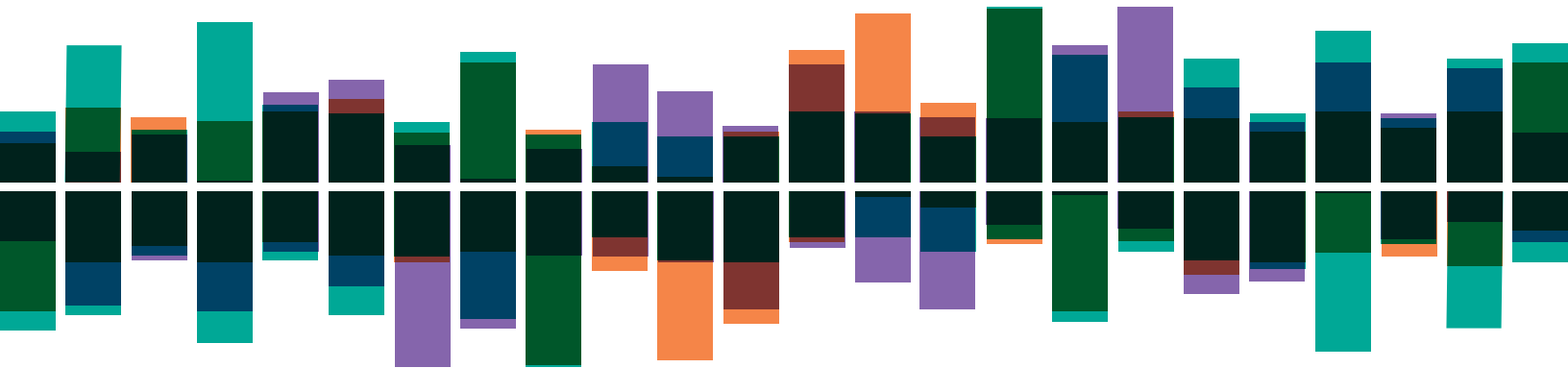




# Equity Indicators

*Toward a St. Louis Region that works for us all*



## Baseline Report

City of St. Louis

2018

# Sponsors

This report was prepared by the City of St. Louis in partnership with Forward Through Ferguson and United Way of Greater St. Louis, with support from The Rockefeller Foundation and 100 Resilient Cities, and guidance from the City University of New York's Institute for State and Local Governance.



Helping people.



United Way  
of Greater St. Louis



CUNY INSTITUTE  
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**OFFICE OF THE MAYOR  
CITY OF ST. LOUIS  
MISSOURI**

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August of 2014 was a defining moment both for St. Louis and for our nation. The protests that began in Ferguson reverberated throughout the country, sparking a national conversation about equity and racial disparities.

What we've learned through this conversation is that real equity cannot be defined by any single metric. Instead, it must be defined by the many indicators that affect the health, wealth, and well-being of our residents.

We know that our country's history of inequity is interwoven into our everyday lives, from how our children are educated, to what neighborhoods we live in, to the disparate outcomes we see in our criminal justice system.

It's easy to acknowledge inequity exists; the challenge is developing a plan to address it in a meaningful and lasting way. Before we can address inequity, we have to define it in a tangible way.

Last year, when St. Louis was selected as one of five cities to receive support in creating an Equity Indicators data tool to measure and track the inequities that exist in St. Louis, I knew we had been granted a tremendous opportunity.

The Equity Indicators tool will give us the most comprehensive snapshot we've ever had. The insights gained from this project will help support data-driven decision-making across the city in a thoughtful and transparent way. Elected officials, policymakers, community leaders, and every resident of St. Louis can use the Equity Indicators Project to understand our complex regional equity challenges, monitor changes over time, see what's working and what's falling short, and hold our leaders and institutions accountable.

This project builds on the foundation established by the Ferguson Commission and Forward Through Ferguson. The United Way of Greater St. Louis stepped forward to convene the organizations and resources to create a regional baseline for racial equity. While this report includes solely city-level data, our team has worked in close collaboration with United Way, and the work contained here will be part of the regional dashboard project, being led by United Way.

Thank you to everyone who had a hand in bringing this report to life. This project helps us move forward in realizing a more equitable St. Louis.

Finally, thank you to everyone for reading this report. A more equitable St. Louis requires the will of elected leaders, and support and engagement from community partners and concerned citizens. If you are reading this report, it means that you care about equity, too, and for that I am grateful. I believe this report will help us all get a better understanding of how we can achieve equity, together.

Sincerely,

A handwritten signature in black ink that reads "Lyda Krewson".

LYDA KREWSON, MAYOR



# Executive Summary

After the death of Michael Brown, Jr., on August 9, 2014, “Ferguson” became synonymous with racial strife and inequality in the United States. But St. Louis’ history includes generations of segregation and inequity, which provided the context for the events of Ferguson.

In November 2014, Missouri Governor Jay Nixon appointed an independent group of regional leaders — The Ferguson Commission — to conduct a “thorough, wide-ranging and unflinching study of the social and economic conditions that impede progress, equality and safety in the St. Louis region.”

## **The Commission’s charge was:**

- To examine the underlying causes of these conditions, including poverty, education, governance, and law enforcement;
- To engage with local citizens, area organizations, national thought leaders, institutions, and experts to develop a thorough and comprehensive understanding of the concerns related to these conditions; and
- To issue an unflinching report containing specific, practical policy recommendations for making the region a stronger, fairer place for everyone to live.

In September 2015, the Commission released its report, “Forward Through Ferguson: A Path Toward Racial Equity,” where it states, “the data suggests, time and again, that our institutions and existing systems are not equal, and that this has racial repercussions. Black people in the region feel those repercussions when it comes to law enforcement, the justice system, housing, health, education, and income.”

To address these inequities, the report laid out 189 Calls to Action, each focused on policy change. In its final act, the Commission created Forward Through Ferguson to carry on its work, to help the region turn those calls into action, and to catalyze St. Louis’ efforts toward racial equity.

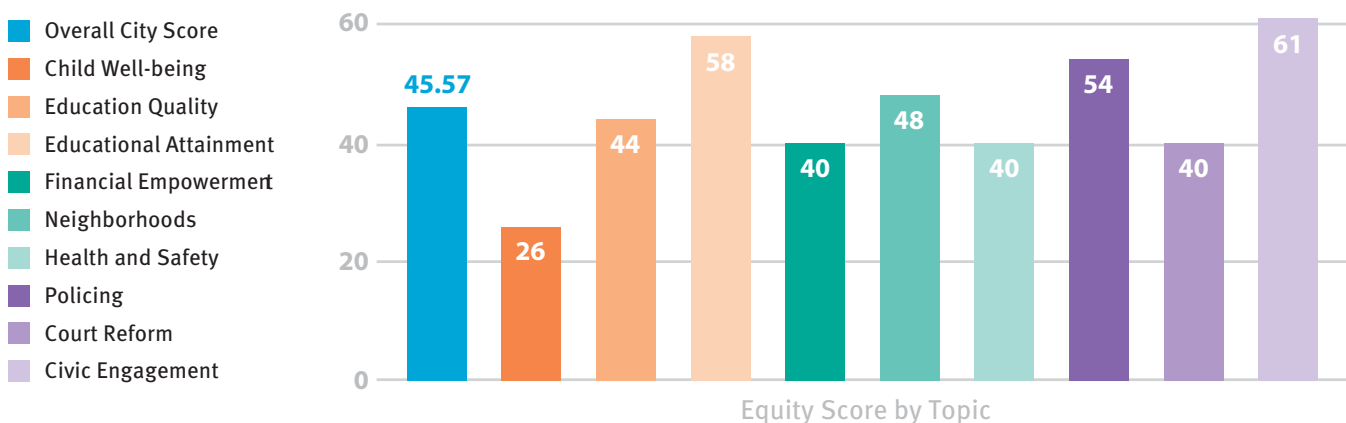
In 2017 the City of St. Louis, in partnership with Forward Through Ferguson and United Way of Greater St. Louis, was chosen to be one of five U.S. cities to create an Equity Indicators tool under the guidance of the City University of New York's Institute for State and Local Governance (CUNY ISLG), with funding from The Rockefeller Foundation.

The tool is built around the three themes identified by the Ferguson Commission: Youth at the Center, Opportunity to Thrive, and Justice for All. Within each theme are three topics, and within each topic are eight indicators, for a total of 72 indicators. These are the indicators that can be monitored each year to track St. Louis' progress towards achieving racial equity across the topics and themes.

The St. Louis Equity Indicators use the methodology developed by CUNY ISLG, the originators of Equality Indicators, to score each indicator, topic, and theme. While this first year of data provides the baseline static scores, following years will produce change scores for each level of data based on the difference in scores from one year to the next. Scores range from 1 to 100, with lower numbers representing greater inequity.

The 2018 Equity Indicators score for the City of St. Louis is 45.57 out of 100. Of the three themes, Justice for All has the highest score (51.54), followed by Opportunity to Thrive (42.58), and Youth at the Center (42.29). The topics within the themes show more variance, with scores ranging from 61.13 in the Civic Engagement topic to 25.75 in the Child Well-being topic. At the indicator level, scores range from 1 (representing the greatest inequity) for the indicator Child Asthma, to a high of 100 (representing the greatest equity) for High School Graduation Rates and Driving Status Violation Conviction Rates.

## 2018 Equity Scores: City of St. Louis



# Equity Beyond the Number

By Nicole Hudson, Assistant Vice Chancellor for Diversity and Inclusion, Washington University in St. Louis and former Deputy Mayor for Racial Equity and Priority Initiatives, City of St. Louis



The City of St. Louis' 2018 Equity Score is 45.57 on a scale of 1 to 100, with 100 being perfectly equitable.

I understand that people will be quick to focus on that number and to draw conclusions from it. But I want to focus on the work that brought us to that number, and the work ahead to improve it.

Please don't misunderstand — that score matters. It quantifies the inequity that holds back our city and our region and has for generations. It defines the disparity that some of our citizens have felt for their entire lives.

But that score is a snapshot — a single data point at a single moment in time. It is a benchmark against which we can measure what truly matters: where we go from here.

Will we follow the familiar pattern, and say: "Great. Yet another number that says what's wrong with St. Louis. Why do people want to focus on the negative?" Or will we say, "That number is unacceptable. We've got to change it. How do I help?" and then find the will and the courage and the resources and the patience and the persistence to do the work, over time, in the face of obstacles and resistance, to change it?

I'm betting on the second option.

One of the struggles we faced when I worked with both the Ferguson Commission and Forward Through Ferguson was helping people understand that racial equity is not about feelings, it is about outcomes; that what is holding our region back is not individual prejudice and bias (though that's a problem, too), but rather the systems, structures, policies, and practices in place that produce inequitable outcomes.

In a relatively short period of time, though, I have seen some of the conversations about racial equity in this region shift. I hear people talking about inequity with an understanding that its effects go beyond individual bias, that its roots are generations deep, and that erasing it — in other words, disrupting the status quo that sustains it — will require unprecedented collaboration, sacrifice, and discomfort.

Nobody thinks this effort will be easy. But more and more, people seem to understand that it is necessary.

This report supports that effort. It presents, in sharp relief, many of the contours of our inequity. It shows many different ways that inequity hurts people, and holds the region back. It adds both numbers and nuance to our understanding, and in doing so, it both complicates and furthers the conversation.

The report also represents additional foundation for meaningful work toward racial equity. In identifying these 72 indicators and gathering the data to determine an equity score for each of them, the Equity Indicators team identified new sources of data and established data infrastructure that will streamline the data-gathering process for future reports, and empower data-driven decision making. You can't fix what you can't measure, and now, we can measure better than we could before.

The process of producing this report forged new partnerships within City Hall and beyond it, broke down barriers that had kept valuable information in silos, and opened direct lines of communication to foster future collaboration. Through critical analysis and difficult conversations, it produced actionable insights that City departments and other organizations across the region can benefit from, today and into the future.

Importantly, the report also advances the work of the Ferguson Commission. When the Commission's report was released in September 2015, cynics said it would be just another report to gather dust on the shelf. Instead, dozens of organizations across the region picked up the mantle of the Commission and insisted on change.

Equity isn't going to happen on its own. We've got to do the work.

For many people, me included, we haven't come nearly far enough, not yet. But in a movement that is working for generational change, this is what momentum feels like.

Let's keep pushing.





# Why Equity is Essential for Resilience

By Patrick Brown,  
Chief Resilience Officer  
City of St. Louis

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For over 250 years the City of St. Louis has stood tall in the face of great challenges. Earthquakes, cyclones, tornadoes, fires, and floods have all tested the city's resolve. Through feats of engineering, innovation, and community investment, St. Louis and its people have consistently proven resilient.

To thrive in the 21st Century the city must prepare to face new and even greater challenges. Climate change brings both warmer temperatures and increased flood levels near the historic creeks and rivers across our city and region. Aging infrastructure and a shrinking tax base combine to exacerbate physical stresses that make St. Louisans potentially more vulnerable in times of need. Furthermore, persistent population decline over the last six decades presents a myriad of issues from basic service delivery to concentrated vacant land and abandoned properties, which divide and blight our neighborhoods.

However, true resilience is achieved by much more than just bolstering our physical infrastructure and the built environment. For St. Louis to remain resilient over the next 250 years we must ensure that every St. Louisan — especially those who we know to be our most vulnerable — is ready to face individual and community-level shocks and stresses.

Equity will be the leading principle in achieving a truly resilient St. Louis. Today, too many St. Louisans still live at or below the poverty line, and are surrounded by gun violence, trauma, concentrated unemployment, low wages, shockingly disparate health outcomes, and a feeling of disconnectedness from the broader city. It is well documented that our communities of color bear the most burden of all our chronic stresses. Therefore, historic racial divisions within our community must be addressed head-on in order to build a cohesive and resilient city.

This first Equity Indicators report represents an important step for St. Louis as we continue working toward equity for all our citizens, and toward greater resilience for our city.

The resources invested and the partnerships forged in producing this report put us in a strong position to do the work necessary to improve our equity score. In City Hall, this report has already changed the conversations we're having about how to better serve our residents. It's changed the questions we're asking, and it's changed our ideas about what the solutions might look like.

The goal of the Equity Indicators efforts is to align the work happening throughout the city and across the region as departments and organizations look at what they can do to contribute towards our goal of racial equity. Together we can begin to ask different questions and have different conversations about how to move the needle as a region. Honest and accurate data about equity must serve as our foundation for this work if we are to improve the long-term resilience of St. Louis.



# Understanding the Equity Indicators

By Cristina Garmendia,  
Equity Indicators Project Manager  
City of St. Louis

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As the Equity Indicators Project Manager, my role has been to select the indicators that would help us measure progress against the priorities identified by the Ferguson Commission, and to identify meaningful ways for the City itself to broadly apply a racial equity framework. This has been an iterative process with the help and guidance of many subject matter experts, both local and national.

St. Louis is a long way from being an equitable city. The subject of this report is not uncovering individual racist acts, but illuminating how racism has become institutionalized. The inequity in the St. Louis region is the result of generations of federal, state, and local policy decisions. When possible, metrics were prioritized that would help us better understand the policies, processes, and practices of institutions that have led to inequitable outcomes. Many of our region's most challenging problems are hard to solve because they are also its most complex problems, and different institutions are responsible for each piece of the puzzle.

Changing the trajectory of increasing inequity is important, but doing so will not be easy, nor will it happen overnight. This tool will help locate pressure points where we can focus our attention and apply our energy more effectively. As our region works to drive change, these indicators can help identify opportunities for small wins that can serve as stepping stones toward larger change. To institutionalize equity and redefine modern governance, we must find ways to manage the performance of institutions through an equity lens on a daily basis.

## A call to collaborate

Addressing inequity calls for collaboration and cooperation at an unprecedented scale. Beginning with the Ferguson Commission and extending through the catalyzing work of Forward Through Ferguson, organizations that had never worked together before have shown an understanding that we must come together to solve these complex problems, and an eagerness to do so.

Indeed, one of the most exciting parts of this work has been the development of innovative data partnerships with organizations outside City Hall like Bi-State Development and the Vacancy Collaborative. Internally, the Mayor's Office partnered with Personnel, Police, and the Municipal Court to explore new ways to measure equity. It might have been easier to just send off requests for information to these departments and organizations, but to do so would have been a missed opportunity. Rather, these partnerships were rooted in active conversations about the challenges we face and how sharing data can spur innovative and collaborative solutions. Lastly, since the City went through this process as part of a cohort of five cities and in partnership with the CUNY Institute for State and Local Governance, the City has been able to draw on the collective knowledge of the group to brainstorm potential indicators.

Addressing inequity  
calls for collaboration  
and cooperation at an  
unprecedented scale.

Thank you to all of the people who participated in the production of this report. It was only through the investment of time and resources by many people in many different City departments and other organizations across the region that we were able to achieve a robust final product.

Now comes the most exciting part of the work — applying what we have learned to change policy and practice for a more equitable St. Louis. That's why this report represents a new beginning and a tremendous opportunity.

## How can I help?

Now that there is a set of numbers with which to measure the current state of inequity, the challenge is to improve those numbers. As a resident of St. Louis, you can hold the City, elected officials, and other institutions accountable for focusing on and working to address these priorities.

When applicable, we have shared ways that you can learn more about a specific indicator. However, this report does not represent a complete census of resources or services that help address inequity. If you believe your organization can help address these issues, and you are not already engaged with the City or Forward Through Ferguson, please introduce yourself.

There were a number of issues that were considered for this report, but ultimately were not included among the final 72 indicators. In some cases, this was because we felt another indicator provided a more useful metric. But in other cases, there was not sufficient data to determine an Equity Score.

This presents an opportunity for researchers and organizations to help collect data that might fill in some of these gaps. In the introduction to each topic, there is a section titled, “What metrics are missing and why?” We would love for this report to spur further research and deeper research.

## **Acknowledgments**

I would like to specially recognize those reviewers that read full drafts of this report: Emily Thenhaus, Eric Ratinoff, Jocelyn Drummond, Julia Bowling, Karishma Furtado, Koran Addo, Nicole Hudson, and Victoria Lawson. They provided writing assistance, substantive editing, fact-checking, and proofreading. Writing and research support was provided by Will Krueger and Kenji Hammon. Formatting of this report is by Michael Bishop and Brad Fann. Subject matter experts are acknowledged in the introduction of each topic.

# Introduction

As far back as the Missouri Compromise of 1820, which permitted slavery in Missouri while prohibiting it in the unorganized territory of the Great Plains, the St. Louis region has had a complicated, ugly history regarding race.

Nearly a century later, in 1916, two-thirds of St. Louisans voted in favor of a ballot referendum that became the first in the nation to legalize housing segregation. When that was overturned by the Supreme Court in 1917, St. Louis turned to “restrictive covenants,” clauses attached to property deeds and neighborhood association contracts drafted by real estate agents and white homeowners that prevented homebuyers from selling or renting to African Americans.

It wasn’t until the Supreme Court prohibited these covenants in 1948 in the landmark *Shelley v. Kraemer* case that African Americans were allowed to live in most of the towns in St. Louis County. As “white flight” began to change the demographics of St. Louis City, restrictive covenants in the city gave way to exclusionary zoning policies in the suburbs, and segregation continued.

St. Louis was one of the last cities to desegregate its schools following *Brown v. Board of Education*, with the implementation of the St. Louis Interdistrict Transfer Program beginning in 1983, nearly 30 years after that landmark ruling.

The effects of centuries of segregation and unequal treatment show up in the data today. When both the Ferguson Commission and the Equity Indicators looked at data sets examining health, education, employment, criminal justice, and more, in nearly every set of outcomes, black St. Louisans fared worse than their white neighbors.

And for many, these disparities feel almost inescapable. According to the Equality of Opportunity Project, St. Louis currently ranks 47th out of the 100 largest metro areas in the country in economic mobility, or the likelihood that a family will move up the income ladder from one generation to the next.

*Adapted from “Advancing Positive Change: A Toolkit for Equity and Empowerment,” produced by Forward Through Ferguson.*

**The City of St. Louis uses Equity Indicators (instead of Equality Indicators) to better align with the Ferguson Commission report, *Forward Through Ferguson: A Path Toward Racial Equity*.**

After the death of Michael Brown, Jr., on August 9, 2014, “Ferguson” became synonymous with racial strife and inequality in the United States. But St. Louis’ history includes generations of segregation and inequity, which provided the context for the events of Ferguson.

In November 2014, Missouri Governor Jay Nixon appointed an independent group of regional leaders — The Ferguson Commission — to conduct a “thorough, wide-ranging and unflinching study of the social and economic conditions that impede progress, equality and safety in the St. Louis region.”

The Commission’s charge was:

- ❑ To examine the underlying causes of these conditions, including poverty, education, governance, and law enforcement;
- ❑ To engage with local citizens, area organizations, national thought leaders, institutions, and experts to develop a thorough and comprehensive understanding of the concerns related to these conditions; and
- ❑ To issue an unflinching report containing specific, practical policy recommendations for making the region a stronger, fairer place for everyone to live.

In September 2015, the Commission released its report, “[Forward Through Ferguson: A Path Toward Racial Equity](#).” In the report the Commission states, “that the data suggests, time and again, that our institutions and existing systems are not equal, and that this has racial repercussions. Black people in the region feel those repercussions when it comes to law enforcement, the justice system, housing, health, education, and income.”

To address these inequities, the report laid out 189 Calls to Action, each focused on policy change. In its final act, the Commission created Forward Through Ferguson to carry on its work, to help the region turn those calls into action, and to catalyze St. Louis’ efforts toward racial equity.

The Equality Indicators Project began as an initiative of the City University of New York’s Institute for State and Local Governance (CUNY ISLG), with the goal of measuring inequality and tracking change over time. CUNY ISLG developed a methodology for the Equality Indicators and piloted the tool in New York City, releasing the first NYC annual report in 2015.

In 2017, with funding from the Rockefeller Foundation, and in collaboration with 100 Resilient Cities, CUNY ISLG expanded the project to five cities across the United States. The City of St. Louis, in partnership with Forward Through Ferguson and United Way of Greater St. Louis, was chosen as one of the cities, alongside Dallas, Oakland, Pittsburgh, and Tulsa.

The City of St. Louis uses Equity Indicators (instead of Equality Indicators) to better align with the Ferguson Commission report, “[Forward Through Ferguson: A Path Toward Racial Equity](#).”

## Project Methodology

The Equity Indicators tool consists of 72 indicators that measure disparities between black and white residents in St. Louis. The indicators are organized into three overarching themes that reflect the signature priorities of the Ferguson Commission report: Youth at the Center, Opportunity to Thrive, and Justice for All.

The inequities within these areas were researched, both through the analyses of existing data and the exploration of additional resources (e.g., For the Sake of All). Drawing on this research, a draft framework for the tool was created, including topics and potential indicators.

With this draft framework in hand, feedback was solicited from a wide range of stakeholders, including community members, advocacy groups, government agencies, and city leadership. The stakeholders vetted potential indicators and explored the availability of existing data. Stakeholders who provided data or whose work would be reflected in the outcomes represented by specific indicators were prioritized. Throughout this process, the indicators were tested to see whether the data to populate them would be available annually and disaggregated by race, as well as whether the indicators would provide appropriate proxies for the complex issues being measured. At the end of this iterative process, eight indicators for each topic were chosen. Each indicator is weighted equally.

Additionally, several community workshops were conducted in order to further explore the barriers to overcoming the inequities identified and how to move forward, with the first three workshops focused on the city and the following two exploring the region more broadly.

### Why use Equity Scores?

According to CUNY ISLG, indicators are scored for several reasons:

- To compare different types of data within one framework (e.g., percentages, rates)
- To standardize indicators on a scale of 1 to 100 that is easy to understand
- To track change from one year to the next in a consistent way for all indicators
- To be able to aggregate (i.e., average) scores at higher levels of the framework

## Focus on Racial Disparities

The St. Louis Equity Indicators tool measures disparities between black and white residents to remain consistent with the framing of the Ferguson Commission report. Today, black residents make up 48% of the St. Louis population, and white residents make up 43%. Asian residents (3%), Hispanic residents (4%), and residents from other racial and ethnic groups (3%) make up much smaller percentages of the City's population.

Data is shared on Asian, Hispanic, and other-race residents when estimates are reliable. However, all scores compare outcomes between black and white residents. This report is presented with an understanding that true equity for St. Louis means equity for all residents, not just black and white residents.

To measure racial disparity, ratios are calculated between the outcomes for two groups: black and white residents. Ratios are converted to scores on a scale of 1 to 100, with 100 representing racial equity, using a ratio-to-score conversion table developed by CUNY ISLG (see Appendix A).

In several cases, place is used as a proxy for race, primarily in the Neighborhoods topic. For example, the Vacancy indicator looks at majority-black neighborhoods, which have 10 times more vacancy than majority-White neighborhoods.

## Meaning of Equity Scores

Higher scores mean greater racial equity, while lower scores mean greater racial disparity. In the few cases where the expected disadvantaged group (black) scored better than the expected advantaged group (white), the indicator received a score of 100. However, higher scores can also mean everyone is doing poorly. For example, for High School Graduation Rates, one of the indicators in the Educational Attainment topic, the graduation rate for black students in St. Louis City is 84% compared to 80% for non-black students, which translates to an equity score of 100. But as a city, the goal is for the graduation rates of all students to be higher.

There are some exceptions to this methodology. While still focused on outcomes related to racial equity, two indicators do not measure disparities but rather measure outcomes for the whole city or a department. In these cases, we convert the citywide or department-wide percentage to a score. These include Police Crisis Intervention Training, which measures the percentage of all active officers who have completed crisis intervention training, and Segregation, which measures the percentage of all residents who live in racially segregated neighborhoods. These indicators were chosen because they best address issues identified by the Ferguson Commission.

## Comparing Both Advantages and Disadvantages

This report studies both advantage and disadvantage indicators. With advantage indicators, positive outcomes are measured when residents have greater access to advantages. For these, the data for white residents is presented first, followed by data for black residents, and a ratio comparing outcomes for white to black residents is calculated.

### Sample Advantage Indicator High-Wage Occupations

White workers are nearly three times more likely than black workers to be employed in high-wage occupations.

With disadvantage indicators, negative outcomes are measured when residents suffer from disadvantage. For these, the data for black residents is presented first, followed by data for white residents, and a ratio comparing outcomes for black to white residents is calculated.

## **Sample Disadvantage Indicator**

### **Child Asthma**

Black children are more than ten times as likely as white children to visit emergency rooms for asthma-related complications.

## **Static and Change Scores**

The tool scores indicators in two ways: a score for each given year, called a static score, and a score measuring change from the baseline, called a change score. This first report shares our baseline (only static scores), while the next report will share two years of static scores and the first round of change scores.

## **Data Sources**

Data sources include administrative data from local, state, and federal government agencies, as well as secondary survey data (e.g., the American Community Survey). When possible and permitted, the underlying data sets used to develop the Equity Indicators will be posted on the City's [Open Data Portal](#).



## How to Read the Indicator Reports

For each indicator, an explanation of what the indicator measures, the outcomes for black, white, and all residents, the ratio and score calculation, the source of our data, a written description of the findings, an explanation of why the indicator matters, a list of the related Calls to Action from the Ferguson Commission report, and additional resources for readers to find more information is provided.

Youth at the Center > Education Quality

# Pre-Kindergarten Enrollment

**Equity Score**  
**67**

**What does this score mean?**

A score of 100 represents racial equity, meaning there are no racial disparities in outcomes between black and white populations. The lower the Equity Score, the greater the disparity.

For Pre-Kindergarten Enrollment, a score of 100 — a score reflecting racial equity — would mean an equal percentage of black and white children are attending pre-kindergarten classes. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

**What does this indicator measure?**

Pre-Kindergarten Enrollment measures the percentage of St. Louis children age 3 and 4 who attended a preschool class (pre-K) in the past three months. In 2016, 66% of three and four-year-old children were enrolled in pre-K.

**Pre-Kindergarten Enrollment Analysis:**  
Three and four-year-olds who have attended Pre-K in the last three months  
**St. Louis City**

	All	White	Black	Disparity Ratio	Equity Score
Enrolled in pre-K	4,633	1,598	2,888	-	-
Child population ages 3 and 4	8,312	2,101	5,227	-	-
Percentage enrolled in pre-K	65.7%	76.1%	55.3%	1.377 to 1	67

**Data Source:** American Community Survey 1-year PUMS, 2016.

**Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See PUMS technical documentation for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

50

Navigation

Indicator Name & Score

Defining Equity

Indicator Definition

Data Analysis

Data Source and Data Background

### What does this analysis mean?

White children are 38% more likely than black children to be attending pre-kindergarten. 76% of age-eligible white children attend preschool in the previous three months, compared to 55% of black children. If enrollment rates were equitable, there would be 1,090 more black children enrolled in pre-K.

### Why does Pre-K Enrollment matter?

According to the Ferguson Commission report, "During the first few years of life, the human brain develops rapidly, and the foundation is laid for future cognitive skills in reading, math, science, and learning in general. During these critical years, children form budding character, social, emotional, gross-motor, and executive-function skills." Additionally, the report cites studies that show children who participate in early childhood education have long lasting advantages including a higher likelihood of graduating from high school and being employed. A Federal Reserve study determined that "for every dollar invested in high-quality pre-K programs, the community sees a rate of return between 7 and 20 percent."

### Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission made the following calls to action related to pre-K:

- A Create universal pre-K for children ages 3-4

### Questions for further investigation:

- A Why is there a racial disparity in Pre-K Enrollment?
- A What can St. Louis do to reduce racial disparities in Pre-K Enrollment?
- A What initiatives are currently underway to reduce racial disparities in Pre-K Enrollment?

### How can I learn more about this issue?

Vision for Children at Risk mobilizes the St. Louis region to take action on the critical needs of children. This organization founded the St. Louis Regional Early Childhood Council (RECC), which works to build a comprehensive system that addresses the full range of early childhood needs for all St. Louis-area children. In September 2017, the RECC released a report studying the location and type of early care and education programs in the St. Louis region: Building Blocks Report.

Data Interpretation

Why Indicator Matters

Relationship to Ferguson Commission Report

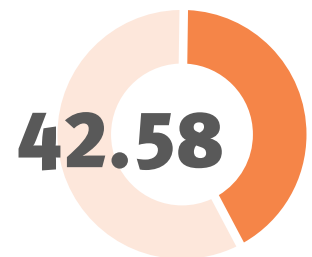
Research Needs

Further Reading or Take Action



# Youth at the Center

# Youth at the Center

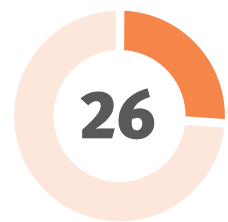


The Youth at the Center theme encompasses the following topics: Child Well-being, Education Quality, and Educational Attainment. For the vast majority of these metrics, we have centered children and young people as the topic of study. This means when we are looking at issues related to schools, we frame our findings in terms of the students enrolled in those schools.

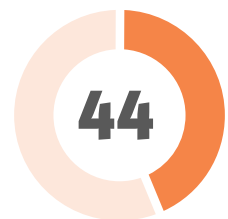
The Child Well-being topic examines the disadvantages and burdens that children carry with them from outside school that affect their ability to perform in school. The Education Quality topic is focused on access to effective learning environments in public and charter schools across the city. The Educational Attainment topic studies the educational attainment levels of the entire population and highlights young adult outcomes.



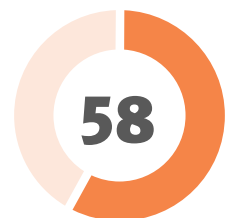
Child Well Being



Education Quality



Educational Attainment



## How many children are there in St. Louis?

According to the most recent estimates, there are 60,837 residents under 18 in St. Louis. Children make up a fifth of the city's population.

## Does this data track academic outcomes for all St. Louis students?

The numbers presented here track academic outcomes for approximately 77% of our school-aged children. Data is not publicly available to track academic outcomes for St. Louis students that do not attend St. Louis public or charter schools.

There are an estimated 43,000 St. Louis children between the ages of 5 and 17. However, only 33,352 children were enrolled in public or charter schools in St. Louis. In 2017, 4,235 students attended public schools outside the city through the Voluntary Interdistrict Choice Corporation (VICC) program. The remaining 5,400 or so school-aged children likely attend private and parochial schools. Private schools are not obligated to report information on enrollment or performance to the State of Missouri.

## How many schools are there in St. Louis?

In 2017, according to Missouri Department of the Elementary and Secondary Education records, there were 19 school districts operating in the city, which includes St. Louis Public Schools and 18 charter school districts. All together, there were 112 public or charter schools in the city. In addition, there were an estimated 31 private schools inside city limits, but their students are not reflected in our findings.

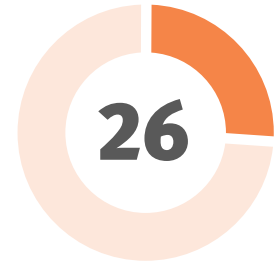
## What departments in city government work on youth issues?

The City of St. Louis [Department of Health](#) includes the Bureau of Women, Children, and Adolescent Health. This division manages child asthma, lead testing, smoking cessation, and school health services. The [Department of Human Services](#) includes the Division of Youth and Family Services, which provides administrative oversight over the federal Child and Adult Care Food Program and the Summer Food Service Program.

## Youth at the Center

Score: 42.58

Child Well-being Score: 25.75		Education Quality Score: 43.75		Educational Attainment Score: 58.25	
Indicator	Score	Indicator	Score	Indicator	Score
Child Poverty	29	School Test Scores	19	High School Graduate Population	78
Child Food Insecurity	17	Teacher Attendance	67	High School Graduation Rate	100
Child Emergency Room Visits	27	Teacher Experience	52	Disconnected Youth	54
Child Asthma	1	Suspensions	32	Bachelor's Degree Population	34
Child Lead Poisoning	51	Pre-Kindergarten Enrollment	67	College Enrollment Rate	68
Chronic Absenteeism	58	Advanced Placement Enrollment	40	College Graduation Rate	39
Juvenile Referrals to Court	21	Third-Grade Reading Proficiency	37	Some College, No Degree Population	65
Youth STD Rates	2	Sixth-Grade Math Proficiency	36	Graduate Degree Population	28



# Child Well-being

The eight indicators in this topic quantify racial disparities in child well-being, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Child Well-being topic examines the disadvantages and burdens that children carry with them from outside school that affect their ability to perform in school.

**Today, children in St. Louis do not start off on an even playing field.**

**Black children are more likely to live in poverty than children of any other race.**

This means they are more likely to live in substandard housing and experience food insecurity. Due to economic inequities covered elsewhere in this report, their caretakers are more likely to be stretched thin by working long hours. Black children are more likely to experience place-based disadvantages such as exposure to crime and environmental issues, which result in higher levels of trauma and other negative health impacts.

**Black children are more likely to have significant health issues.** They are more likely to visit emergency rooms for injuries, illnesses, and diseases of all kinds. In particular, black children are far more likely to experience illnesses that are known to impact attendance and performance in school, including asthma and lead poisoning.

**Black children are more likely to have negative interactions with punitive institutions and less likely to have positive interactions with supportive institutions.** Black children have higher contact with the courts for delinquency and are less likely to attend school.

**Many of these challenges are interconnected, making the need to address the disparities all the more urgent.**

For the Equity Indicators Project, the measures chosen focus on racial disparities. The indicators are reflective of the Ferguson Commission's Calls to Action around child well-being, but not all Calls to Action related to child well-being are addressed within the scope of this project.



## What is our equity score for this topic?

25.75

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission priorities include supporting the whole child by reducing child poverty, ending childhood hunger, and supporting childhood health. Specific Calls to Action include:

- [Deliver Trauma-Informed Care](#) through the design of hospital-community partnerships to help heal young people impacted by violence with case management, mentorship, and evidenced-based trauma interventions.
- [Increase Health Insurance Coverage and Access](#) by ensuring the Children's Health Insurance Program is reauthorized.
- [End Hunger for Children and Families](#) through the expansion of government nutritional assistance programs, coordinating food programs, and making those programs easier to navigate.
- [Establish School-Based Health Centers](#) in the region that include access to mental health, case management, and reproductive health.
- [Enhance Support Services' Ability to Support Youth](#) through review of the Missouri Family Support Division and creation of a Discounted Youth Transit Pass.
- [Create School-Based Early Warning Systems](#) through investing at the school level in a quarterly, early-warning and coordinated community response system capable of tracking and responding to all students' successes and challenges.

## What institutions and organizations were assessed to understand Child Well-being?

While most of the indicators in this topic do not assess specific institutions or organizations, Chronic Absenteeism measures children who attend public or charter schools in St. Louis, and Juvenile Referrals studies children who interact with the St. Louis City Family Court.

## Where did the data come from?

The data used in this topic comes from the American Community Survey, the Missouri Department of Health and Senior Services, the Missouri Department of Elementary and Secondary Education, and the St. Louis City Family Court.



## What stakeholders were consulted?

Stakeholders consulted include the Regional Early Childhood Council, Juvenile Court administrators, the City of St. Louis Department of Health, and STL Youth Jobs.

## What metrics are missing and why?

Metrics that are missing from this report, but are important to measuring racial disparities in child well-being, include family housing instability and youth mental health. Anecdotally, students are changing schools often as a result of their families being forced to move and are experiencing homelessness.

There is a lack of quantitative estimates of mental illness, but it is known there is limited access to mental health assessments and waiting lists for treatment. The [St. Louis Mental Health Board](#) has determined there is unmet need for behavioral health programs and services, particularly for youth. They estimate 24% of youth have mental health challenges that would qualify for diagnosis and that over 3,500 have a mental illness with severe impact.

## CHILD WELL-BEING EQUITY INDICATORS

Indicator	Equity Score
<b>Child Poverty</b> Black children are nearly four times as likely as white children to live in households with incomes at or below the poverty line.	29
<b>Child Food Insecurity</b> Black households with children are nearly six times as likely as white households with children to receive food stamps.	17
<b>Emergency Room Visits</b> Black children are four times as likely as white children to visit emergency rooms.	27
<b>Child Asthma</b> Black children are more than ten times as likely as white children to visit emergency rooms for asthma-related complications.	1
<b>Child Lead Poisoning</b> Black children are nearly twice as likely as white children to test positive for elevated blood lead levels.	51
<b>Chronic Absenteeism</b> Black students are 56% more likely than white students to be chronically absent.	58
<b>Juvenile Referrals to Court</b> Black children are nearly five times as likely as white children to be referred to juvenile court.	21
<b>Youth STD Rates</b> Black youth are nearly ten times as likely as white youth to be diagnosed with chlamydia.	2
<b>2018 EQUITY SCORE</b>	<b>25.75</b>

# Child Poverty

Equity Score

# 29

## What does this score mean?

For Child Poverty, a score of 100 — a score reflecting racial equity — would mean black and white children are equally likely to live in households with incomes below the poverty line. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Child Poverty measures the percentage of children under age 18 who live in households with incomes at or below the federal poverty line in the City of St. Louis. In 2016, there were 22,405 children living in poverty in St. Louis, or 37% of all children.


### Child Poverty Analysis:

Children under age 18 who live in poverty

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Children in poverty	22,405	15,915	1,849	-	-
Child population	60,837	36,191	15,616	-	-
Child poverty rate	36.8%	44.0%	11.8%	3.714 to 1	29

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Black children are nearly four times as likely as white children to live at or below the federal poverty line. In 2016, 44% of black children lived in poverty, compared to 11.8% of white children. Overall, children are more likely to live in poverty than adults or the elderly (see Adult Poverty indicator in the Opportunity to Thrive theme). If the rate of child poverty were equitable, there would be 11,644 fewer black children living in poverty.

## Why does Child Poverty matter?

Vision for Children at Risk summarized the effects of poverty on children in their 2017-2018 report on “[Children of Metropolitan St. Louis](#)”:

*“The effects of poverty on children and youth have been extensively documented. We know that poverty has a particularly adverse effect on academic success, especially during early childhood. Chronic poverty contributes to toxic stress that takes a toll on parents and children. Poverty is not a mere inconvenience that children need the moral strength to overcome. Children who live in poverty are more likely to experience illness, difficulty getting along with peers, emotional problems, exposure to violence, risk of injury, and involvement with the juvenile justice system. They are more likely to drop out of high school, less likely to complete college, and more likely to die sooner.”*

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action designed to reduce child poverty include:

- ▢ [Create Universal Child Development Accounts](#)
- ▢ [Review the Missouri Family Support Division](#)
- ▢ [Raise the Minimum Wage](#)
- ▢ [Implement Earned Income and Child Tax Credits](#)
- ▢ [Prioritize Tax Incentives for Youth-Serving Job Programs](#)

## Questions for further investigation:

- ▢ Why is there a racial disparity in Child Poverty?
- ▢ What can St. Louis do to reduce racial disparities in Child Poverty?
- ▢ What initiatives are currently underway to reduce racial disparities in Child Poverty?

## How can I learn more about this issue?

[Vision for Children at Risk](#) is a research and advocacy organization that focuses on the critical needs of children in the St. Louis region. They produce an annual report called “[Children of Metropolitan St. Louis](#)” which contains community data on over 40 indicators of child well-being.

# Child Food Insecurity

Equity Score

# 17

## What does this score mean?

For Child Food Insecurity, a score of 100 — a score reflecting racial equity — would mean black and white children are equally likely to live in households that receive food stamps, a sign of food insecurity. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Child Food Insecurity measures the percentage of households with children under age 18 that receive Supplemental Nutrition Assistance Program (SNAP) benefits in the City of St. Louis. SNAP is a federal government program that helps low-income individuals buy food. In Missouri, it is administered by the Department of Social Services Family Support Division. In 2016, there were 12,255 households with children that received SNAP in St. Louis. Of all households with children under 18, 40% of households received SNAP.

### Child Food Insecurity Analysis:

Households with children under 18 that received SNAP benefits in the past 12 months  
St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Households with children that receive SNAP	12,255	9,960	1,084	-	-
Households with children	30,771	16,681	10,713	-	-
Share of households with children that receive SNAP	39.8%	59.7%	10.1%	5.901 to 1	17

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Black families are nearly six times as likely as white families to receive food stamps. In 2016, 59.7% of black households with children received food stamps compared to 10.1% of white households with children. If child food insecurity rates were equitable, there would be 8,275 fewer households with children receiving SNAP.

In 2016, 40% of families with children in St. Louis received food stamps. This is nearly double the rate in the United States, where 20% of families with children received food stamps. The University of Missouri's "[Missouri Hunger Atlas](#)" estimates that 55.6% of all children under age 18 in St. Louis participate in food stamp programs.

## Why does Child Food Insecurity matter?

Households that receive food assistance are low-income households that struggle with food insecurity, which has significant effects on child well-being. The Ferguson Commission report points out that food insecurity among babies and toddlers "correlates with increased susceptibility to infections, slowed cognitive development and physical growth, [and] increased susceptibility to chronic disease." Among adolescents and young adults, food insecurity correlates with "reduced school performance, increased school dropout rates, and reduced productivity during adulthood." In short, hunger affects not only health, but also child behavior in school.

For a household to be eligible for food stamps, its collective household income (before taxes) must be under 130% of the federal poverty level, and the household cannot have more than \$2,250 in assets (\$3,250 if elderly or disabled). These restrictions discourage savings and prevent homeownership. This puts families in the position of having to choose between food security and other types of financial security.

### Income Limits for Food Stamp Benefits

Missouri Department of Social Services

Members of Household	Maximum Monthly Household Income (Gross)	Maximum Food Stamp Benefits
1	\$1,307	\$192
2	\$1,760	\$352
3	\$2,213	\$504
4	\$2,665	\$640

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

One of the report's priorities is ending childhood hunger because of the harmful effects hunger has on development and long-term success. The relevant Calls to Action include:

- [End Hunger for Children and Families](#)

## Questions for further investigation:

- Why is there a racial disparity in Child Food Insecurity?
- What can St. Louis do to reduce racial disparities in Child Food Insecurity?
- What initiatives are currently underway to reduce racial disparities in Child Food Insecurity?

## How can I learn more about this issue?

The University of Missouri's [Interdisciplinary Center for Food Security](#) publishes the "[Missouri Hunger Atlas](#)" on an annual basis. The [Missouri Coalition for the Environment](#) has produced a helpful [infographic](#) on the intersection of race, income, and food insecurity that also includes recommendations for the City of St. Louis and other relevant stakeholders.

# Child Emergency Room Visits

Equity Score

27

## What does this score mean?

For Child Emergency Room Visits, a score of 100 — a score reflecting racial equity — would mean black and white children are equally likely to visit the emergency room for treatment of disease or injury. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Child Emergency Room Visits measures the rate at which St. Louis children and youth 19 and under visit emergency rooms for treatment of a disease or injury per 1,000 children. In 2015, there were 46,829 emergency room visits by children, which translates to an rate of 658 emergency room visits per 1,000 children.

### Child Emergency Room Visits

Emergency room visits per 1,000 children age 19 and under

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Child emergency room visits	46,829	36,818	5,577	-	-
Emergency room visits per 1,000 children	657.8	866.1	214.8	4.032 to 1	27

**Data Source:** Missouri Department of Health and Senior Services, Emergency Room MICA, 2015.

**Data Note:** It is important to note that the data reported is a count of emergency room visits, not visits by unique children. Rates for this indicator are provided by MICA and are age-adjusted based on 2000 standard population.

## What does this analysis mean?

Black children are four times as likely as white children to visit an emergency room for care. Annually, there are 866 visits per 1,000 black children, compared to 215 visits per 1,000 white children. If black children visited the emergency room at the same rate as white children, they would have had 27,688 fewer emergency room visits in 2015.



For both black and white children, the shared most common reasons for visiting the emergency room include respiratory distress, injuries and poisonings, and nervous system problems. However, black children visit at higher rates for nearly all causes. Black children are nearly six times as likely as white children to visit an emergency room for skin issues (inflammation, infections, and ulcers), over five times as likely for infection, and nearly five times as likely for respiratory distress.

## Why do Child Emergency Room Visits matter?

The disparate rates of emergency room visits for children, across nearly every illness and injury, suggest that black children are more likely than white children to experience conditions that are harmful to their health. The Ferguson Commission highlighted that emergency room use is tied to people having to delay or forgo needed care because of a lack of health insurance. However, 96% of all children in St. Louis are covered by health insurance. This suggests that, though insured, black children may not be getting the preventative care that they need, for reasons that could include lack of primary care physicians, limited ability for parents to take time off of work, or limited awareness that preventative care is covered by health insurance. The preventative healthcare that black children do receive is not enough to prevent high rates of emergency room use.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission report identifies multiple Calls to Action to expand health insurance coverage and increase access to care that, in part, aim to reduce reliance upon emergency rooms as sources of primary care. The Calls to Action are:

- [Expand Medicaid Eligibility](#)
- [Increase Health Insurance Coverage and Access](#)

## Questions for further investigation:

- Why is there a racial disparity in Child Emergency Room Visits?
- What can St. Louis do to reduce racial disparities in Child Emergency Room Visits?
- What initiatives are currently underway to reduce racial disparities in Child Emergency Room Visits?

## How can I learn more about this issue?

In 2015, [For the Sake of All](#) (now [Health Equity Works](#)), a Washington University in St. Louis-based initiative, published a report on the [health and well-being of African Americans in St. Louis](#). The [Regional Health Commission](#) produces an annual “[Access to Care](#)” data book which reviews community-wide progress toward strengthening the healthcare safety net system in the region.

# Child Asthma

Equity Score

1

## What does this score mean?

For Child Asthma, a score of 100 — a score reflecting racial equity — would mean black and white children are equally likely to have asthma. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Child Asthma measures the rate at which St. Louis children and youth age 19 and under visit the emergency room to treat complications from asthma per 1,000 children. Asthma is a condition in which there is inflammation of the airways that makes it hard to breathe. In 2015, there were 2,048 emergency room visits made by children for issues related to asthma, which represents 4.4% of all child emergency room visits. Children visited the emergency room for asthma at a rate of 28.8 visits per 1,000 children.

### Child Asthma Analysis:

Emergency room visits for asthma per 1,000 children age 19 and under

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Emergency room visits for asthma	2,048	1,804	102	-	-
Child emergency room visits per 1,000 children	28.77	42.44	3.93	10.799 to 1	1

**Data Source:** Environmental Public Health Tracking Program, Missouri Public Health Information Management System (MOPHIMS), 2015.

**Data Note:** It is important to note that the data reported is a count of emergency room visits, not visits by unique children. Rates for this indicator are provided by the Missouri DHSS and are age-adjusted based on 2000 standard population.

## What does this analysis mean?

Black children are more than ten times as likely as white children to visit emergency rooms for asthma-related complications. Black children visited the emergency room at a rate of 42.4 emergency room visits per 1,000 black children, compared to 3.9 visits per 1,000 white children. If asthma rates were equitable, black children would have had 1,622 fewer emergency room visits for asthma in 2015.

## Why does Child Asthma matter?

Asthma is one of the most prevalent and severe chronic health issues for children. According to the St. Louis chapter of the [Asthma and Allergy Foundation of America](#), asthma is the top reason for a child to be hospitalized in Missouri. The Missouri Department of Health and Senior Services [states in their annual report on asthma](#), “Pediatric asthma results in missed learning opportunities, elevated acute health care utilization, and costs.” Asthma makes it harder for children to play and be active, which can lead to other health concerns such as obesity.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report does not directly reference child asthma, it calls for “supporting the whole child.” The health of children affects their academic performance and behavior in school. The report calls for the [establishment of school-based health centers to improve childhood physical and mental health](#).

## Questions for further investigation:

- Why is there a racial disparity in Child Asthma?
- What can St. Louis do to reduce racial disparities in Child Asthma?
- What initiatives are currently underway to reduce racial disparities in Child Asthma?

## How can I learn more about this issue?

The Missouri Department of Health and Senior Services issued a report about initiative in Missouri to reduce asthma in February 2017 in partnership with the Centers for Disease Control and Prevention: “[Missouri Asthma Prevention and Control Program: Surveillance Update](#).”

The [Asthma and Allergy Foundation of America](#), St. Louis Chapter (AAFA-STL), a United Way Agency, has been a leading resource for those with asthma and allergies in the St. Louis community. AAFA-STL’s medical assistance program, [BREATH](#) (formerly Project Concern), provides uninsured and underinsured children with life-saving asthma and allergy medications, equipment, education, and support.

# Child Lead Poisoning

Equity Score

# 51

## What does this score mean?

For Child Lead Poisoning, a score of 100 — a score reflecting racial equity — would mean black and white children tested are equally likely to have high blood lead levels. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Child Lead Poisoning measures the rate at which St. Louis children under age 5 test for blood lead levels of 10 µg/dl or higher per 1,000 children tested. In 2016, 175 children under age 5 tested positive for high blood lead levels, which translates to a rate of 15.1 children with high blood lead levels per 1,000 children tested.


### Child Lead Poisoning Analysis:

Children tested who have blood lead levels of 10 µg/dl or higher

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Children with high blood lead levels	175	112	27	-	-
Child population tested under 5	11,610	6,973	2,912	-	-
Child lead poisoning per 1,000 children tested	15.1	16.1	9.3	1.732 to 1	51

 **Data Source:** Environmental Public Health Tracking Program, Missouri Department of Health and Senior Services, 2016.

 **Data Note:** 10 µg/dl or higher is the standard measurement in Missouri for elevated blood lead level. The unit µg/dl means micrograms per deciliter. Rates for this indicator are provided by the Missouri DHSS and are age-adjusted based on 2000 standard population. Guidelines call for all children under age six to be tested in St. Louis, but the City estimates only 48% of children were tested in 2016.

## What does this analysis mean?

Black children are nearly twice as likely as white children to test positive for elevated blood lead levels. In 2016, 16.1 of every 1,000 black children tested had high blood lead levels compared to 9.3 of every 1,000 white children. If rates were equitable, 48 fewer black children would have tested with high blood lead levels.

## Why does Child Lead Poisoning matter?

High blood lead levels have serious health impacts for children, including learning disabilities and behavioral problems. A major source of lead exposure is lead-based paint and dust in buildings constructed prior to the 1970s, which includes the majority of housing stock in St. Louis. The entire city is considered a high-risk area for lead poisoning by the Missouri Department of Health and Senior Services, which is why guidelines call for universal testing of St. Louis children under age six. The [Childhood Lead Poisoning \(CLP\) Prevention Program](#) at the City of St. Louis has noted, “Race itself is not an indicator of CLP. Other factors associated with minority status, however, such as poverty, poor housing stock, insufficient access to medical care, and inadequate quality medical care, contribute to CLP.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report does not directly reference child blood lead levels, it calls for “supporting the whole child.” Where children live affects their health, which affects their academic performance and behavior in school. The report calls for the [establishment of school-based health centers to improve childhood physical and mental health](#).

## Questions for further investigation:

- Why is there a racial disparity in Child Lead Poisoning?
- What can St. Louis do to reduce racial disparities in Child Lead Poisoning?
- What initiatives are currently underway to reduce racial disparities in Child Lead Poisoning?

## How can I learn more about this issue?

Lead testing services are provided for free by the City of St. Louis Department of Health to children under the age of six who reside in the City of St. Louis. The Department of Health has produced regular [reports on childhood lead poisoning in St. Louis](#) since 2002.

# Chronic Absenteeism

Equity Score

# 58

## What does this score mean?

For Chronic Absenteeism, a score of 100 — a score reflecting racial equity — would mean black and white children have the same school attendance rates. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Chronic Absenteeism measures the percentage of students enrolled in a public or charter school in the City of St. Louis who attended less than 90% of school days. This indicator includes elementary, middle, and high schools. In 2016, 4,615 students were chronically absent, which means 13.8% of all students were chronically absent.

### Chronic Absenteeism Analysis:

Students who attended 90% or less of school days

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Chronically absent students	4,615	3,705	444	-	-
Student population	33,352	24,674	4,625	-	-
Chronic absenteeism rate	13.8%	15.0%	9.6%	1.564 to 1	58

 **Data Source:** Department of Elementary and Secondary Education, 2016.

## What does this analysis mean?

Black students are 56% more likely to be chronically absent than white students. Black students are the most likely to be chronically absent (15% of black students), followed by white students (9.6%). Hispanic students are the least likely to be chronically absent (9.3%). High school students are much more likely to be chronically absent (20.5%) than

K-8 students (11.6%). If chronic absenteeism rates were equitable, then 1,336 fewer black students would be chronically absent.

## Why does Chronic Absenteeism matter?

Children don't learn as well or as much if they miss school. According to the [U.S. Department of Education](#), chronic absenteeism leads to lower student achievement, and is linked to a higher likelihood of dropping out of school. In addition, guardians of chronically absent students who are absent without good reason are liable for truancy and may be referred to the Truancy Division of Family Court. In 2016, the guardians of 174 students were referred to St. Louis City Family Court for truancy.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission recommends the use of indicators such as attendance rates to create early warning systems for potential drop-outs. The related Calls to Action include:

- ▣ [Measuring Child Well-Being](#)
- ▣ [Create School-Based Early Warning Systems](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Chronic Absenteeism?
- ▣ What can St. Louis do to reduce racial disparities in Chronic Absenteeism?
- ▣ What initiatives are currently underway to reduce racial disparities in Chronic Absenteeism?

## How can I learn more about this issue?

If you are a parent that needs help improving your child's school attendance, the [Truancy Initiative Project](#) is a voluntary diversion program of St. Louis City Family Court designed to improve the school attendance of referred juveniles. In the 2016-2017 school year, the Truancy Initiative Project served 239 students, 77% of whom improved their attendance.

[Attendance Works](#) is an organization that conducts local and national applied research on chronic absenteeism. Their most recent research paper is a state-level analysis of the relationship between school attendance and standardized test scores: "[Absences Add Up: How School Attendance Influences Student Success.](#)"

# Juvenile Referrals to Court

Equity Score

# 21

## What does this score mean?

For Juvenile Referrals to Court, a score of 100 — a score reflecting racial equity — would mean black and white children are equally likely to be referred to St. Louis City Family Court. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Juvenile Referrals to Court measures the rate at which children are referred to the 22nd Circuit Family Court in the City of St. Louis per 1,000 children. Children are referred to court mostly for misdemeanors (39% of all referrals), felonies (25%), and status offenses (26%). Status offenses are non-criminal but a violation of law due to the youth's status as a minor, and include truancy, alcohol use, and violating curfew. In 2016, there were 1,258 children referred to court, which equates to a rate of 52.5 referrals per 1,000 children.


### Juvenile Referrals to Court Analysis:

Juvenile court referrals per 1,000 children age 10 to 17

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Juvenile Court referrals	1,258	1,118	95	-	-
Children aged 10 to 17	23,953	16,251	6,899	-	-
Juvenile Court referrals per 1,000 children	52.5	68.8	13.8	4.996 to 1	21

 **Data Source:** 22nd Circuit Family Court, 2016; Missouri Census Data Center, 2016.

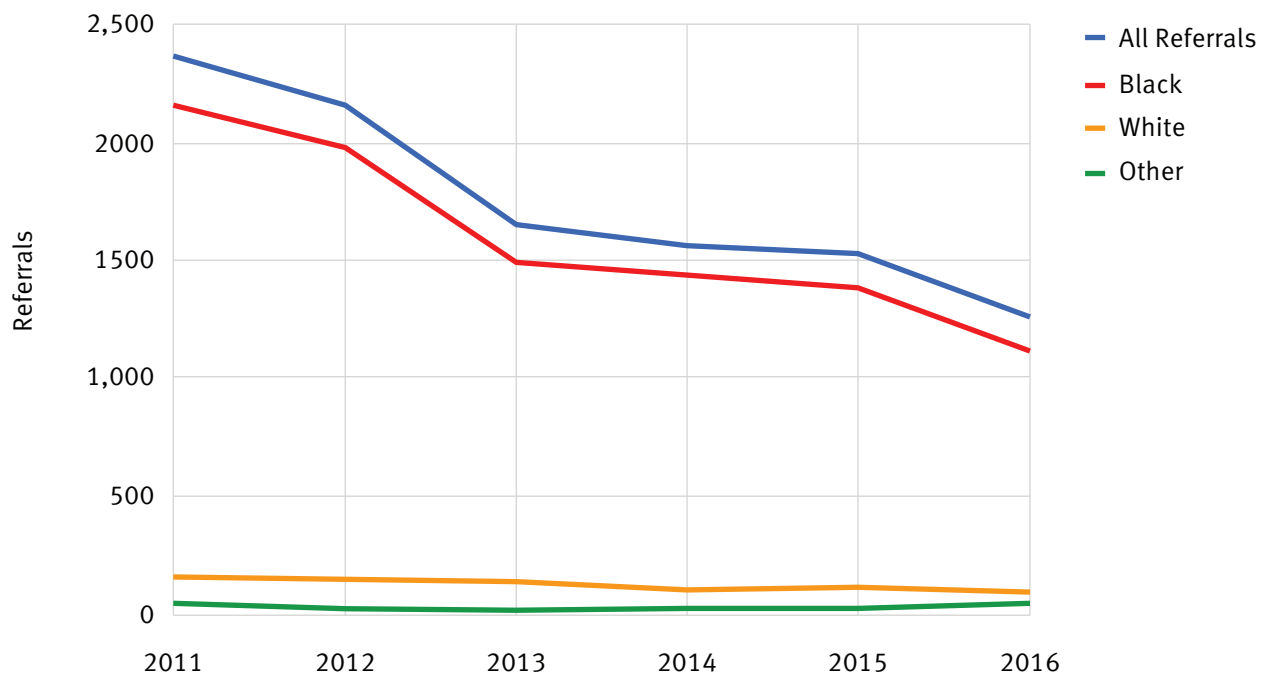
 **Data Note:** Some children may have more than one referral. Hispanic origin was not provided by the Circuit Court, so these racial groups include both Hispanic and non-Hispanic children. At the date of publication, children over age seventeen in Missouri are treated as adults by the court system. There were no children under age ten referred to the juvenile court in 2016.



## What does this analysis mean?

Black children are nearly five times as likely as white children to be referred to juvenile court. In 2016, there were 68.8 referrals for every 1,000 black children. For every 1,000 white children, there were 13.8 referrals. If court referral rates were equitable, there would have been 894 fewer black children referred to Juvenile Court.

## Trends in Juvenile Court Referrals in St. Louis, 2011-2016



While there has been a 48% decrease in juvenile court referrals since 2011, black children have consistently comprised around 90% of all referrals.

## Why do Juvenile Referrals matter?

The majority of juvenile court referrals are an outcome of police discretion. Many juvenile offenses are handled informally outside of the court. While the goals of our juvenile court are rehabilitation and restorative justice, when a juvenile is referred to court, they are at risk of a formal prosecution and acquiring a legal record. Juvenile records are not automatically sealed and are increasingly used to [deny former juvenile delinquents job opportunities and housing](#). Additionally, children referred to juvenile court represent some of our most at-risk children, who suffer from behavioral issues, poor judgment, and are vulnerable to negative peer influences.

## Which Calls to Action from the Ferguson Commission are linked with this indicator?

The Ferguson Commission's Calls to Action related to juvenile justice include:

- ▣ [Reform Juvenile Disciplinary Procedures and Practices](#)
- ▣ [Adopt Alternative Strategies for Juvenile Interventions](#)
- ▣ [Foster Positive, Proactive Police Interactions with Youth](#)
- ▣ [Assign Public Defenders for Criminally-Charged Minors](#)
- ▣ [Reform School Discipline Policies](#)
- ▣ [Close Records of Non-Violent Offenses by Minors](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Juvenile Referrals?
- ▣ What can St. Louis do to reduce racial disparities in Juvenile Referrals?
- ▣ What initiatives are currently underway to reduce racial disparities in Juvenile Referrals?

## How can I learn more about this issue?

The [St. Louis City Family Court](#) issues an [annual report card](#). The court has worked to reduce juvenile referrals through the Juvenile Detention Alternatives Initiative. The [Juvenile Detention Alternatives Initiative](#) was launched in 1992 by the Annie E. Casey Foundation to demonstrate that jurisdictions can establish more effective and efficient systems to accomplish the purposes of juvenile detention. The Foundation expanded to parts of Missouri, including St. Louis, in 2006.

The [National Center for Juvenile Justice](#) issues an [annual briefing book](#), which describes various topics related to delinquency and the juvenile justice system.

# Youth STD Rates

Equity Score

2

## What does this score mean?

For Youth STD Rates, a score of 100 — a score reflecting racial equity — would mean black and white youth are equally likely to be diagnosed with a sexually transmitted disease (STD). It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Youth STD Rates measures the rate at which St. Louis youth are diagnosed with chlamydia per 100,000 residents age 15 to 19. Chlamydia is one of the most common sexually transmitted diseases that occurs among both men and women. While easily treated with antibiotics, chlamydia can cause infertility in women if left untreated. In 2016, according to the City of St. Louis Department of Health, there were 1,215 reported cases of chlamydia for youth age 15 to 19. This equates to a rate of 8,306 chlamydia cases per 100,000 residents.


### Youth STD Rates:

Annual chlamydia cases per 100,000 residents age 15-19

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Annual chlamydia cases per 100,000 residents age 15-19	8306.1	10,029.7	1,044.7	9.601 to 1	2

 **Data Source:** Missouri Resident Child Health Profile, Missouri Department of Health and Senior Services, 2008-2017.

 **Data Note:** Rates for this indicator are age-adjusted based on 2000 standard population.

## What does this analysis mean?

Black youth are nearly ten times as likely as white youth to be diagnosed with chlamydia. Black youth are diagnosed with chlamydia at a rate of 10,030 cases per 100,000 people, while white youth are diagnosed at a rate of 1,045 cases per 100,000 people. The latest reports from the [City of St. Louis Department of Health](#) state that 70% of all chlamydia cases occur in youth between the ages of 13 and 24, and that 80% of

youth with chlamydia are black. If STD rates were equitable, there would be 906 fewer cases of chlamydia in black youth annually.

For context, according to the [Centers for Disease Control and Prevention](#), chlamydia is reported at a rate of 1,929 cases per 100,000 people age 15-19 nationally.

## Why do Youth STD Rates matter?

Because chlamydia is an asymptomatic disease, the number of reported cases is probably an underestimate of actual incidence. Untreated, chlamydia has long-lasting physical effects on women's health. According to the [City of St. Louis Department of Health](#), "Women with untreated chlamydia and gonorrhea develop pelvic inflammatory disease which can lead to infertility. Babies born to women with untreated STIs may suffer death or experience significant damage and sometimes permanent disability. STIs can increase the risk of HIV transmission and acquisition."

## Which Calls to Action from the Ferguson Commission are linked with this indicator?

The Ferguson Commission's Calls to Action related to child health include:

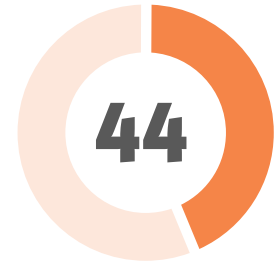
- [Deliver Trauma-Informed Care](#)
- [End Shame and Stigma](#)
- [Establish School-Based Health Centers & Trauma-Informed Schools](#)

## Questions for further investigation:

- Why is there a racial disparity in Youth STD Rates?
- What can St. Louis do to reduce racial disparities in Youth STD Rates?
- What initiatives are currently underway to reduce racial disparities in Youth STD Rates?

## How can I learn more about this issue?

The City of St. Louis Department of Health produces regular [reports on sexually transmitted diseases](#). Free or reduced cost STD testing is available at a number of [locations](#).



# Education Quality

The eight indicators in this topic quantify racial disparities in education quality, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Education Quality topic examines school-level responsibilities in providing equitable quality learning environments for children.

**Black children are less likely to be enrolled in higher performing K-12 schools.** There are few schools in St. Louis where it is the norm for students to meet state standards for both Math and English. Black children are less likely than white children to be students at these higher performing schools. Black children are also more likely to attend schools where more teachers are chronically absent and schools where more than 30% of teachers are in their first or second year of teaching.

**Black children are less likely to be enrolled in the most rigorous coursework available at their school.** There are 14 high schools in St. Louis City that offer Advanced Placement and International Baccalaureate courses. At these schools, white students are more than twice as likely as black students to be enrolled in these challenging courses.

**Black children are less likely to be in school at all.** Black children are less likely to be enrolled in early childhood education programs such as pre-kindergarten. In addition, black students are being removed from school via out-of-school suspensions for disciplinary issues more often than white students.

**Black children are less likely to be learning what they need to succeed.** At key milestones such as third grade for reading and sixth grade for math, black students are less likely to demonstrate proficiency. The basic skills students fail to learn early on make every additional learning milestone more difficult to achieve.

For the Equity Indicators Project, the measures chosen focus on racial disparities. The indicators are reflective of the Ferguson Commission's Calls to Action around education quality, but not all education quality related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

43.75

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission report calls for supporting quality education, from early childhood through 12th grade. Specific Calls to Action include:

- [Invest in Early Childhood Education](#) by ensuring sufficient early childhood development and education programs to meet demand, and aligning all efforts around a high-quality model that produces measurable child outcomes.
- [Create an Innovative Education Hub](#) to serve as a developmental laboratory for diverse stakeholders to experiment, collaborate, and innovate, and to tackle critical education issues such as designing effective classroom strategies, creating engaging and safe school cultures, integrating new learning technologies, strengthening teacher workforce, and developing new school board models.
- [Create an Education Design and Financing Task Force](#) to study and propose changes to the current education landscape in the St. Louis region as it relates to structure, systems, and financing.
- [Revise the State of Missouri's School Accreditation System](#), with a revision team that includes broad representation from K-12, higher education, parents and students, and the business, philanthropic, and social support communities, and aims to develop a system that is simple, equitable, mastery driven, timely and transparent, and best in class.

## What institutions and organizations were assessed to understand Education Quality?

Education Quality assesses all public and charter schools in the City of St. Louis. While city students attend public schools outside the city through the [Voluntary Interdistrict Choice Corporation \(VICC\) program](#), these districts were not included in the city assessment. Private schools were not assessed.

## Where did the data come from?

The data used in this topic comes from the Missouri Department of Elementary and Secondary Education and the federal Department of Education's Civil Rights Data Program.

## What stakeholders were consulted?

Stakeholders consulted include public and charter school district leaders, the Missouri Equity Lab, IFF, the Regional Early Childhood Council and Forward Through Ferguson.

## What metrics are missing and why?

There is no [broad consensus among researchers](#) and key stakeholders on the most important metrics of education quality—and even for those few consensus metrics, there is limited availability of data disaggregated by race. While the [Missouri Equity Lab](#), an initiative of the Missouri Department of Elementary and Secondary Education, has begun identifying potential measures of equity in education, they have not yet made their data available disaggregated by district.

Based on a focus group we held with high school students, students consider engaged and caring teachers an important measure of education quality. There are several data limitations we face in trying to develop metrics around teachers. We do not have access to data on direct measures of teacher engagement. Ideally, we would measure [access to effective teachers](#). However, we do not have yet have data on student performance disaggregated by teacher, nor do we have demographic information of students assigned to individual teachers.

The State of Missouri's [Missouri Equity Lab](#) has started collecting and analyzing data from schools on teacher retention rates, which would help us better understand the challenges faced by schools in retaining experienced and effective teachers. This data is not yet regularly available to researchers. It is also not clear when or whether schools have enough support staff, such as counselors, to address student needs.

## EDUCATION QUALITY EQUITY INDICATORS

Indicator	Equity Score
<b>School Test Scores</b> White students are more than five times as likely as black students to be enrolled in a school where it is the norm for students to meet state standards in both Math and English.	19
<b>Teacher Attendance</b> Black students are 37% more likely than white students to be enrolled in schools where teachers are chronically absent.	67
<b>Teacher Experience</b> Black students are 70% more likely than white students to be enrolled in schools where more than half of the teachers have fewer than three years of teaching experience.	52
<b>Suspensions</b> Black students are more than three times as likely as white students to receive out-of-school suspensions.	32
<b>Pre-Kindergarten Enrollment</b> White children are 38% more likely than black children to be enrolled in pre-kindergarten.	67
<b>Advanced Placement Enrollment</b> White students are twice as likely as black students to be enrolled in Advanced Placement or International Baccalaureate classes.	40
<b>Third-Grade Reading Proficiency</b> White students are more than twice as likely as black students to demonstrate reading proficiency in the third grade.	37
<b>Sixth-Grade Math Proficiency</b> White students are nearly three times as likely as black students to demonstrate proficiency in sixth grade math.	36
<b>2018 EQUITY SCORE</b>	<b>43.75</b>



# School Test Scores

Equity Score

# 19

## What does this score mean?

For School Test Scores, a score of 100 — a score reflecting racial equity — would mean black and white students are equally likely to attend schools where it is the norm for students to meet state standards in for both English and Math. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

School Test Scores measures the percentage of students enrolled in a public or charter school in the City of St. Louis that attend a school where 50% or more of students score proficient or advanced on the Missouri Assessment Program for both English and Math. In 2016, it was the norm for students to meet state standards for both English and Math in six schools: Gateway Science Academy, Kennard Classical Junior Academy, Mallinckrodt Elementary, Mason Elementary, McKinley Classical Leadership Academy, and North Side Community School. These six schools enrolled 2,297 students, or 6.9% of all students.


### School Test Scores Analysis:

Students enrolled in schools where 50% or more of students meet state standards for English and Math

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Students enrolled in higher-test-score schools	2,297	1,055	1,003	-	-
Student population	33,352	4,843	24,655	-	-
Percent of students enrolled in higher-test-score schools	6.9%	21.8%	4.1%	5.355 to 1	19

 **Data Source:** Department of Elementary and Secondary Education, 2016.

 **Data Note:** School districts evaluated in 2016 include Better Learning Community Academy, Carondelet Leadership Academy, City Garden Montessori, Confluence Academies, Eagle College Prep Endeavor, Gateway Science Academy, Grand Center Arts Academy, Hawthorn Leadership School for Girls, Jamaa Learning Center, KIPP St. Louis Public Schools, La Salle Charter School, Lafayette Preparatory Academy, Lift for Life Academy, Northside Community Schools, Preclarus Mastery Academy, Premier Charter School, St. Louis Language Immersion School, St. Louis City Schools, St. Louis College Prep.

## What does this analysis mean?

White students are more than five times more likely than black students to be enrolled in a school where 50% or more of students meet state standards in English and Math. In 2016, 21.8% of white students were enrolled in a higher-test-score school compared to 4.1% of black students. These schools enrolled 12.7% of Asian students and 5.5% of Hispanic students. If access were equitable, 4,367 more black students would be enrolled in schools where 50% or more of students meet state standards in English and Math.

### Test Scores by School Analysis:

Schools where 50% or more of students meet state standards

St. Louis City

	English	Math	Only English or Math	Both English and Math
<b>Schools where 50% or more of students meet state standards</b>	13	12	19	6
<b>Number of schools reporting</b>	82	88	100	100
<b>Percent of schools</b>	15.9%	13.6%	19%	6%

 **Data Source:** Department of Elementary and Secondary Education, 2016.

There are thirteen additional schools where the majority of students meet state standards for either English or Math, but not both. The schools include: City Garden Montessori, Collegiate School of Medicine and Biology, Community Access Job Training, Dewey School of International Studies, Farragut Elementary, Gateway Elementary, Gateway Science Academy- South, Gateway Science Academy High, Gateway Science

Academy Middle, Grand Center Arts Academy, Metro High, The Chinese School, and The French School.

## Why do School Test Scores matter?

It is a fundamental principle of equity that all students deserve access to a quality education. While school test scores are not a perfect representation of quality education, they are an indicator of performance relative to accepted academic norms. Today, based on this indicator, many black students in St. Louis do not have enough or equal access to schools with a track record of preparing students to meet state standards on standardized school tests.

Schools where students do not meet standards are struggling to prepare children to succeed in life. The low number of schools in which a majority of students score proficient on standardized tests does a disservice to students, families, and the community. When teachers begin a school year with students who have not mastered skills they should have learned in earlier grades, they don't get to teach at their grade level, impacting their morale and effectiveness.

There is a significant economic cost to having a weak educational system for our entire region. We have created a pipeline that produces less resilient and economically competitive residents. Our city's ability to attract new residents and families is negatively impacted by the performance of our public schools. Our city's ability to attract new companies and employers is negatively impacted by having a poorly educated workforce.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to quality education include:

- [Providing Rigorous Primary and Secondary Education](#)

## Questions for further investigation:

- Why is there a racial disparity in School Test Scores?
- What can St. Louis do to reduce racial disparities in School Test Scores?
- What initiatives are currently underway to reduce racial disparities in School Test Scores?

## How can I learn more about this issue?

The [Illinois Facilities Fund \(IFF\)](#) analyzed the performance, location, and enrollment of both public schools and charter schools in St. Louis in 2007-08. The study – "[Place, Performance, and Promise](#)" – determined that St. Louis students have limited access

to a quality school in their neighborhood. The report was produced by the National Association of Charter School Authorizers (NACSA) and IFF, in conjunction with the St. Louis Mayor's Office. In 2015, IFF released [updated maps](#) of highest-need areas for the 2014-15 school year.

Since 2015, the Missouri Department of Elementary and Secondary Education has developed "[Educator Equity Plans](#)," which report on the racial disparities in math and English proficiency.

# Teacher Attendance

Equity Score

# 67

## What does this score mean?

For Teacher Attendance, a score of 100 — a score reflecting racial equity — would mean black and white students are equally likely to attend schools with low chronic teacher absenteeism. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Teacher Attendance is measured by student enrollment in a public or charter school in the City of St. Louis where more than 30% of full-time teachers are chronically absent. Chronic absenteeism is defined as a teacher missing 10% or more of school days. In 2015, there were 75 schools (71% of all schools) with higher teacher absenteeism. These schools enrolled 26,474 students, or 75.6% of all students.


### Teacher Attendance Analysis:

Students enrolled in schools where more than 30% of teachers are chronically absent

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Students enrolled in schools with higher teacher absenteeism	26,474	21,750	3,058	-	-
Student population	35,006	26,837	5,149	-	-
Percent of students enrolled in schools with higher teacher absenteeism	75.6%	81.0%	59.4%	1.365 to 1	67

 **Data Source:** Civil Rights Data Collection, 2015.

 **Data Note:** School districts evaluated in 2015 include Carondelet Leadership Academy, City Garden Montessori, Confluence Academies, Eagle College Prep Endeavor, Gateway Science Academies, Grand Center Arts Academy, Hawthorn Leadership School for Girls, KIPP St. Louis Public Schools, La Salle Charter

*School, Lafayette Preparatory Academy, Lift for Life Academy, North Side Community School, Preclarus Mastery Academy, Premier Charter School, South City Prep, St. Louis City Public Schools, and St. Louis Language Immersion School.*

## What does this analysis mean?

Black students are 37% more likely than white students to be enrolled in schools with higher rates of chronic teacher absenteeism. Black students are the most likely to be enrolled in schools with higher chronic teacher absenteeism (81% of black students), followed by Asian students (80%). Hispanic students are the least likely to be enrolled in schools with high chronic teacher absenteeism (55%), followed by white students (59%). If access were equitable, 5,809 more black students would be enrolled in schools with lower rates of chronic teacher absenteeism.

### Teacher Attendance by School Analysis:

Schools where 30% or more of teachers are chronically absent

#### St. Louis City

Schools with 30% or more of teachers are chronically absent	75
Number of schools reporting	106
Percent of schools	70.8%

 **Data Source:** Civil Rights Data Collection, 2015.

## Why does Teacher Attendance matter?

All students deserve to be taught by excellent and engaged teachers. According to the National Council on Teacher Quality's recent [report on teacher attendance](#), "No matter how engaging or talented teachers may be, they can only have an impact on student learning if they are in the classroom."

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to teachers include:

- [Develop School Leader and Teacher Support Infrastructure](#)
- [Create an Innovative Education Hub](#)

In particular, the Innovative Education Hub would serve as a developmental laboratory for tackling issues such as creating engaging and safe school cultures and strengthening teacher workforce, both of which would address chronic teacher absenteeism.

## Questions for further investigation:

- Why is there a racial disparity in Teacher Attendance?
- What can St. Louis do to reduce racial disparities in Teacher Attendance?
- What initiatives are currently underway to reduce racial disparities in Teacher Attendance?

## How can I learn more about this issue?

In 2014, the non-partisan National Council on Teacher Quality published the report “[Roll Call: The Importance of Teacher Attendance](#).”

The St. Louis Post-Dispatch highlighted the impact of low teacher attendance in a June 27, 2018, article, “[Keeping teachers in St. Louis schools is tricky, so district is trying new hiring approach](#).”

The Missouri Department of Elementary and Secondary Education reported the following statewide trends in its June 2018 “[Educator Equity Plan](#)”: “In high-poverty schools, 17.6 percent of the teachers are absent 10 days or more. In high-minority schools, 22.0 percent of the teachers are absent 10 days or more.” St. Louis schools experience much higher rates of chronic teacher absenteeism than other school districts in the state, even when compared to other high-poverty, high-minority school districts.

# Teacher Experience

Equity Score

# 52

## What does this score mean?

For Teacher Experience, a score of 100 — a score reflecting racial equity — would mean black and white students are equally likely to attend schools where it's the norm to have a teacher with less than three years of teaching experience. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Teacher Experience measures the percentage of students enrolled in a public or charter school in the City of St. Louis that attend a school where more than 50% of teachers have less than three years of teaching experience. In 2016, there were 25 schools in St. Louis (23% of all schools) where it is the norm for students to be taught by teachers with less than three years of teaching experience. These schools enrolled 5,675 students, or 17% of all students.


### Teacher Experience Analysis:

Students enrolled in schools where more than 50% of teachers have less than three years of experience

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
<b>Students at schools with less teacher experience</b>	5,675	4,706	543	-	-
<b>Student population</b>	33,352	24,655	4,843	-	-
<b>Percent of students at schools with less teacher experience</b>	17.0%	19.1%	11.2%	1.702 to 1	52

 **Data Source:** Missouri Department of Elementary and Secondary Education, 2016.

 **Data Note:** School districts evaluated in 2016 include Better Learning Community Academy, Carondelet Leadership Academy, City Garden Montessori, Confluence Academies, Eagle College Prep Endeavor, Gateway Science Academies, Grand Center Arts Academy, Hawthorn Leadership School for Girls,



*Jamaa Learning Center, KIPP St. Louis Public Schools, La Salle Charter School, Lafayette Preparatory Academy, Lift for Life Academy, Missouri School for the Blind, North Side Community School, Preclarus Mastery Academy, Premier Charter School, South City Preparatory Academy, St. Louis Language Immersion School, St. Louis City Public Schools, and The Biome.*

## What does this analysis mean?

Black students are 70% more likely than white students to be enrolled in schools where it is the norm to have a teacher with less than three years of teaching experience. Black students are the most likely to be enrolled in schools with less teacher experience (19.1% of black students), followed by Hispanic students (17.4%). Asian students were the least likely to be enrolled in schools with less teacher experience (10.9%), followed by white students (11.2%). If access were equitable, 1,945 more black students would be enrolled in schools with more teacher experience.

### Teacher Experience by School Analysis:

Schools where 50% or more of teachers have less than three years of experience

#### St. Louis City

Schools where 50% or more of teachers have less than three years of experience	25
Number of schools reporting	108
Percent of schools	23.2%

 **Data Source:** Data Request from the Missouri Department of Elementary and Secondary Education, 2016.

## Why does Teacher Experience matter?

All students deserve to be taught by excellent and engaged teachers. While there are certainly effective teachers who are in their early years of teaching, and ineffective teachers with many years of experience, [research](#) shows that teacher experience is correlated with student achievement gains and student school attendance. Schools with more veteran teachers are shown to provide benefits to teachers themselves, such as greater gains in teaching effectiveness. Schools with high shares of their teaching workforce with less experience in teaching may have problems attracting more experienced teachers, and may also be failing to develop and retain teachers.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to teachers include:

- ▣ [Develop School Leader and Teacher Support Infrastructure](#)
- ▣ [Create an Innovative Education Hub](#)

In particular, the Innovative Education Hub would focus on attracting, developing and retaining the most effective district/school leadership and teacher workforce in America.

## Questions for further investigation:

- ▣ Why is there a racial disparity in Teacher Experience?
- ▣ What can St. Louis do to reduce racial disparities in Teacher Experience?
- ▣ What initiatives are currently underway to reduce racial disparities in Teacher Experience?

## How can I learn more about this issue?

Since 2015, the Missouri Department of Elementary and Secondary Education has developed "[Educator Equity Plans](#)," which report on the racial disparities in access to teachers who are experienced, qualified, and have subject expertise.

St. Louis has a higher percentage of schools predominantly staffed by new teachers compared to peer districts in Missouri. According to the [Missouri Equity Lab](#), among high-poverty, high-minority ("urban") school districts across the state, 21% of teachers have less than three years' experience. There are only nine schools in St. Louis that have less than 21% teachers with less than three years' experience, eight of which are in the St. Louis City Public School District.

# Suspensions

Equity Score

# 32

## What does this score mean?

For Suspensions, a score of 100 — a score reflecting racial equity — would mean black students and white students are equally likely to receive out-of-school suspensions. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Suspensions measures the percentage of students enrolled in a public and charter school in the City of St. Louis that received one or more out-of-school suspensions. In 2015, there were 4,504 students who received one or more out-of-school suspensions, or 13% of all students.


### Suspensions Analysis:

Out-of-school suspension rate for students

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Students who received out-of-school suspensions	4,504	4,110	239	-	-
Student population	34,520	26,620	5,049	-	-
Suspension rate	13.0%	15.4%	4.7%	3.262 to 1	32

 **Data Source:** Civil Rights Data Collection, 2015.

 **Data Note:** School districts evaluated in 2016 include City Garden Montessori, Confluence Academies, Eagle College Prep, Gateway Science Academy, Grand Center Arts Academy, Hawthorn Leadership School for Girls, KIPP St. Louis Public Schools, La Salle Charter School, Lafayette Preparatory Academy, Lift for Life Academy, Missouri School for the Blind, North Side Community School, Preclarus Mastery Academy, Premier Charter School, South City Preparatory Academy, St. Louis Language Immersion School, St. Louis City, and The Biome.

## What does this analysis mean?

Black students are more than three times more likely than white students to receive an out-of-school suspension. In 2015, 15.4% of black students received suspensions compared to 4.7% of white students. followed by multiracial students (14.2%). In addition, 5.5% of Hispanic students and 1% of Asian students received out of school suspensions. If suspension rates were equitable, 2,858 fewer black students would have been suspended.

## Why do Suspensions matter?

Unnecessary and excessive out-of-school suspensions remove students from the opportunity to learn. According to research cited in the Ferguson Commission report, “In addition to hurting academic performance, this disproportionate discipline of Black students lowers teacher expectations and has been shown to increase the likelihood of future incarceration.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to suspensions include:

- ▣ [Reform School Discipline Policies](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Suspensions?
- ▣ What can St. Louis do to reduce racial disparities in Suspensions?
- ▣ What initiatives are currently underway to reduce racial disparities in Suspensions?

## How can I learn more about this issue?

The Keeping Kids in the Classroom initiative is led by area social justice and education-focused organizations including Metropolitan Congregations United and Ready by 21 with support from Forward Through Ferguson. In 2015, the initiative shared school district level [data on racial disparities in suspension rates](#) in the St. Louis region. That same year, the Center for Civil Rights Remedies at UCLA published a [national study on discipline rates](#) that found schools in Missouri, particularly those in the St. Louis region,

have some of the highest suspension rates in the country. In 2017, the ACLU published a report on [Missouri's School to Prison Pipeline](#). The ACLU found that black students in Missouri were more than four times as likely to receive an out-of-school suspension as white students. Yet, the Missouri Department of Elementary and Secondary Education found little evidence of statewide racial disparities in discipline rates in their June 2018 "[Educator Equity Plan](#)."

[Regional Health Commission's \(RHC\) Alive and Well STL](#) is a community-wide effort focused on reducing the impact of stress and trauma on our health and well-being, including the impact of suspensions.

# Pre-Kindergarten Enrollment

Equity Score

# 67

## What does this score mean?

For Pre-Kindergarten Enrollment, a score of 100 — a score reflecting racial equity — would mean an equal percentage of black and white children are attending pre-kindergarten classes. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Pre-Kindergarten Enrollment measures the percentage of St. Louis children age 3 and 4 who attended a preschool class (Pre-K) in the past three months. In 2016, 66% of three and four-year-old children were enrolled in Pre-K.


### Pre-Kindergarten Enrollment Analysis:

Three and four-year-olds who have attended Pre-K in the last three months

#### St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Enrolled in pre-K	4,633	1,598	2,888	-	-
Child population ages 3 and 4	8,312	2,101	5,227	-	-
Percentage enrolled in pre-K	65.7%	76.1%	55.3%	1.377 to 1	67

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White children are 38% more likely than black children to be attending Pre-K. Of age-eligible white children, 76% attended Pre-K in the previous three months, compared to 55% of black children. If enrollment rates were equitable, there would be 1,090 more black children enrolled in Pre-K.

## Why does Pre-K Enrollment matter?

According to the Ferguson Commission report, “During the first few years of life, the human brain develops rapidly, and the foundation is laid for future cognitive skills in reading, math, science, and learning in general. During these critical years, children form budding character, social, emotional, gross-motor, and executive-function skills.” Additionally, the report cites studies that show children who participate in early childhood education have long-lasting advantages including a higher likelihood of graduating from high school and being employed. A [Federal Reserve study](#) determined that “for every dollar invested in high-quality pre-K programs, the community sees a rate of return between 7 and 20 percent.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to Pre-K include:

- [Create universal Pre-K for children ages 3-4](#)

## Questions for further investigation:

- Why is there a racial disparity in Pre-K Enrollment?
- What can St. Louis do to reduce racial disparities in Pre-K Enrollment?
- What initiatives are currently underway to reduce racial disparities in Pre-K Enrollment?

## How can I learn more about this issue?

[Vision for Children at Risk](#) mobilizes the St. Louis region to take action on the critical needs of children. This organization founded the [St. Louis Regional Early Childhood Council \(RECC\)](#), which works to build a comprehensive system that addresses the full range of early childhood needs for all St. Louis-area children. In September 2017, the RECC released a report studying the location and type of early care and education programs in the St. Louis region: “[Building Blocks Report](#).”

# Advanced Placement Enrollment

Equity Score

# 40

## What does this score mean?

For Advanced Placement Enrollment, a score of 100 — a score reflecting racial equity — would mean black and white students are equally likely to be enrolled in Advanced Placement or International Baccalaureate courses. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Advanced Placement Enrollment measures the percentage of students enrolled in public and charter schools in the City of St. Louis that take Advanced Placement or International Baccalaureate courses (AP/IB). In 2015, there were 14 high schools that offered AP/IB courses. There were 6,687 “eligible” students, or students enrolled in schools where these courses were available. 17% of these students took AP/IB coursework that year.

### Advanced Placement Enrollment Analysis:

Students enrolled in Advanced Placement courses at schools where offered  
St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Students enrolled in AP classes	1,148	280	724	-	-
Student population of schools that offer AP classes	6,687	952	5,186	-	-
Percent of students enrolled in AP classes at schools where offered	17.2%	29.4%	14.0%	2.107 to 1	40

 **Data Source:** Civil Rights Data Collection, 2015.



## What does this analysis mean?

White students are more than twice as likely as black students to be enrolled in AP/IB courses. Asian students are the most likely to be enrolled (31.7% of Asian students), followed by white students (29.4%). Black students are the least likely to be enrolled (14.0%), followed by Hispanic students (21.9%). If access were equitable, 801 more black students would be enrolled in AP/IB courses.

## Why does AP Enrollment matter?

Advanced coursework can engage students in more challenging curriculum, prepare students for success in higher education, and interest them in rewarding careers, particularly in STEM. The most successful students in AP courses (those that score above a three on a five-point scale) can earn college credits. Students who enter college with six or more credits are more likely to [earn a degree](#).

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to coursework:

- [Ensure Equitable Access to Rigorous High School Courses](#)

## Questions for further investigation:

- Why is there a racial disparity in Advanced Placement Enrollment?
- What can St. Louis do to reduce racial disparities in Advanced Placement Enrollment?
- What initiatives are currently underway to reduce racial disparities in Advanced Placement Enrollment?

## How can I learn more?

According to research on college and career readiness by the U.S. Department of Education, racial disparities in advanced placement enrollment are [widespread across the country](#).

# Third-Grade Reading Proficiency

Equity Score

# 37

## What does this score mean?

For Third-Grade Reading Proficiency, a score of 100 — a score reflecting racial equity — would mean black and white third-grade students are equally likely to meet state standards in English. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Third-Grade Reading Proficiency measures the percentage of third graders enrolled in public or charter schools in the City of St. Louis who are meeting state standards for English, meaning they scored proficient or advanced on the English portion of the Missouri Assessment Program (MAP). In 2016, there were 962 third graders who scored proficient or advanced in English, or 33% of all third graders.

### Third-Grade Reading Proficiency Analysis:

Third graders scoring proficient or advanced on English in Missouri Assessment Program  
St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Third graders scoring proficient or advanced	962	263	580	-	-
Third grader population	2,942	408	2,255	-	-
Percent of third graders scoring proficient or advanced	32.7%	64.5%	25.7%	2.506 to 1	37

 **Data Source:** Missouri Department of Elementary and Secondary Education, 2016.

 **Data Note:** School districts evaluated in 2016 include Better Learning Community Academy, Carondelet Leadership Academy, City Garden Montessori, Confluence Academies, Eagle College Prep Endeavor, Gateway Science

*Academy, Jamaa Learning Academy, Lafayette Preparatory Academy, North Side Community School, Premier Charter School, St. Louis Language Immersion Schools, and St. Louis City Public Schools.*

## What does this analysis mean?

White third graders are more than twice as likely as black third graders to demonstrate reading proficiency. In 2016, 64.5% of white third graders demonstrated reading proficiency compared to 25.7% of black third graders. Of Asian third graders, 54.5% met state standards and 32.1% of Hispanic third graders did so. If proficiency rates were equitable, 873 more black third graders would have met state standards in English.

## Why does Third-Grade Reading Proficiency matter?

Assessments are used to measure student learning. In third grade, students are tested on their ability to read and write. Reading comprehension is the cornerstone of students' ability to access information, while writing skills are the basis of summarizing information. These core communications skills affect future learning and are used throughout life.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no direct Calls to Action from the Ferguson Commission related to raising test scores, the Commission calls for:

- [Providing Rigorous Primary and Secondary Education](#)

## Questions for further investigation:

- Why is there a racial disparity in Third-Grade Reading Proficiency?
- What can St. Louis do to reduce racial disparities in Third-Grade Reading Proficiency?
- What initiatives are currently underway to reduce racial disparities in Third-Grade Reading Proficiency?

## How can I learn more?

Starting in 2015, the Missouri Department of Elementary and Secondary Education has developed "[Educator Equity Plans](#)," which report on the racial disparities in math and English proficiency.

# Sixth-Grade Math Proficiency

Equity Score

# 36

## What does this score mean?

For Sixth-Grade Math Proficiency, a score of 100 — a score reflecting racial equity — would mean black and white sixth-grade students are equally likely to meet state standards in Math. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Sixth-Grade Math Proficiency measures the percentage of sixth graders enrolled in public or charter schools in the City of St. Louis who are meeting state standards for Math, meaning they scored proficient or advanced on the Math portion of the Missouri Assessment Program. In 2016, there were 491 sixth graders who scored proficient or advanced in Math, or 21% of all sixth graders.

### Sixth-Grade Math Proficiency Analysis:

Sixth graders scoring proficient or advanced on Math in Missouri Assessment Program  
St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Sixth graders scoring proficient or advanced	491	121	278	-	-
Sixth grader population	2,322	286	1,798	-	-
Percent of sixth-graders scoring proficient or advanced	21.1%	42.3%	15.5%	2.736 to 1	36

 **Data Source:** Missouri Department of Elementary and Secondary Education, 2016.

 **Data Note:** School Districts evaluated in 2016 include Carondelet Leadership Academy, City Garden Montessori, Confluence Academies, Gateway Science Academy, Grand Center Arts Academy, Hawthorn Leadership Schools for Girls,

*KIPP St. Louis Public Schools, La Salle Charter School, Lift for Life Academy, Preclarus Mastery Academy, Premier Charter School, St. Louis Language Immersion Schools, St. Louis City Public Schools, and St. Louis College Prep.*

## What does this analysis mean?

White sixth graders are nearly three times as likely as black sixth graders to score proficient or advanced on state math tests. In 2016, 43.2% of white sixth graders scored proficient or advanced on state math tests, compared to 15.5% of black sixth graders. There were 42.2% of Asian sixth graders and 30.3% of Hispanic sixth graders who met state standards in math. If proficiency rates were equitable, 483 more black sixth graders would have met state standards in math.

## Why does Sixth-Grade Math Proficiency matter?

Assessments are used to measure student learning. For Sixth-Grade Math, students are beginning to learn how to apply mathematics to real-world situations. They are measured on their knowledge of ratios and proportional relationships, the number system, expressions and equations, and geometry. These basic skills are critical to master to understand higher math and are used throughout life.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no direct Calls to Action from the Ferguson Commission related to raising test scores, the Commission calls for:

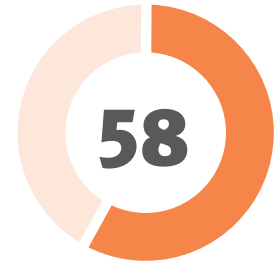
- [Providing Rigorous Primary and Secondary Education](#)

## Questions for further investigation:

- Why is there a racial disparity in Sixth-Grade Math Proficiency?
- What can St. Louis do to reduce racial disparities in Sixth-Grade Math Proficiency?
- What initiatives are currently underway to reduce racial disparities in Sixth-Grade Math Proficiency?

## How can I learn more?

Since 2015, the Missouri Department of Elementary and Secondary Education has developed “[Educator Equity Plans](#),” which report on the racial disparities in math and English proficiency.



# Educational Attainment

The eight indicators in this topic quantify the racial disparities in educational attainment and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Educational Attainment topic studies the educational attainment levels of the entire population and highlights young adult outcomes.

**Black residents are less likely than white residents to attain all levels of education.**

There are disparities in educational attainment at the high school, college, and graduate school levels.

**Local colleges enroll black students but are far less likely to graduate them.** Disparities balloon between matriculation and graduation day. While there are racial disparities in the rate at which young adults enroll in college, there is not one for mature students or the adult population overall. However, while nearly 3/4 of white students at these same colleges graduate within six years, less than a third of black college students graduate in a timely manner or at all.

**Black residents are more likely to live in “credential limbo.”** Black youth are more likely to become disconnected from social structures like school and work, which indicates a lack of academic momentum or credentials needed to gain a solid job. Nearly a quarter of black St. Louisans have some college experience, but are without a college degree. If all black residents in the city who started college were able to finish, St. Louis would increase its share of black college-educated adults by 250%.

Because education gives people lifelong skills and credentials, racial inequity in educational attainment today leads to inequities in income, employment, and influence for years to come. Since a child's educational attainment is often influenced by his or her parents' levels of education, the advantages or disadvantages of more or less educational attainment compound over generations.

For the Equity Indicators Project, the measures chosen focus on racial disparities. The indicators are reflective of the Ferguson Commission's Calls to Action around educational attainment, but not all Calls to Action related to educational attainment are addressed within the scope of this project.

## What is our equity score for this topic?

58.25

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission report called for education equity. Specific Calls to Action include:

- [Enhancing College Access and Affordability](#), by expanding the Access Missouri Program, reviewing all state scholarship programs, and supporting post-secondary access for DACA students.
- [Providing Rigorous Primary and Secondary Education](#), by developing school leader and teacher support infrastructure, ensuring equitable access to rigorous high school courses, and ensuring college counseling for all high school students.
- [Creating School-Based Early Warning Systems](#), that can provide a quarterly, early warning and coordinated community response system capable of tracking and responding to all students' successes and challenges.

## What institutions and organizations were assessed to understand Educational Attainment?

Some indicators in this topic assess all public and charter high schools, and four-year colleges and universities located in the St. Louis area. Colleges and universities measured include Blackburn College, Fontbonne University, Harris-Stowe State University, Lindenwood University, Maryville University, McKendree University, Missouri Baptist University, Principia College, St. Louis University, University of Missouri–St. Louis, Washington University in St. Louis, and Webster University.

## Where did the data come from?

The data used in this topic come from the U.S. Department of Education's Integrated Postsecondary Education Data System, the Missouri Department of Elementary and Secondary Education, and the American Community Survey.

## What stakeholders were consulted?

Stakeholders consulted include leaders from the St. Louis Public Schools and charter schools, the Regional Chamber of Commerce, and Forward Through Ferguson.

## What metrics are missing and why?

This report does not include measures around associate degrees, technical education, and the educational attainment of people who graduate from St. Louis public and charter high schools. Community colleges and technical schools have growing importance in training residents for jobs in the new economy. However, associates degrees are the highest educational level of the least number of city residents (6.5%), in addition to having the smallest racial disparity.

It is difficult for us to follow the educational attainment of St. Louis secondary students. While the Missouri Department of Elementary and Secondary Education asks graduates their higher education plans, they do not report this data disaggregated by race. In 2016, 57.3% of St. Louis high school graduates reported that they would be furthering their education. Of these 976 students, 60% were going to 4-year institutions, while 40% were going to 2-year institutions.



## EDUCATIONAL ATTAINMENT EQUITY INDICATORS

Indicator	Equity Score
<b>High School Graduate Population</b> White adults are 15% more likely than black adults to be high school graduates.	78
<b>High School Graduation Rate</b> Black students are 5% more likely than non-black students to graduate from public high school within four years.	100
<b>Disconnected Youth</b> Black youth are 67% more likely than white youth to be neither working nor enrolled in school.	54
<b>Bachelor's Degree Population</b> White adults are three times more likely than black adults to have attained a bachelor's degree.	34
<b>College Enrollment Rate</b> White young adults are 35% more likely than black young adults to be enrolled in college.	68
<b>College Graduation Rate</b> White students are more than twice as likely as black students to graduate from college within six years.	39
<b>Some College, No Degree Population</b> Black adults are 41% more likely than white adults to have attended college without earning a college degree.	65
<b>Graduate Degree Population</b> White adults are nearly four times as likely as black adults to have attained a graduate degree.	28
<b>2018 EQUITY SCORE</b>	<b>58.25</b>

# High School Graduate Population

Equity Score

# 78

## What does this score mean?

For High School Graduate Population, a score of 100 — a score reflecting racial equity — would mean black and white adults are equally likely to be high school graduates. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

High School Graduate Population measures the percentage of St. Louis adults over age 18 with high school degrees or the equivalent. In 2016, 87% of adults age 18 and over were high school graduates.


### High School Graduate Population Analysis:

Adults age 18 and over that are high school graduates (or equivalent)

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
High school graduates	217,740	111,071	88,667	-	-
Adult population	250,035	119,159	108,909	-	-
Percent of adults that are high school graduates	87.1%	93.2%	81.4%	1.145 to 1	78

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Hispanic residents are based on a small number of sample cases and should be interpreted with extreme caution. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White adults in the City of St. Louis are 15% more likely to be high school graduates than black adults. In 2016, 93.2% of white adults were high school graduates compared to 81.4% of black adults. Hispanic adults are the least likely to be high school graduates (75.2%). If educational attainment were equitable, there would be 12,836 more black high school graduates.

## Why does High School Graduate Population matter?

Earning a high school diploma is a minimum requirement for many jobs and to pursue further education. Residents who drop out of school have lower incomes and have fewer job opportunities than more educated peers. According to a report by St. Louis Community College, “In St. Louis, the highest unemployment rates and lowest wages belong to those workers with less than a high school education. Unemployment rates for a less than high school graduate are nearly 50% higher than those of a worker with a high school diploma or GED.” The racial disparity in dropout rate means black youth are more likely to face high unemployment and low wages, which results in disparities into later life and subsequent generations. In addition, according to [research by the Alliance for Excellent Education](#), high school dropouts are “less healthy, require more medical care, and die earlier.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

To increase educational attainment, the Ferguson Commission’s Calls to Action included:

- [Ensure Equitable Access to Rigorous High School Courses](#)
- [Ensure College Counseling for All High School Students](#)
- [Expand the Access Missouri Program](#)
- [Review All State Scholarship Programs](#)
- [Support Post-Secondary Access for DACA Students](#)

## Questions for further investigation:

- Why is there a racial disparity in educational attainment?
- What can St. Louis do to reduce racial disparities in educational attainment?
- What initiatives are currently underway to reduce racial disparities in educational attainment?

## How can I learn more about this issue?

The National Center for Education Statistics at the U.S. Department of Education released a report in 2017 on the “[Status and Trends in the Education of Racial and Ethnic Groups.](#)”

# High School Graduation Rate

Equity Score

# 100

## What does this score mean?

For High School Graduation Rate, a score of 100 — a score reflecting racial equity — means black and non-black students are equally likely to graduate from public or charter high school within four years. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

High School Graduation Rate measures the percentage of students that graduated from public or charter high schools in the City of St. Louis within four years. Nearly all students who graduated did so within four years. In 2016, there were 1,635 students who graduated within four years, for a graduation rate of 83.3%.


### High School Graduation Rate Analysis:

Students who graduate from high school within four years

St. Louis City

	All	Non-black	Black	Disparity Ratio	Equity Score
High school students who graduate within four years	1,621	323	1,298	-	-
Student population (adjusted cohort)	1,946	403	1,543	-	-
Four-year high school graduation rate	83.3%	80.1%	84.1%	0.953 to 1	100

 **Data Source:** Department of Elementary and Secondary Education, 2016.

 **Data Note:** The Department of Elementary and Secondary Education defines an adjusted cohort as “students who enter [the 9th grade] for the first time form a cohort that is subsequently ‘adjusted’ by adding any students who transfer into the cohort later and subtracting any students who transfer out, emigrate to another country, or die during that same period.” Because there are few Hispanic, Asian, and white students within St. Louis Public Schools and charter schools, for many schools the data are redacted when disaggregated by race. It is for this reason all non-black students are grouped together. For Gateway

*Science Academy, we estimated the number of black graduates based on the percentage of black students in total enrollment (11%). Magnet schools in 2016 included Carnahan School of the Future, Central Visual and Performing Arts, Cleveland NJROTC, Clyde J. Miller Career Academy, Gateway STEM Academy, McKinley Classical Leadership Academy, Metro, Northwest Academy of Law, and Soldan International Studies. Non-magnet schools in 2016 included Vashon High, Sumner High, and Roosevelt High. Beaumont Technical Center and Community Access Job Training are excluded from all analyses.*

## What does this analysis mean?

Black students at public or charter high schools in the City of St. Louis are more likely to graduate from high school than non-black students (84.1% compared to 80.2%). Too many students do not graduate from high school, no matter their race. This indicator demonstrates that equity is necessary but not sufficient for good outcomes. Most of our graduates for this indicator are produced by St. Louis Public Schools, which has the lowest graduation rate of all districts in the city. However, graduation rates vary significantly between the magnet schools (91.1%) and non-magnet schools (62.6%) within St. Louis Public Schools. The charter schools all have higher rates, graduating between 91-98% of their students.

On a related note, a total of 930 students in grades 9-12 in St. Louis dropped out of school in 2016. Of all students who dropped out, 90% attended St. Louis Public Schools, while 7% attended Confluence Academies. According to the Office of Data System Management for the Missouri Department of Elementary and Secondary Education, schools report students as dropouts if students of any grade are no longer attending the school and the school does not know where they are.

### High School Dropout Rate Analysis:

Grade 9-12 students who drop out of St. Louis Public Schools  
St. Louis City

	All	Black	White	Disparity Ratio
High school dropout rate	13.8%	14.8%	12.2%	1.213 to 1

 **Data Source:** Department of Elementary and Secondary Education, 2016.

Black students are 21% more likely to drop out of St. Louis Public Schools than white students. Black students are most likely to drop out of high school (14.8%), followed by Hispanic students (12.6%), and white students (12.2%). Asian students are the least likely to drop out of high school (9.9%).

## Why does High School Graduation Rate matter?

Low high school graduation rates continue to contribute to the number of residents in our community who do not have a high school diploma. Earning a high school diploma is a minimum requirement for many jobs and to pursue further education. Residents who drop out of school have lower incomes and have fewer job opportunities than more educated peers.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

One of the Ferguson Commission's priority areas is [providing rigorous primary and secondary education](#). To achieve that goal, the Commission released the following Calls to Action:

- [Ensure Equitable Access to Rigorous High School Courses](#)
- [Ensure College Counseling for All High School Students](#)
- [Develop School Leader and Teacher Support Infrastructure](#)

## Questions for further investigation:

- What can St. Louis do to increase High School Graduation Rates?

## How can I learn more about this issue?

The [Alliance for Excellent Education](#) publishes many reports on national, regional, and metro-area social and economic impacts of dropouts on communities, as well as sharing best practices from across the country to reduce dropout rates.

# Disconnected Youth

Equity Score

# 54

## What does this score mean?

For Disconnected Youth, a score of 100 — a score reflecting racial equity — would mean black and white youth are equally likely to be neither working nor in school. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Disconnected Youth measures the percentage of St. Louis youth age 16-24 who are neither working nor in school. This includes youth who are either unemployed or not in the labor force and are also not enrolled in school. In 2016, there were 2,932 youth, or 8.0% of the youth population that are neither working nor in school.


### Disconnected Youth Analysis:

Youth age 16-24 who are neither working nor in school

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Youth neither working or in school	2,932	1,880	624	-	-
Youth population	36,445	21,002	11,626	-	-
Percent of youth neither working or in school	8.0%	9.0%	5.4%	1.668 to 1	54

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Black youth are 67% more likely than white youth to be disconnected — neither working nor in school. In 2016, 9% of black youth met the criteria for being considered disconnected, compared to 5.4% of white youth. If disconnected youth rates were equitable, there would be 746 fewer disconnected black youth.

## Why do Disconnected Youth matter?

All people should be able to find ways to be productive and fulfilled members of society, but not every young person is successfully making the transition to adulthood. According to [Measure of America](#), a think tank which studies disconnected youth, disconnected young people can become “unmoored from routines of work and school that give shape, purpose, and direction to one’s days, and deprived of experiences that build knowledge, networks, skills, and confidence.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action that support disconnected youth are:

- ▢ [Enhancing College Access and Affordability](#)
- ▢ [Create School-Based Early Warning Systems](#)
- ▢ [Providing Rigorous Primary and Secondary Education](#)
- ▢ [Ensuring Robust Minority Participation in the Job Market](#)
- ▢ [Prioritizing Youth-Focused Job Creation and Training](#)
- ▢ [Realigning Incentives and Funding to Improve Job Training and Creation](#)

## Questions for further investigation:

- ▢ Why is there a racial disparity in Disconnected Youth?
- ▢ What can St. Louis do to reduce racial disparities in Disconnected Youth?
- ▢ What initiatives are currently underway to reduce racial disparities in Disconnected Youth?

## How can I learn more about this issue?

[STL Youth Jobs](#) is a youth employment organization that provides individualized career assessment, financial literacy and job readiness training, employment experience, and continuing career support.

In the report “[More than a Million Reasons for Hope: Youth Disconnection in America Today](#),” [Measure of America](#) analyzes youth disconnection in the United States by state, metro area, county, and community type, and by gender, race, and ethnicity.



# Bachelor's Degree Population

Equity Score

# 34

## What does this score mean?

For Bachelor's Degree Population, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to have a bachelor's degree. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Bachelor's Degree Population measures the percentage of St. Louis adults over age 25 with a bachelor's degree or higher. In 2016, there were 76,820 adults with at least a bachelor's degree, or 35.0% of all adults.


### Bachelor's Degree Population Analysis:

Adults over 25 years old with a bachelor's degrees

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Adults with bachelor's degrees	76,820	53,754	15,171	-	-
Adult population over 25	219,646	108,454	92,650	-	-
Percent of adults with bachelor's degrees	35.0%	49.6%	16.4%	3.027 to 1	34

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** 33,756 adults have graduate degrees in addition to undergraduate degrees; see Graduate Degree Population indicator. PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Hispanic and Asian residents are based on a small number of sample cases and should be interpreted with extreme caution.

## What does this analysis mean?

White adults are three times more likely to have a bachelor's degree than black adults. Asian adults are the most likely to have a college degree (55.2%), followed by white adults (49.6%), and Hispanic adults (37%). Black adults are the least likely to have attained a college degree (16.4%). If educational attainment were equitable, there would be 30,783 more black adults with at least a bachelor's degree.

## Why does Bachelor's Degree Population matter?

Having a college degree generally leads to more job opportunities, greater income, and increased professional ability. The Ferguson Commission report concluded, "college is financially a net positive and beneficial in the long term." A bachelor's degree contributes to long-term earnings, so disparities in educational attainment can contribute to disparities in income and employment for years to come. To the extent that parents with greater education have greater means to provide opportunities to their children and more experience around successfully pursuing higher education, disparities in college achievement extend intergenerationally.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

To increase educational attainment, the Ferguson Commission Calls to Action include:

- ▣ [Ensure Equitable Access to Rigorous High School Courses](#)
- ▣ [Ensure College Counseling for All High School Students](#)
- ▣ [Expand the Access Missouri Program](#)
- ▣ [Review All State Scholarship Programs](#)
- ▣ [Support Post-Secondary Access for DACA Students](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in educational attainment?
- ▣ What can St. Louis do to reduce racial disparities in educational attainment?
- ▣ What initiatives are currently underway to reduce racial disparities in educational attainment?

## How can I learn more about this issue?

[St. Louis Graduates](#) is a collaborative network of youth-serving college access provider organizations, K-12 education, higher education, philanthropic funders and businesses. St. Louis Graduates seeks to strengthen the system of support for students by:

- Increasing collective commitment to support low-income students, first-generation students, and students of color to postsecondary degree completion.
- Advocating for state, federal, and institutional policies that support degree attainment for students who are low income, first generation, and/or students of color.
- Promoting and encouraging the use of best practices at the high school and postsecondary levels to support access and success across systems in St. Louis.

# College Enrollment Rate

Equity Score

# 68

## What does this score mean?

For College Enrollment, a score of 100 — a score reflecting racial equity — would mean young black and white residents are equally likely to be enrolled in college. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

College Enrollment measures the percentage of St. Louis young adults age 18-24 who are enrolled in college, including two-year, four-year, and graduate degree programs. In 2016, 13,540 young adults were current college students. This means 44.6% of all young adults in St. Louis were enrolled in college.


### College Enrollment Rate Analysis:

Young adults age 18-24 currently enrolled in college or grad school

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Young adults enrolled in college	13,540	5,484	6,179	-	-
Young adult population age 18-24	30,389	10,705	16,259	-	-
College enrollment rate	44.6%	51.2%	38.0%	1.348 to 1	68

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. This metric measures residents of St. Louis who are currently enrolled in college, and is not directly comparable to the student enrollment of area colleges and universities. Their students may not be residents of the City of St. Louis. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Among young adults, white residents are 35% more likely to be enrolled in college than black residents. Of white residents between the ages of 18 and 24, 51.2% are enrolled in college, compared to 38% of black residents. 46% of all young adults enrolled in college are black, while 54% of the young adult population is black. If young adults were equitably enrolled in college, there would be 2,146 more black college students.

The disparity in college enrollment disappears in the mature student category (age 25 and over) and the entire adult population (see tables that follow). Black residents over 25 are nearly as likely to be enrolled in college as white residents. Black adults overall are slightly more likely to be enrolled in college than white adults.

## Why does College Enrollment matter?

College enrollment is part of the pipeline to achieving a more highly educated and economically competitive population. In particular, we are focused on young adult college enrollment because of the benefits of “academic momentum.” Research has found that [momentum](#), or the speed in which college students make early progress towards completing degree requirements, is as predictive of degree completion as high school rigor and family socioeconomic status.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to college enrollment include:

- ▣ [Ensure Equitable Access to Rigorous High School Courses](#)
- ▣ [Ensure College Counseling for All High School Students](#)
- ▣ [Expand the Access Missouri Program](#)
- ▣ [Review All State Scholarship Programs](#)
- ▣ [Support Post-Secondary Access for DACA Students](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in College Enrollment Rate?
- ▣ What can St. Louis do to reduce racial disparities in College Enrollment Rates?
- ▣ What initiatives are currently underway to reduce racial disparities in College Enrollment Rates?

## How can I learn more about this issue?

In 2017, [Young Invincibles](#) released its report, “[Race & Ethnicity as a Barrier to Opportunity: A Blueprint for Higher Education Equity](#).” The report takes an in-depth look at the disproportionate challenges students of color face in achieving higher education

attainment. One of the problems they identified: college access has improved, but college enrollment is still stratified along racial lines.

### Mature Student College Enrollment Rate Analysis:

Adults age 25 and over currently enrolled in college or grad school

St. Louis City

	All	White	Black	Disparity Ratio
Adults over 25 enrolled in college	11,189	5,082	4,256	-
Adult population over 25	219,646	108,454	92,650	-
Mature student college enrollment rate	5.1%	4.7%	4.6%	1.022 to 1

 **Data Source:** American Community Survey 1-year PUMS, 2016.

### Adult College Enrollment Rate Analysis:

Adults age 18 and over currently enrolled in college or grad school

St. Louis City

	All	White	Black	Disparity Ratio
Adults enrolled in college	24,729	10,566	10,435	-
Adult population	250,035	119,159	108,909	-
Adult college enrollment rate	9.9%	8.9%	9.6%	0.927 to 1

 **Data Source:** American Community Survey 1-year PUMS, 2016.

# College Graduation Rate

Equity Score

# 39

## What does this score mean?

For College Graduation Rate, a score of 100 — a score reflecting racial equity — would mean white and black students are equally likely to graduate from college within six years. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

College Graduation Rate measures the percentage of students enrolled in St. Louis-area colleges and universities that complete their program within 6 years (150% of the normal or expected time for completion). Across these institutions, 66.6% of students graduated within six years in 2016.


### College Graduation Rate Analysis:

Students who graduate from college within six years of matriculation

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Students who graduate college within six years of matriculation	4,560	3,105	251	-	-
Student population (adjusted cohort)	6,850	4,355	774	-	-
Six-year college graduation rate	66.6%	71.3%	32.4%	2.199 to 1	39

 **Data Source:** Integrated Postsecondary Education Data System, 2016.

 **Data Note:** Adjusted cohort is defined as the result of removing any allowable exclusions from a specific group of students established for tracking purposes. Students may be removed from a cohort if they left the institution for one of the following reasons: death or total and permanent disability; service in the armed forces (including those called to active duty); service with a foreign aid service of the federal government, such as the Peace Corps; or service on official church missions. There were twelve 4-year colleges in the St. Louis area included in this analysis: Blackburn College, Fontbonne University, Harris-Stowe State University, Lindenwood University, Maryville University, McKendree University,

*Missouri Baptist University, Principia College, St. Louis University, University of Missouri–St. Louis, Washington University in St. Louis, and Webster University.*

## What does this analysis mean?

White students are more than twice as likely to graduate from St. Louis area colleges within six years as black students. Asian students are the most likely to graduate within six years (86.8%), followed by white students (71.3%), multiracial students (70.5%), and Hispanic students (67.8%). Black students are by far the least likely to graduate within six years (32.4%). If graduation rates were equitable, 301 more black students would have graduated in 2016.

In 2016, the institution that contributed the most black graduates to the St. Louis region was Washington University in St. Louis. Washington University students make up 34% of all black students that graduate within six years. The institution that contributed most to the low black graduation rate is Harris-Stowe State University. Harris-Stowe students make up 46% of all black students who do not graduate within six years.

## Why does College Graduation Rate matter?

St. Louis area colleges that produce graduates contribute to our college-educated population. College degrees generally lead to more job opportunities, greater income, and increased professional ability. A college degree contributes to long-term earnings, so disparities in college graduation rates can contribute to disparities in income and employment for years to come.



## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

To increase educational attainment, the Ferguson Commission's Calls to Action include:

- ▣ [Ensure Equitable Access to Rigorous High School Courses](#)
- ▣ [Expand the Access Missouri Program](#)
- ▣ [Review All State Scholarship Programs](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in College Graduation Rate?
- ▣ What can St. Louis do to reduce racial disparities in College Graduation Rate?
- ▣ What initiatives are currently underway to reduce racial disparities in College Graduation Rate?

## How can I learn more about this issue?

[Complete College America](#) is a nonprofit alliance of states, systems, institutional consortia and partner organizations working together to increase the number of students successfully completing college and closing attainment gaps for traditionally underrepresented populations.

# Some College, No Degree Population

Equity Score

# 65

## What does this score mean?

For Some College, No Degree Population, a score of 100 — a score reflecting racial equity — would mean black and white adults are equally likely to have attended college without graduating with a college degree. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Some College, No Degree Population measures the percentage of St. Louis adults over age 25 who have attended some college, but have not graduated with a college degree and are not currently enrolled. In 2016, there were 43,295 adults, or 20.2% of the population, that had started but had not been able to complete their college education.


### Some College, No Degree Population Analysis:

Adults over 25 with some college but no college degree, not currently enrolled

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Adults with some college	43,295	22,193	18,454	-	-
Adult population over 25	219,646	92,650	108,454	-	-
Percent of adults with some college	19.7%	24.0%	17.0%	1.408 to 1	65

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Black adults are 41% more likely than white adults to have attended college without earning a college degree. In 2016, 24% of black adults had attended some college without earning a degree, compared to 17% of white adults. If educational attainment were equitable, there would be 6,443 fewer black residents who have not completed college.

## Why does Some College, No Degree Population matter?

Those who attend but do not complete college are likely to have college debt without the increase in income and opportunities that come with having a degree. Students fail to complete college for a number of reasons, from difficulty in balancing family, work, and school, to having to transfer to schools that do not accept previously earned credits, to being inadequately prepared for the rigors of college, to not being able to afford tuition through graduation. According to the [National Center for Education Statistics](#), 62% of students who return to school after age 25 do so on a part-time basis. Yet, most colleges are not designed to serve part-time, nontraditional students.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

To increase educational attainment, the Ferguson Commission's Calls to Action include:

- ▢ [Ensure Equitable Access to Rigorous High School Courses](#)
- ▢ [Ensure College Counseling for All High School Students](#)
- ▢ [Expand the Access Missouri Program](#)
- ▢ [Review All State Scholarship Programs](#)
- ▢ [Support Post-Secondary Access for DACA Students](#)

## Questions for further investigation:

- ▢ Why is there racial disparity in educational attainment?
- ▢ What can St. Louis do to reduce racial disparities in educational attainment?
- ▢ What initiatives are currently underway to reduce racial disparities in educational attainment?

## How can I learn more about this issue?

[Complete College America](#) is a nonprofit alliance of states, systems, institutional consortia and partner organizations working together to increase the number of students successfully completing college and closing attainment gaps for traditionally underrepresented populations.

# Graduate Degree Population

Equity Score

# 28

## What does this score mean?

For Graduate Degree Population, a score of 100 — a score reflecting racial equity — would mean white and black residents are equally likely to have a graduate degree. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Graduate Degree Population measures the percentage of St. Louis adults over age 25 who have completed a postgraduate degree course of study, such as a master's or doctoral program. In 2016, there were 33,756 adults in St. Louis with graduate degrees, or 15.4% of the population.


### Graduate Degree Population Analysis:

Adults over 25 with at least one graduate degree

St. Louis City

	All	White	Black	Disparity Ratio
Adults with graduate degrees	33,756	23,563	5,180	-
Adult population	219,646	108,454	92,650	-
Percent of adults with graduate degrees	15.4%	21.7%	5.6%	3.886 to 1

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Asian residents are based on a small number of sample cases and should be interpreted with extreme caution. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White adults are nearly four times as likely to have a graduate degree as black adults. Asian adults are the most likely to have a graduate degree (34.7% of Asian adults), followed by white adults (21.7%). In comparison, only 5.6% of black adults have a graduate degree. Of all adults over 25 with graduate degrees, 70% are white, while 49% of the adult population is white. If educational attainment rates were equitable, there would be 14,906 more black residents with graduate degrees.

## Why does Graduate Degree Population matter?

Advanced degrees lead to more job opportunities, greater income, and increased professional ability. In particular, professional credentials such as law degrees and MBAs qualify individuals for leadership positions in organizations. Racial disparities in graduate degrees contribute to the racial disparities in both income and influence. Because of the increased earnings potential that comes with advanced degrees, the equity gap in graduate degrees can further compound other disparities. A graduate degree is a lifelong credential, so the equity gap in graduate degrees will likely contribute to disparities for years to come.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission issued no Calls to Action specific to increasing access to graduate degrees. However, increased access to higher education is a recurrent theme in the report, due to the strong and intergenerational relationship between education and overall well-being.

## Questions for further investigation:

- Why is there racial disparity in educational attainment?
- What can St. Louis do to reduce racial disparities in educational attainment?
- What initiatives are currently underway to reduce racial disparities in educational attainment?

## How can I learn more?

There is little research on racial differences in professional or doctoral degree attainment. The National Science Foundation produces an annual “[Survey of Earned Doctorates](#).” Its data shows that African-Americans are underrepresented in the population of doctoral degree recipients in the United States.



# Opportunity To Thrive

# Opportunity to Thrive



The Opportunity to Thrive theme encompasses the following topics: Financial Empowerment, Neighborhoods, and Health and Safety. In this theme, we look at the economic, environmental and health determinants that impact access to opportunity for St. Louis City residents.

The Financial Empowerment topic compares opportunities to build wealth and the cost of living in St. Louis. The Neighborhoods topic focuses on amenities available at the neighborhood level and concentration of disinvestment. The Health and Safety topic looks at disparities in access to tools that support health and health outcomes in terms of injuries, illnesses, and death.



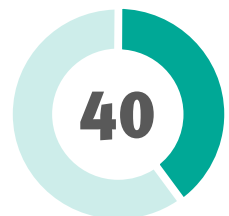
Financial Empowerment



Neighborhoods



Health and Safety



## Who lives in the city?

There are approximately 311,000 people who live in the City. According to Assessor data, there are approximately 172,000 residential housing units in the City.

## Who works in the city?

According to a 2018 IHS Markit study commissioned for internal use, during working hours, the population of the city swells to 433,778 people. The 2016 American Community Survey estimates that of the 155,000 working city residents, 57% work in the city and the remaining 43% leave the city to work. Only 36% of jobs located in the city are held by city residents.

## What departments in city government work on economic, health, and housing issues?

[St. Louis Development Corporation](#) (SLDC) is the economic development arm of the City of St. Louis. It manages real estate development activities, including the [Land Reutilization Authority](#) (LRA), which takes ownership of private abandoned properties, and the [Business Assistance Center](#), which facilitates the licensing and permitting of businesses in the City of St. Louis and acts as the ombudsman for the City business community. The [Disadvantaged Business Enterprise \(DBE\) Office](#) is responsible for administering the Airport's DBE Program and Airport Concession Disadvantaged Business Enterprise (ACDBE), the City's Minority Business Enterprise (MBE), and Woman Business Enterprise (WBE) Program.

The City of St. Louis [Department of Human Services](#) coordinates programming and funding through five Divisions: the Office on the Disabled, Homeless Services, the [St. Louis Area Agency on Aging](#), Youth and Family Services, and Veterans Affairs. The [St. Louis Agency on Training and Employment \(SLATE\)](#) connects job seekers to training programs and employment, helps employers diversify their workforce, and assists youth with career skills. The City of St. Louis [Department of Health](#) is responsible for the health and safety of the community.

The City's [Planning and Urban Design Agency](#) provides planning, design review, construction plan approval, code compliance, and housing assistance. The [Community Development Administration](#) promotes neighborhood growth and stabilization through community development and the production of new and rehabilitated housing, especially for low- and moderate-income people. The [Affordable Housing Commission](#) promotes neighborhood stabilization through the preservation and production of affordable, accessible housing and support services that enhance the quality of life for those in need.

The Public Safety Department runs the [Building Division](#), which enforces the City building code, issues building permits, conducts building inspections, demolishes vacant buildings, and enforces zoning ordinances.



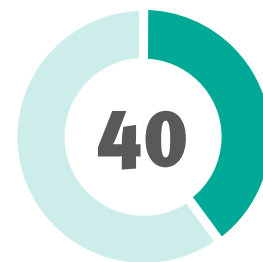
The Mayor's Office oversees these departments and agencies and provides strategic leadership with regards to City planning, development, and operations.

Important governmental entities that are not within City of St. Louis government include the [St. Louis Economic Development Partnership](#), [Treasurer's Office](#), the [East-West Council of Governments](#), and the [St. Louis Housing Authority](#).

## Opportunity to Thrive

Score: 42.58

Financial Empowerment Score: 39.75		Neighborhoods Score: 48.25		Health and Safety Score: 39.75	
Indicator	Score	Indicator	Score	Indicator	Score
Unemployment	22	Concentrated Poverty	30	Infant Mortality	34
Median Household Income	42	Home Loan Originations	9	Health Insurance	40
Adult Poverty	37	Vacancy	3	Violent Crime Victimization	36
High-Wage Occupations	35	Illegal Dumping	29	Homelessness	29
Severe Rent Burden	40	Commuting Time	75	Pedestrian Injuries	40
Homeownership	47	Transit Frequency	96	Chronic Disease Emergency Room Visits	31
Home Loan Denial Rate	28	Access to Healthy Food	45	Women's Health	40
Business Ownership	68	Access to Parks	99	Mortality Rate	68



# Financial Empowerment

The eight indicators in this topic quantify racial disparities in financial empowerment, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Financial Empowerment topic compares opportunities to build wealth and the cost of living in St. Louis.

**Today, racial disparities in wealth persist throughout all life stages in St. Louis.** Racial disparities in poverty rates start in childhood (see Child Poverty in the Child Well-being Topic), continue into adulthood, and extend into old age.

**Black residents are more likely to struggle to afford basic living expenses.** It is common for black households to pay more than 50% of their income on rent, which is a function of both low incomes and a lack of affordable housing. When basic living expenses consume so much of what people earn, it makes it difficult to save, invest, or time purchases to take advantage of lower prices.

**Lastly, black residents do not have to equal access to wealth-building opportunities.** Black households earn significantly less income than white households, and black residents have much higher rates of unemployment than white residents. Black talent is underrepresented in high-growth, high-wage sectors like management and STEM. Traditional tools that aid in wealth-building, such as access to credit, are not equally available to black residents. These disadvantages contribute to lower homeownership and business ownership rates among black residents.

For the Equity Indicators Project, the measures chosen focus on racial disparities. For this topic, the indicators are reflective of the Ferguson Commission's Calls to Action around financial empowerment, but not all related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

39.75

The higher the score on a scale from 1 to 100, the closer we are towards achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission priorities to address economic inequality include financial empowerment. Specific Calls to Action addressed in this report include:

- [Building Equity Through Enhanced Access to Banking](#) by strengthening the Community Reinvestment Act, concentrating financial services through empowerment sites, and embedding public banking models into Community Development Financial Institutions.
- [Ending Poverty](#) by raising the minimum wage, ending predatory lending, and implementing earned income and child tax credits.
- [Ensure Robust Minority Participation in the Job Market](#) by implementing a statewide M/WBE program and developing/implementing an economic inclusion infrastructure.
- [Optimizing the Existing Housing Supports](#) by building more affordable housing, stabilizing middle market neighborhoods, enacting inclusionary zoning, and instituting fair housing protections.
- [Prioritizing Youth Focused Job Creation and Training](#) through tax incentives, performance-based funding, and building a poverty-to-professional model for youth serving organizations.
- [Promoting Asset Building](#) through the creation of development accounts, encouraging savings with tax-refund matching, and teaching financial literacy to Section 8 housing beneficiaries.
- [Realigning Incentives and Funding to Improve Job Training and Creation](#) by implementing state hiring programs, launching best practice-driven job training programs, expanding funding for job training and wage support programs, and modifying procurement systems to encourage hiring of targeted employees.
- [Create the Spirit of Missouri Fund](#) to invest in a range of innovations that have a strong potential to impact at a large scale our state's most vexing challenges

## What institutions and organizations were assessed?

Banks and financial institutions were assessed for home loan denials.

## Where did the data come from?

The data used in this topic comes from the American Community Survey and the Home Mortgage Disclosure Act (HMDA).

## What stakeholders were consulted?

Stakeholders consulted include the Treasurer's Office, Equal Housing Opportunity Council, Prosperity Connection, and the Unbanked Task Force.

## What metrics do we know are missing?

Metrics that are missing from this report but are important to measuring racial disparities in Financial Empowerment include financial stability, rate of unbanked and underbanked, reliance on predatory lending providers, home foreclosure rates, and credit scores. Financial stability is defined by the consistency and reliability of income that empowers people to practice financial planning. While there has been progress on quantifying this measure by regional experts, no standard has been adopted. The Federal Deposit Insurance Corporation (FDIC) conducts [biannual surveys of unbanked and underbanked households](#), however they do not collect enough observations to share data disaggregated by race for our region.

Estimating foreclosures is possible, however, this measure was not included primarily because it was not within the budget for this project to acquire the data. Nationally, we know the foreclosure crisis disproportionately impacted minority homeowners, and that [foreclosed homes](#) are less likely to be maintained by the lender in black neighborhoods. In a 2017 report, [Zillow researchers](#) studied negative equity rates, or the share of homeowners with a mortgage balance greater than their home's worth — also known as being “underwater” on a mortgage — and found that, “in St. Louis, majority white communities had a negative equity rate of 10.8 percent; in St. Louis' black neighborhoods, it was 28.2 percent.”

Regarding credit scores, the City is pursuing data partnerships with credit bureaus; however, none had been finalized by the time of publication. In future years, we hope anonymized data will be made available to researchers and service providers to better understand and respond to the financial needs of consumers.

## FINANCIAL EMPOWERMENT EQUITY INDICATORS

Indicator	Equity Score
<b>Unemployment</b> Black residents are nearly five times as likely as white residents to experience unemployment.	22
<b>Median Household Income</b> White households' median income is nearly twice that of black households.	42
<b>Adult Poverty</b> Black adults are more than twice as likely as white adults to live in poverty.	37
<b>High-Wage Occupations</b> White workers are nearly three times as likely as black workers to be employed in high-wage occupations.	35
<b>Severe Rent Burden</b> Black renters are more than twice as likely as white renters to spend more than 50% of their household income on rent.	40
<b>Homeownership</b> White residents are nearly twice as likely as black residents to be homeowners.	47
<b>Home Loan Denial Rate</b> Black loan applicants are nearly four times as likely as white applicants to be denied a home loan.	28
<b>Business Ownership</b> White employed residents are 36% more likely than black employed residents to own their own business.	68
<b>2018 EQUITY SCORE</b>	<b>39.88</b>

# Unemployment

Equity Score

# 22

## What does this score mean?

For Unemployment, a score of 100 — a score reflecting racial equity — would mean black and white residents in the City of St. Louis are equally likely to experience unemployment. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Unemployment measures the percentage of working-age residents who are not working and report that they are looking for work and available to take a job if offered one. Working age is defined as over the age of 16. In 2016, there were 12,114 unemployed residents of St. Louis, which translates to an unemployment rate of 7.1%.


### Unemployment Analysis:

Working-age residents unemployed and seeking work

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Unemployed residents	12,114	9,101	2,396	-	-
Working-age population	171,006	69,313	87,566	-	-
Unemployment rate	7.1%	13.1%	2.7%	4.799 to 1	22

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

Black residents are nearly five times as likely as white residents to experience unemployment. In 2016, 13.1% of black residents were unemployed, compared to 2.7% of white residents. If the unemployment rate were equitable, there would be 7,230 fewer unemployed black residents.

## Why does Unemployment matter?

There is both an economic and psychological cost to unemployment. Jobs allow individuals to provide for themselves and their families, and help them contribute productively to society. Long-term unemployment is found to negatively impact mental and physical health, resulting in greater incidence of stress-related health conditions and depression.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to unemployment include:

- ▣ [Enhance Collaboration Between Educational Institutions and Employers](#)
- ▣ [Ensure Employer-Educator Collaborations Build a Love of Learning](#)
- ▣ [Preferentially Fund Job Training Programs that Show Impact](#)
- ▣ [Implement a State Section 3 Hiring Program](#)
- ▣ [Launch Best Practice-Driven Job Training Programs](#)
- ▣ [Expand Funding for Job Training and Wage Support Programs](#)
- ▣ [Modify Procurements Systems to Encourage Hiring of Targeted Employees](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Unemployment?
- ▣ What can St. Louis do to reduce racial disparities in Unemployment?
- ▣ What initiatives are currently underway to reduce racial disparities in Unemployment?

## How can I learn more about this issue?

In 2017, the Brookings Institution compared [racial disparities in employment](#) for cities and counties with populations over 500,000. The St. Louis Federal Reserve has published some [discussion on why there is racial disparity in unemployment](#), including that the disparity persists even when accounting for educational attainment.

# Median Household Income

Equity Score

# 42

## What does this score mean?

For Median Household Income, a score of 100 — a score reflecting racial equity — would mean black households and white households have the same median income. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Median Household Income measures all the wages and cash benefits that members of a household earn before paying taxes. In 2016, the median household income in the City of St. Louis was \$42,000.


### Median Household Income Analysis:

Median household income

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Median household income	\$42,000	\$55,000	\$28,000	1.964 to 1	42

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Median is a statistical measure to find the midpoint of a large set of data. In this case, half of households of each race in St. Louis earn more than the median, and half earn less. Estimates for Hispanic residents are based on a small number of sample cases and should be interpreted with extreme caution. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

The median household income for white households in St. Louis is nearly twice that of black households. White households have the highest median income of \$55,000. Black households have the lowest median income of \$28,000, followed by Hispanic households with \$34,200. If median income were equitable, black households' median income would be \$27,000 more per year.



## Why does Median Household Income matter?

Median Household Income is an important measure of economic health that helps account for extreme changes at either end of the income spectrum, such as the increasing concentration of poverty and wealth. People with lower median household incomes compared to other households in their region have greater difficulty in finding affordable housing and affordable childcare. The Ferguson Commission report shared an estimate from the University of Missouri-St. Louis Public Policy Research Center's "Equity Assessment" that "eliminating racial income gaps would boost the St. Louis economy by \$14 billion." See the next two indicators for greater insight: Adult Poverty and High-Wage Occupations.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to income include:

- ▣ [Raise the Minimum Wage](#)
- ▣ [Implement Earned Income and Child Tax Credits](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Median Household Income?
- ▣ What can St. Louis do to reduce racial disparities in Median Household Income?
- ▣ What initiatives are currently underway to reduce racial disparities in Median Household Income?

# Adult Poverty

Equity Score

# 37

## What does this score mean?

For Adult Poverty, a score of 100 — a score reflecting racial equity — would mean the same percentage of white and black adults are living in poverty. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Adult Poverty measures the percentage of adults whose incomes are below the federal poverty line in the City of St. Louis. The income threshold for poverty varies depending on the number of people in a household. For example, a single-person-household living below the federal poverty line in 2016 means they make less than \$11,880 per year. For a single mother with two kids, it means she makes less than \$20,160 per year. In 2016, there were an estimated 44,647 adults (18.5% of all adults) in St. Louis that lived in poverty.


### Adult Poverty Analysis:

Adults living below the federal poverty line

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Adults living below the federal poverty line	44,647	27,459	11,742	-	-
Adult population	241,488	106,307	114,343	-	-
Adult poverty rate	18.5%	25.8%	10.3%	2.515 to 1	37

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Hispanic residents are based on a small number of sample cases and should be interpreted with extreme caution. The number of sample cases is too small to report reliable estimates for additional racial groups.

### 2016 Federal Poverty Guidelines

Persons per Household	Gross Income	Persons per Household	Gross Income
1	\$11,880	4	\$24,300
2	\$16,020	5	\$28,440

### What does this analysis mean?

Black adults in the City of St. Louis are more than twice as likely to live in poverty as white adults. In 2016, 25.8% of black adults lived in poverty, compared to 21.2% of Hispanic adults and 10.3% of white adults. If the rate of adult poverty were equitable, there would be 16,509 fewer black adults living in poverty.

### Poverty Rates by Age Group

Residents with incomes below the federal poverty line  
City of St. Louis

	Adults 18-64 in Poverty	Percent of Adults	Seniors 65+ in Poverty	Percent of Seniors
<b>All</b>	40,302	19.5%	4,345	12.4%
<b>Black</b>	24,314	27.1%	3,145	18.9%
<b>White</b>	10,542	10.9%	1,200	6.9%

Further disaggregating by age, we learn that elderly residents in St. Louis are less likely to live in poverty than adults 18 to 64. However, racial disparities persist. There are 4,345 seniors living in poverty, or 12.4% of all seniors. Elderly black residents are nearly three times as likely as elderly white residents to live in poverty (18.9% compared to 6.9%).

## Why does Adult Poverty matter?

Living in a state of poverty comes with many other costs. Poverty is a contributing factor to other racial inequities throughout this report, from lack of access to performing schools and healthy food to avoiding pretrial detention. Financial stressors such as municipal fines and traffic tickets have much greater impact on low-income households than others. Low-income individuals are more likely to turn to predatory lending to cover basic expenses and are less likely to be able to complete their college education. In addition, poverty is [well known](#) to negatively impact mental and physical health of people.

Residents with full-time, minimum-wage jobs (which translates to an annual income of \$15,930) still earn incomes below the federal poverty line for a family of two (\$16,020). Adults living in poverty without children are not eligible for Medicaid or other subsidized healthcare.

While Social Security and other benefits have greatly reduced rates of poverty among the elderly, rising medical costs reduce the amount of income available for other needs. Poverty makes it difficult for elderly people to pay for healthcare and cover utility bills, making them more vulnerable to mortgage lenders who offer high-rate, high-fee loans. Poverty among the elderly is known to contribute to mortality disparities, despite national health insurance programs such as Medicare.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Ending poverty is one of the Ferguson Commission's signature priorities. The Commission's Calls to Action include:

- [Raise the Minimum Wage](#)
- [End Predatory Lending](#)
- [Implement Earned Income and Child Tax Credits](#)
- [Create Individual and Family Development Accounts](#)

## Questions for further investigation:

- Why is there racial disparity in Adult Poverty?
- What can St. Louis do to reduce racial disparities in Adult Poverty?
- What initiatives are currently underway to reduce racial disparities in Adult Poverty?

## How can I learn more about this issue?

The [Missouri Community Action Network](#) is the statewide association of Community Action Agencies, Allies & Supporters united to end poverty. They produced the "[2018 Missouri Poverty Report](#)."

The [St. Louis Area Agency on Aging](#) provides a comprehensible and coordinated system of community-based services for older adults in the City of St. Louis.

# High-Wage Occupations

Equity Score

# 35

## What does this score mean?

For High-Wage Occupations, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be employed in high-wage occupations. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

High-Wage Occupations measures the percentage of workers living in St. Louis who are employed in the sectors with the highest median salaries in the region, which includes management and STEM (science, technology, engineering, and math) occupations. In 2016, workers employed in management had a median annual salary of \$56,705, while workers employed in STEM had a median annual salary of \$60,212. There were 33,653 workers employed in these industries, which represents 21% of the employed population.


### High-Wage Occupations Analysis:

Workers over 16 employed in high-wage occupations

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Workers employed in high-wage occupations	33,653	24,415	6,032	-	-
Employed population	158,892	85,170	60,212	-	-
Percent of workers employed in high-wage occupations	21.2%	28.7%	10.0%	2.861 to 1	35

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** Management occupations include “management, business and financial” occupations while STEM occupations includes “computer, engineering, and science” occupations. PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White workers are almost three times more likely than black workers to be employed in high-wage occupations. In 2016, 28.7% of white workers were employed in high-wage occupations, compared to 10% of black workers. If the employment rate in high-wage occupations were equitable, there would be 11,249 more black management and STEM professionals.

Occupation Sector	Count of Workers		
	All	White	Black
Management, Business, and Financial	21,172	14,630	4,477
Computer, Engineering, and Science	12,481	9,785	881

There are even greater disparities in employment in the STEM occupation sector ('Computer, Engineering, and Science') than in the management occupation sector ('Management, Business, and Financial').

## Why do High-Wage Occupations matter?

The racial disparity in employment in high-wage occupations not only matters because of the impact on financial well-being, though that is significant. It also means that black leaders are underrepresented in management and innovation roles across many institutions and industries, and that they are less likely to have influence over the financial decisions of their employers. Fewer black engineers, scientists, and technologists means that innovation in the city overall suffers from a lack of diverse perspectives.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to high-wage occupations include:

- [Create an Innovative Education Hub](#)
- [Enhance Collaboration Between Educational Institutions and Employers](#)
- [Build a Poverty-to-Professional Model for Youth Serving Organizations](#)
- [Create the Spirit of Missouri Fund](#)

## Questions for further investigation:

- Why is there racial disparity in High-Wage Occupations?
- What can St. Louis do to reduce racial disparities in High-Wage Occupations?
- What initiatives are currently underway to reduce racial disparities in High-Wage Occupations?

## How can I learn more about this issue?

On an annual basis, St. Louis Community College produces a “[State of St. Louis Workforce](#)” report to track the recovery and growth of our region’s workforce.

The St. Louis Equity in Entrepreneurship Collective is a coalition of regional entrepreneur support organizations, investors, funders, and company founders working to ensure that systems built to support new entrepreneurs operate equitably, especially related to race and gender. In November 2017, it hosted a [regional summit](#) on race and gender equity in early-stage, tech-based entrepreneurship.

[St. Louis Business Diversity Initiative](#) has compiled a [list of professional organizations](#) to support the development and retention of minority management and technology talent.

# Severe Rent Burden

Equity Score

# 40

## What does this score mean?

For Severe Rent Burden, a score of 100 — a score reflecting racial equity — would mean the same percentage of white and black households spend more than half of their income on rent. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Severe Rent Burden measures the percentage of renter-occupied households in the City of St. Louis that spend more than half of their income on rent. In 2016, 17,713 households in the city were severely rent burdened, which represents 24.2% of all renter-occupied households.


### Severe Rent Burden Analysis:

Renter-occupied households that spend more than half of their income on rent

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Renter-occupied households with severe rent burden	17,713	11,794	4,151	-	-
Renter-occupied households	73,196	37,704	28,272	-	-
Percent of renter-occupied households with severe rent burden	24.2%	31.3%	14.7%	2.130 to 1	40

 **Data Source:** American Community Survey 1-year PUMS, 2016

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.



## What does this analysis mean?

Black households are more than twice as likely as white households to be severely rent-burdened. Among black households, 31.3% are severely rent-burdened, compared to 14.7% of white households. If rent burden rates were equitable, 6,252 fewer black households would spend more than half of their income on rent.

In addition, rent-burdened black households are home to more people than rent-burdened white households. Rent-burdened black households house 24,187 residents, for an average of 2.1 residents per household, while severely rent-burdened white households house 5,683 residents, for an average of 1.4 residents per household.

## Why does Severe Rent Burden matter?

Severe Rent Burden is a strong indication of housing insecurity. Research shows that the [lack of stable housing](#) is strongly correlated with poorer, stress-related health outcomes, child poverty, and food insecurity. Housing insecurity leads to child homelessness. In 2016, 18.4% of all students in St. Louis public and charter schools reported experiencing homelessness. The [Urban Institute](#) has found that children experiencing housing instability and homelessness are more likely to be chronically absent and to perform poorly on tests.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to affordable rental housing include:

- [Build Healthy, Affordable Housing](#)
- [Institute Fair Housing Protections](#)
- [Stabilize Middle-Market Neighborhoods](#)
- [Enact Inclusionary Zoning Ordinances](#)
- [Expand the Statewide Housing Trust Fund](#)
- [Expand the City of St. Louis Housing Trust Fund](#)

## Questions for further investigation:

- Why is there racial disparity in Severe Rent Burden?
- What can St. Louis do to reduce racial disparities in Severe Rent Burden?
- What initiatives are currently underway to reduce racial disparities in Severe Rent Burden?

## How can I learn more about this issue?

The [Affordable Housing Commission](#) "[Reports to the Community](#)" describe the state of affordable housing in the City of St. Louis. In a national study from 2018, "[Racial Rent Differences in U.S. Housing Markets](#)," researchers found that households led by black residents pay more for identical housing in identical neighborhoods than their white counterparts and that this rent gap increases with the fraction of the neighborhood populated by white residents.

# Homeownership

Equity Score

# 47

## What does this score mean?

For Homeownership, a score of 100 — a score reflecting racial equity — would mean white and black residents are equally likely to own their home. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Homeownership measures the percentage of households in the City of St. Louis that are owner-occupied. In 2016, there were 60,218 owner-occupied households, which comprises 43.3% of all households in St. Louis.


### Homeownership Analysis:

Owner-occupied households

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Owner-occupied households	60,218	38,954	18,072	-	-
Households	139,002	69,105	59,116	-	-
Homeownership rate	43.3%	56.4%	30.6%	1.843 to 1	47

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Hispanic residents are based on a small number of sample cases and should be interpreted with extreme caution. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White residents are nearly twice as likely as black residents to be homeowners. In 2016, 56.4% of white households are owner-occupied. Hispanic households are least likely to be owner-occupied (29.5%), followed by black households (30.6%). If the rate of homeownership were equitable, there would be 15,269 more black homeowners.

## Why does Homeownership matter?

Economic mobility, which is defined by the [Brookings Institution](#) as “the likelihood that a family will move up the income ladder from one generation to the next,” is considered a core tenet of the ‘American Dream.’ Homeownership has historically been the primary way for residents to build wealth. However, few black families were legally permitted to take advantage of homeownership opportunities in past generations. In addition, Alanna McCargo of the [Urban Institute describes](#), “The disproportionate decline in black homeownership appears to be partly driven by the [timing of their entry](#) into the housing market—many minorities entering the market at or near the peak, when home prices were highest, and using riskier subprime lending products. When the foreclosure crisis hit, the impact was even more severe for minority buyers.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to homeownership include:

- [Build Healthy, Affordable Housing](#)
- [Enact Inclusionary Zoning Ordinances](#)
- [Concentrate Financial Services through Empowerment Centers](#)
- [Create Individual and Family Development Accounts](#)
- [Strengthen the Community Reinvestment Act](#)
- [Encourage Savings With Tax-Refund Matching](#)

## Questions for further investigation:

- Why is there racial disparity in Homeownership?
- What can St. Louis do to reduce racial disparities in Homeownership?
- What initiatives are currently underway to reduce racial disparities in Homeownership?

## How can I learn more about this issue?

In 2018, [For the Sake of All](#) (now [Health Equity Works](#)) published their report “[Segregation in St. Louis: Dismantling the Divide](#),” which discusses the housing market and how it was shaped by policies of segregation.

# Home Loan Denial Rate

Equity Score

28

## What does this score mean?

For Home Loan Denial Rate, a score of 100 — a score reflecting racial equity — would mean black and white applicants for home loans are denied at equal rates. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Home Loan Denial Rate measures the percentage of applications for home improvement and home purchase loans that are not approved by lenders for a specific, listed reason. Some of the reasons lenders deny loans are insufficient collateral, incomplete credit application, poor credit history, high debt-to-income ratio, employment history, insufficient cash for down payment or closing costs, and unverifiable information. In 2016, 280 of the 3,306 loan applications were denied, for a home loan denial rate of 8.5%.

### Home Loan Denial Rate Analysis:

Application denial rate for home improvement and home purchase loans

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Loan Denials	280	102	178	-	-
Loan Applications	3,306	426	2,880	-	-
Home Loan Denial Rate	8.5%	23.9%	6.2%	3.874 to 1	28

 **Data Source:** Home Mortgage Disclosure Act, 2016.


## What does this analysis mean?

Banks are nearly four times as likely to deny home loans for black applicants as for white applicants. In 2016, 23.9% of black applicants were denied a home loan, compared to 6.2% of white applicants. Black applicants were even more likely to be denied for home improvement loans than for home purchase loans (see table below). If the loan denial rate were equitable, 76 more black applicants' home loans would have been approved.

### Bank decision by loan application type and applicant race

St. Louis, 2016

Loan application type <i>Bank decision</i>	Black Applicant	White Applicant
Number of home purchase loan applications	361	2,707
% Originated	58%	77%
% Denied	20%	5%
Number of home improvement loan applications	65	173
% Originated	8%	32%
% Denied	46%	20%

 **Data Note:** Totals do not add up to 100% because not all loans are originated (issued by the bank and accepted by the applicant). A loan might have been approved but the applicant did not take the loan, or withdrew their application.

## Why does Home Loan Denial Rate matter?

Homeownership is an important way for residents to build wealth, and it provides housing stability. Home loans issued by financial institutions allow people to purchase and improve their homes. Higher rates of homeownership and home improvement can also stabilize neighborhoods. In addition, a history of home-loan denial in a neighborhood can lead to a lack of investment in properties and prevent people from being able to move into a neighborhood.

The racial disparity in homeownership rates are undeniably in part due to higher loan denial rates. However, we must note that even if we were to eliminate the racial disparity in home loan denials tomorrow, we would not make a dent in changing homeownership rates because there are not sufficient numbers of black loan applicants. The [St. Louis Federal Reserve](#) states, “While HMDA data provide a useful start in assessing lending practices, the data alone do not prove discrimination.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to home financing include:

- ▣ [Concentrate Financial Services through Empowerment Centers](#)
- ▣ [Strengthen the Community Reinvestment Act](#)

## Why is there racial disparity in the Home Loan Denial Rate?


In St. Louis, black applicants are denied home loans due to their credit history more than any other reason. In 2016, banks listed credit history as the primary basis for denial for 45% of all home loans denied to black applicants. In comparison, white applicants were denied loans on the basis of their credit history 24% of the time.

In 2017, the Urban Institute reported that the City of St. Louis [had the largest racial disparity in credit scores of all 60 cities whose financial health they studied](#). In predominantly white areas, the median credit score was 732, which is considered a good credit score. In predominantly non-white areas, the median credit score was 552, considered a very poor credit score. Traditional lending products are not available to people with poor credit scores. People with poor credit scores are more likely to fall victim to predatory lending practices, such as high fees and high interest rates. In the worst case scenario, the borrower will agree to lending terms that they cannot meet and further damage their credit.

### Urban Institute Financial Health of Cities

Median credit score, white areas and nonwhite areas

Selected cities*	Median credit score		Disparity Ratio
	White areas	Non-white areas	
<b>St. Louis</b>	732	552	1.33
<b>Atlanta</b>	727	560	1.30
<b>Wilmington (DE)</b>	722	554	1.30
<b>Chicago</b>	732	586	1.25
<b>Buffalo</b>	696	563	1.24
<b>Pittsburgh</b>	720	591	1.22
<b>Cincinnati</b>	693	572	1.21

 **Data Note:** \*These cities are presented because the Urban Institute grouped them together as "Cities with tenuous stability and uneven opportunities."

## Questions for further investigation:

- What can St. Louis do to reduce racial disparities in Home Loan Denial Rate?
- What initiatives are currently underway to reduce racial disparities in Home Loan Denial Rate?

## How can I learn more about this issue?

The City of St. Louis Planning Department publishes an [annual report](#) on the residential lending activities of the banks that have applied to be City of St. Louis Depositors. At a national level, racial disparities in lending were explored in a series of articles from [The Center for Investigative Reporting](#).

For those looking for a home loan, [Community Development Finance Institutions \(CDFIs\)](#) specialize in providing mortgage financing to low-income and first-time homebuyers. The [Missouri Housing Trust Fund](#) helps finance home repairs.



# Business Ownership

Equity Score

68

## What does this score mean?

For Business Ownership, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to own their own business. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Business Ownership measures the percentage of St. Louis residents who were employed in the last five years that are business owners. In 2016, 4,844 people reported being business owners, which represents 2.5% of individuals employed in the last five years.


### Business Ownership Analysis:

Individuals employed in the last five years that are business owners

#### St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Business owners	4,844	2,664	1,536	-	-
Individuals employed in the last five years	195,617	100,086	78,372	-	-
Percent of employed population that are business owners	2.5%	2.7%	2.0%	1.358 to 1	68

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

White employed residents are 36% more likely to own their own business than black employed residents. In 2016, 2.7% of white employed residents were business owners, compared to 2.0% of black employed residents. If business ownership rates were

equitable, there would be 565 more black residents that are business owners.

## Why does Business Ownership matter?

[Economists from the Federal Reserve Bank of Cleveland](#) have identified active small businesses and minority business ownership as two of the major growth factors for regional economies. The [Aspen Institute](#) has identified business ownership as key to closing the racial wealth gap. Equity in business ownership could increase incomes, increase wealth, and decrease generational poverty.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to business ownership include:

- ❑ [Concentrate Financial Services through Empowerment Centers](#)
- ❑ [Create Individual and Family Development Accounts](#)
- ❑ [Implement a Statewide M/WBE Program](#)
- ❑ [Develop and Implement an Economic Inclusion Infrastructure](#)
- ❑ [Embed Public Banking Models into Community Development Financial Institutions](#)

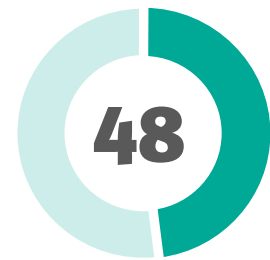
## Questions for further investigation:

- ❑ Why is there racial disparity in Business Ownership?
- ❑ What can St. Louis do to reduce racial disparities in Business Ownership?
- ❑ What initiatives are currently underway to reduce racial disparities in Business Ownership?

## How can I learn more about this issue?

Organizations that promote minority business ownership in the St. Louis region include:

- ❑ [St. Louis Minority Business Council](#)
- ❑ [Mid-States Minority Supplier Development Council](#)



# Neighborhoods

The eight indicators in this topic quantify racial disparities in neighborhoods, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

Neighborhoods focuses on place-based inequality, particularly on how the housing and transportation systems determine access to opportunity and resources. Inequity in these areas compound, which leads to inequities in many other aspects of life, from health to wealth, for years to come.

**Black residents in the City of St. Louis are more likely than white residents to live in low-opportunity environments.** Black residents are more likely to live in areas of concentrated poverty and have longer commute times.

**Residents of majority-black neighborhoods are more likely to live in neighborhoods suffering from disinvestment.** Vacancy and illegal dumping are more prevalent in black neighborhoods. Banks originate fewer home loans to residents looking to buy and rehabilitate properties in black neighborhoods.

**Residents of majority-black neighborhoods are less likely to have access to amenities than residents of majority-white neighborhoods.** While the disparities are small, these are all important for the city to track as investments or changes in policy are made. Amenities studied included transit, healthy food, and parks.

For the Equity Indicators Project, the measures chosen focus on racial disparities. The indicators are reflective of the Ferguson Commission's Calls to Action around housing and transportation, but not all Calls to Action related to housing and transportation are addressed within the scope of this project.

## What is our equity score for this topic?

48.25

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission priorities to address economic inequality related to neighborhoods include housing and transportation. Specific Calls to Action addressed in this report include:

- [Enact Inclusionary Zoning Ordinances](#) to promote access to affordable housing for low-income individuals.
- [Identify Financial Empowerment Centers](#) throughout the St. Louis region to concentrate financial services that provide community development banking and multigenerational financial education.
- [Teach Financial Literacy to Section 8 Housing Beneficiaries](#) so that they can become permanent homeowners.
- [Strengthen the Community Reinvestment Act](#) to help financial institutions meet the credit needs of their community, including vigorously enforcing Equal Credit Opportunity Act (ECOA) and fair housing laws in instances where lending discrimination is believed to exist.
- [Stabilize Middle-Market Neighborhoods](#) by developing a regional strategy that emphasizes the health and well being of existing residents.
- [Build Safe Neighborhoods](#) by supporting sustained, citizen-led efforts, particularly the efforts of parents and families impacted by violence, and clergy working to build community and keep watch.
- [Identify Priority Transportation Projects for the St. Louis Region](#) (e.g., extending MetroLink on the proposed North-South corridor, implementing Bus Rapid Transit) in order to elevate the importance of key projects for the region and make tangible the need and potential benefits of transit.
- [Develop a State Supported Funding Plan for Public Transit](#) in order to fill a significant funding deficit when seeking federal dollars for transit capital projects requiring matching funds.
- [Promote Use of Public Transit](#) as an alternative to commuting or exploring the region.
- [Create a Discounted Youth Transit Pass](#) (through age 25) to get to services and jobs, regardless of whether or not the youth is in school or employed.
- [Prioritize Transit-Oriented Development](#) through changes in zoning, financial incentives for developers, and transit benefits for residents of developments.
- [Establish School-Based Health Centers](#), particularly to help impact broader school health including health literacy, healthy eating, and promotion of healthy activity for children and youth.

## What institutions and organizations were assessed?

The institutions assessed in this topic include mortgage lending institutions and our regional transit agency, Metro St. Louis.

## Where did the data come from?

The data used in this topic comes from the American Community Survey, the Home Mortgage Disclosure Act, the City of St. Louis, Bi-State Development Agency, East-West Gateway, United States Department of Agriculture (USDA), and The Trust for Public Land.

## What stakeholders were consulted?

The stakeholders consulted include Bi-State Development Agency, the City of St. Louis Planning Department, East-West Gateway, Missouri Coalition for the Environment, St. Louis Vacancy Collaborative, and Team TIF. Special thanks go to Andrew Arkills of Team TIF for collaborating on the analysis of Citizen Service Bureau data, which was used to develop the Illegal Dumping metric. We worked closely with Planning Division staff at Bi-State and consulted with transit researchers at TransitMatters and the Boston Massachusetts Bay Transit Authority to develop the Transit Frequency metric.

## What metrics are missing and why?

Unlike some other topics, the Neighborhoods topic had many potential metrics that were appropriate and available for a racial disparity analysis. Metrics that were considered but were not incorporated due to space considerations include neighborhood crime rates, concentration of subsidized housing, housing conditions, and access to services such as banks and accredited childcare.

Desirable indicators for which reliable data does not exist include sidewalk quality, bikeability, and access to thriving business districts. [Trailnet](#) conducts an annual pedestrian and bicyclist census.

## NEIGHBORHOODS EQUITY INDICATORS

Indicator	Equity Score
<b>Concentrated Poverty</b> Black residents are more than three times more likely than white residents to live in areas of concentrated poverty.	30
<b>Home Loan Originations</b> There are nearly eight times as many home loan originations per capita in majority-white census tracts as in majority-black census tracts.	9
<b>Vacancy</b> There are more than nine times as many acres of vacant land and buildings in majority-black census tracts as in majority-white census tracts.	3
<b>Illegal Dumping</b> Residents of majority-black neighborhoods report illegal dumping nearly four times more often than residents of majority-white neighborhoods.	29
<b>Commuting Time</b> Black workers have a 22% longer mean commute time than white workers.	75
<b>Transit Frequency</b> Residents of majority-black and majority-white census tracts have similar frequency of transit service.	96
<b>Access to Healthy Food</b> Black residents are nearly twice as likely as white residents to live in census tracts with low access to healthy food.	45
<b>Access to Parks</b> White and black residents are almost equally likely to live within a 10-minute walk of a park.	99
<b>2018 EQUITY SCORE</b>	48.25

# Concentrated Poverty

Equity Score

# 30

## What does this score mean?

For Concentrated Poverty, a score of 100 — a score reflecting racial equity — would mean white and black residents are equally likely to live in high-poverty areas. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Concentrated Poverty measures the percentage of residents in the City of St. Louis who live in census tracts where more than 40% of its residents live in poverty. In 2016, more than 20% of city residents lived in areas of concentrated poverty.

### Concentrated Poverty Analysis:

Residents who live in census tracts with poverty rate greater than 40%

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Residents living in concentrated poverty	65,351	47,821	11,979	-	-
Population	316,030	150,948	135,068	-	-
Percent of residents living in concentrated poverty	20.7%	31.7%	8.9%	3.572 to 1	30

 **Data Source:** American Community Survey 5-year estimates, 2012-2016

## What does this analysis mean?

Black residents are more than three times as likely as white residents to live in areas of concentrated poverty. In 2016, 31.7% of black residents lived in areas of concentrated poverty, followed by 23.6% of Hispanic residents. White residents are the least likely to live in areas of concentrated poverty (8.9%), followed by Asian residents (12.4%). If concentrated poverty rates were equitable, 34,387 fewer black residents would live in areas of concentrated poverty.

## Why does Concentrated Poverty matter?

Living in areas of concentrated poverty makes the effects of individual poverty more pronounced. [Economists from the Federal Reserve Bank of Cleveland](#) have identified concentrated poverty as a key variable that influences economic growth for regions. According to [researchers at Brookings](#), concentrated poverty limits educational opportunity, leads to increased crime and poor health outcomes, hinders wealth building, reduces private-sector investment, and increases prices for goods and services.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Ending poverty is one of the Ferguson Commission's signature priorities. The Commission's Calls to Action related to concentrated poverty include:

- [Enact Inclusionary Zoning Ordinances](#)

## Questions for further investigation:

- Why is there racial disparity in Concentrated Poverty?
- What can St. Louis do to reduce racial disparities in Concentrated Poverty?
- What initiatives are currently underway to reduce racial disparities in Concentrated Poverty?

## How can I learn more about this issue?

East-West Gateway's OneSTL has reported on the [continued growth of concentrated poverty in the St. Louis region](#). They also publish the "[Where We Stand](#)" report series, which compares St. Louis statistics to 50 peer metropolitan regions.



# Home Loan Originations

Equity Score

9

## What does this score mean?

For Home Loan Originations, a score of 100 — a score reflecting racial equity — would mean home loans are equally likely to be originated in majority-black and majority-white neighborhoods. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Home Loan Originations measures the rate of home improvement and home purchase loans per 1,000 residents in majority-black and majority-white census tracts in the City of St. Louis. In 2016, there were 5,143 home loans originated in St. Louis, which represents just over 16 home loans per 1,000 people.


### Home Loan Originations

Home loan originations per 1,000 people

St. Louis City

	Census Tracts			Disparity Ratio	Equity Score
	All	Majority-White	Majority-Black		
Home loan originations	5,143	4,188	446	-	-
Population	316,030	149,929	125,018	-	-
Home loan originations per 1,000 people	16.3	27.9	3.6	7.830 to 1	9

 **Data Source:** Home Mortgage Disclosure Act, 2016; American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B.

## What does this analysis mean?

There are nearly eight times as many home loan originations per capita in majority-white census tracts as in majority-black census tracts. In majority-white areas, there were 4,188 home loan originations for a rate of 27.9 home loans per 1,000 residents in 2016. In diverse areas (neither majority-white or majority-black), there were 509 home loan originations at a rate of 12.4 home loans per 1,000 residents. In majority-black areas, there were only 446 home loans originated, at a rate of 3.6 home loans per 1,000 residents. If home loan originations were equitable, there would have been 3,046 more home loans originated in majority-black areas in 2016.

## Why do Home Loan Originations matter?

Home loan originations represent private investment in the housing stock. Home loans issued by financial institutions allow people to purchase and improve their homes. When home loans are not issued in a certain neighborhood as a rule, this is a practice known as redlining. Redlining is illegal today, but its legacy still affects the neighborhoods where it was once legally practiced, as redlining creates a cycle of disinvestment from which it is hard to recover. A history of home loan denials in a neighborhood leads to concentrated disinvestment in properties, and prevents homebuyers from being able to move into a neighborhood because they can't get a loan.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission prioritizes optimizing existing housing supports. The related Calls to Action specific to increasing home loan originations include:

- ▣ [Identify Financial Empowerment Centers](#)
- ▣ [Teach Financial Literacy to Section 8 Housing Beneficiaries](#)
- ▣ [Strengthen the Community Reinvestment Act](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Home Loan Originations?
- ▣ What can St. Louis do to reduce racial disparities in Home Loan Originations?
- ▣ What initiatives are currently underway to reduce racial disparities in Home Loan Originations?

## How can I learn more about this issue?

The City of St. Louis Planning Department publishes an [annual report](#) on the residential lending activities of the banks that have applied to be City of St. Louis depositors. On a national level, racial disparities in lending are explored in a series of articles from [The Center for Investigative Reporting](#).

# Vacancy

Equity Score

3

## What does this score mean?

For Vacancy, a score of 100 — a score reflecting racial equity — would mean majority-black and majority-white neighborhoods are equally likely to have vacant properties. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Vacancy measures the percentage of parcel acreage that include vacant buildings or are vacant lots in the City of St. Louis. Vacant buildings are any building with consistent signs of abandonment, including structural condemnation, window/door board-up services, tax delinquency, and lack of general maintenance. Vacant lots are any parcel that does not contain a building, that is not used for an explicit purpose (e.g., parking lot, cemetery), and where there is evidence to suggest the property is not being provided with regular property maintenance. As of June 2018, there were 2,619 acres of land in the city that were deemed to be vacant lots or properties with vacant buildings. This means 7% of occupiable land in St. Louis was vacant.


### Vacancy Analysis:

Acres of vacant parcels by census tract

#### St. Louis City

	Census Tracts			Disparity Ratio	Equity Score
	All	Majority black	Majority white		
Acres of vacant parcels	2,619	2,338	182	-	-
Acres of all parcels	37,006	18,271	13,151	-	-
Percent of parcel acres that are vacant	7.1%	12.8%	1.4%	9.246 to 1	3

 **Data Source:** St. Louis Vacancy Collaborative, June 2018.

 **Data Note:** *For methodology and maps of majority-race geographies see Appendix B. Data were collected by the Vacancy Collaborative Data Analysis & Transparency Working Group from 12 different datasets from four departments: the Building Division, the Assessor's Office, the Department of Forestry, and the Land Reutilization Authority (LRA). They are combined into one comprehensive dataset, after which a number of queries are run that attempt to correct errors and inconsistencies. Vacancy status can change daily so this analysis represents a point-in-time count.*

## What does this analysis mean?

Majority-black census tracts have more than nine times as much vacancy as majority-white census tracts. In 2018, 12.8% of parcel acres in majority-black areas are vacant lots or vacant buildings, compared to 1.4% of parcel acres in majority-white areas. If vacancy were equitable, there would be 2,086 fewer acres of vacant parcels in majority-black neighborhoods.

Census Tracts	Count		
	Vacant lots	Vacant buildings	Total
<b>Majority-black</b>	11,836 <i>94.5% of all vacant lots</i>	6,946 <i>90.6% of all vacant buildings</i>	18,782 <i>93.0% of all vacant parcels</i>
<b>Majority-white</b>	367	397	764
<b>No-majority</b>	321	320	641
<b>Total</b>	<b>12,524</b>	<b>7,663</b>	<b>20,187</b>

Majority-black areas have 93% of all vacant parcels in the City of St. Louis. Majority-black areas have 94.5% of all vacant lots and 90.6% of all vacant buildings.

## Why does Vacancy matter?

Vacant properties blight our neighborhoods, decrease the values of nearby occupied properties, and pose serious health and public safety risks for residents. As Mayor Lyda Krewson notes, “Nothing good happens in a vacant building.” Vacant and abandoned

properties also strain City resources. Under the direction of the Land Reutilization Authority — the nation’s first land bank — the City of St. Louis owns 10,000 vacant properties, with nearly 11,000 additional privately-owned vacant or abandoned parcels within the city limits.

## **Which Calls to Action from the Ferguson Commission report are linked with this indicator?**

The Ferguson Commission’s Calls to Action related to vacancy include:

- ▣ [Build Safe Neighborhoods](#)
- ▣ [Stabilize Middle-Market Neighborhoods](#)

## **Questions for further investigation:**

- ▣ Why is there a racial disparity in Vacancy?
- ▣ What can St. Louis do to reduce racial disparities in Vacancy?
- ▣ What initiatives are currently underway to reduce racial disparities in Vacancy?

## **How can I learn more about this issue?**

In July 2018, Mayor Lyda Krewson released her [plan to reduce vacant lots and buildings](#). In the same month, the St. Louis Vacancy Collaborative launched [stlvacancy.com](#), an interactive website that tracks vacancy and demolition. In April 2018, the Neighborhood Vacancy Initiative produced a [resource guide](#) to help people navigate existing tools to combat vacancy.

# Illegal Dumping

Equity Score

# 29

## What does this score mean?

For Illegal Dumping, a score of 100 — a score reflecting racial equity — would mean residents are equally likely to report illegal dumping in their neighborhood. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Illegal Dumping measures the rate of illegal dumping reports per 1,000 residents reported to the Citizen Service Bureau in the City of St. Louis. All complaints related to debris in alleys, streets, occupied and vacant buildings, and vacant lots were categorized as illegal dumping. In 2016, residents submitted 8,503 reports of illegal dumping, at a rate of 27 reported cases per 1,000 residents.

### Illegal Dumping Analysis:

Reports of illegal dumping using the Citizen Service Bureau per 1,000 residents by neighborhood  
**St. Louis City**

	Neighborhood			Disparity Ratio	Equity Score
	All	Majority black	Majority white		
Reports of illegal dumping	8,503	5,414	1,711	-	-
Population	316,030	125,018	149,929	-	-
Illegal dumping reports per 1,000 people	26.9	43.3	11.4	3.795 to 1	29

**Data Source:** City of St. Louis, 2016; American Community Survey 5-year estimates, 2012-2016.

**Data Note:** For methodology and maps of majority-race geographies see Appendix B. “Illegal dumping” includes all complaints coded as Debris-alley/street, Debris-Occupied Bldg, Debris-Vacant Bldg, and Debris-Vacant Lot. 669 reports did not have a neighborhood code, which represents 7.9% of reports.

*These are included in total reports of illegal dumping, but not in reports in majority-black and majority-white neighborhoods.*

## What does this analysis mean?

Residents of majority-black neighborhoods report illegal dumping almost four times as often as residents of majority-white neighborhoods. In 2016, there were 5,414 reports of illegal dumping in majority-black neighborhoods and 1,711 reports in majority-white neighborhoods. This equates to an illegal dumping reporting rate of 43.3 reports per 1,000 people in majority-black neighborhoods and 11.4 reports per 1,000 people in majority-white neighborhoods. In no-majority neighborhoods, there were 709 reports of illegal dumping, which equates to an illegal dumping reporting rate of 17.3 reports per 1,000 people. If illegal dumping rates were equitable, there would have been 3,989 fewer reports of illegal dumping in majority-black neighborhoods in 2016.

## Why does Illegal Dumping matter?

The disparity in Illegal Dumping is an example of [environmental racism](#), where communities of color experience greater environmental risks than white communities. The practice of illegal dumping has a significant impact on the real and perceived health and well-being of a community. Items dumped illegally can include anything from a mattress, to dozens of tires, to hundreds of truckloads of drywall scrap from a construction job.

Residents of areas subject to illegal dumping are [exposed to environmental hazards](#). While court records show that the majority of those convicted of illegal dumping do not live in the City and are instead coming into these neighborhoods to dump debris, responding to illegal dumping requires City resources. Reports are addressed by several City departments, including Police, Streets, Refuse, and Forestry. But even when City departments clean up illegal dumping sites, that does not mean the problem is permanently resolved. Many sites are frequent targets by repeat offenders.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report does not directly reference illegal dumping, related Calls to Action include:

- ▣ [Build Safe Neighborhoods](#)
- ▣ [Broadly Apply a Racial Equity Framework](#)

## Questions for further investigation:

- Why is there a racial disparity in Illegal Dumping?
- What can St. Louis do to reduce racial disparities in Illegal Dumping?
- What initiatives are currently underway to reduce racial disparities in Illegal Dumping?

## How can I learn more about this issue?

If you live in an area that is experiencing illegal dumping, call the Citizen Service Bureau at 314-622-4800 and tell them you want to report illegal dumping to the Trash Task Force. If you witness illegal dumping, call the St. Louis Metropolitan Police Department directly at (314) 231-1212. If a witness provides information that leads to prosecution, then they may be eligible for a \$100 reward.



# Commuting Time

Equity Score

# 75

## What does this score mean?

For Commuting Time, a score of 100 — a score reflecting racial equity — would mean black and white workers have the same mean commute time. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Commuting Time measures the mean commute time in minutes for workers residing in the City of St. Louis who work outside their home. Workers include those that commute by car, public transit, bike, or on foot. In 2016, the mean commute time for these workers was 23.8 minutes.


### Commuting Time Analysis:

Mean commute time in minutes for workers

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Mean commute time (in minutes)	23.8	26.4	21.7	1.217 to 1	75

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. The number of sample cases is too small to report reliable estimates for additional racial groups.

## What does this analysis mean?

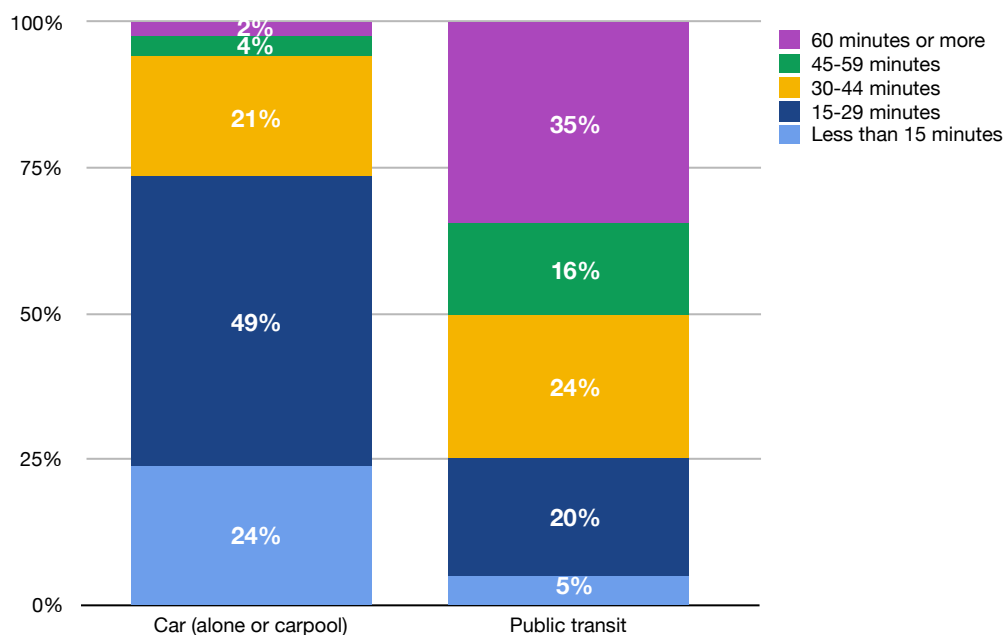
The mean commute time for black workers is 22% longer than for white workers. Black workers experience a mean commute time of 26.4 minutes, while white workers' mean commute time is 21.7 minutes.

The median commute time for both black and white workers is 20 minutes. While black workers are more likely to commute 15 minutes or less, white workers are more likely to commute 16-30 minutes.

## Why does Commuting Time matter?

Commuting Time is an important measure of quality of life for workers and reflects both availability of transit options and access to jobs. City residents are dependent on regional transportation systems, with 43.3% working outside of city limits. Researchers from Harvard found that [commuting time has emerged as the single strongest factor in the odds of escaping poverty](#). According to the [Transportation Equity Caucus](#), “For many Americans, mobility can make all the difference in their ability to meet basic needs, participate fully in community life, and connect and contribute to our national economy.”

## Commuting time by mode of transportation in St. Louis City, 2016



St. Louis is praised for its low commute times relative to other cities; however, those benefits are often limited to those with cars. Only a quarter of workers who use public transit report having commutes under 30 minutes.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Transportation is a signature priority of the Ferguson Commission to address economic inequality. The Ferguson Commission Calls to Action related to improving commuting times include:

- ▣ [Identify Priority Transportation Projects for the St. Louis Region](#)
- ▣ [Develop a State Supported Funding Plan for Public Transit](#)
- ▣ [Prioritize Transit-Oriented Development](#)

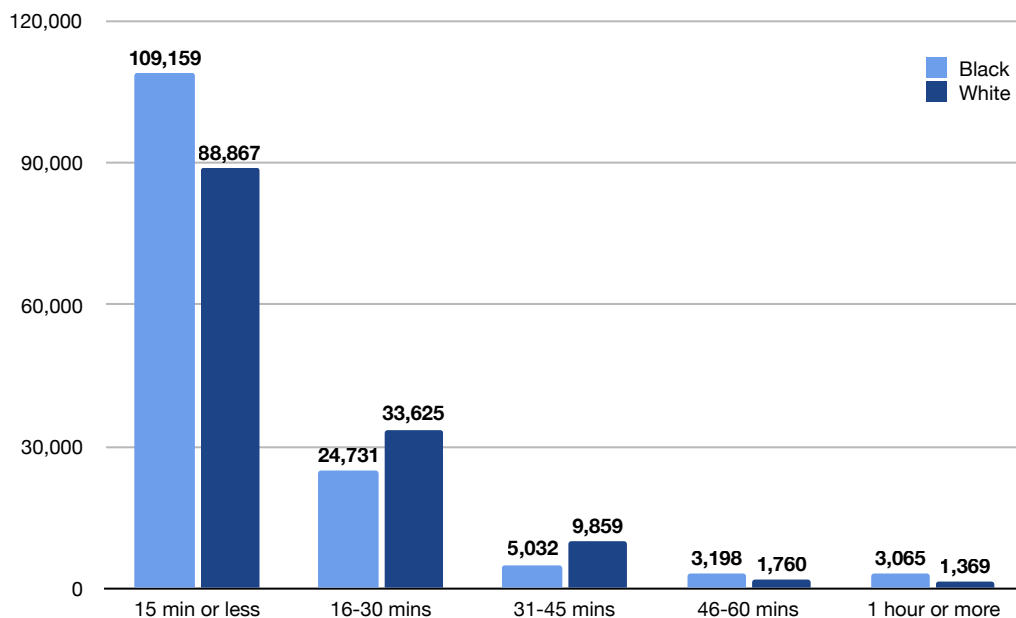
## Questions for further investigation:

- ▣ Why is there a racial disparity in Commuting Time?
- ▣ What can St. Louis do to reduce racial disparities in Commuting Time?
- ▣ What initiatives are currently underway to reduce racial disparities in Commuting Time?

## How can I learn more about this issue?

The [National Equity Atlas](#) has produced a tool that allows you to compare commuting time for a variety of geographies, disaggregated by race. In addition, Alex Ihnen of NextSTL has written a [history of commuting in St. Louis](#).

## Commuting Time by Race for Workers in St. Louis City, 2016



# Transit Frequency

Equity Score

# 95

## What does this score mean?

For Transit Frequency, a score of 100 — a score reflecting racial equity — would mean majority-black and majority-white census tracts receive equal frequency of service. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Transit Frequency measures the number of times a bus or train is scheduled to stop (trips) at a transit stop in the City of St. Louis as part of its weekday or weekend route. The more trips there are, the shorter the wait time between trips and the more alternative routes a person has to get to their destination. In 2018, there were nearly 37 million trips annually in St. Louis, which equates to 347,000 trips per census tract.


### Transit Frequency Analysis:

Annual service frequency (in trips) by census tract

St. Louis City

	Census Tracts			Disparity Ratio	Equity Score
	All	Majority white	Majority black		
Annual transit service frequency (in trips)	36,794,924	13,970,064	17,898,741	-	-
Census tracts	106	40	52	-	-
Annual transit service frequency per census tract	347,122	349,252	344,207	1.015 to 1	96

 **Data Source:** Bi-State Development Agency, 2018.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. There are 106 census tracts within the City of St. Louis, but Bi-State data included only 103 census tracts.

## What does this analysis mean?

Majority-white and majority-black census tracts have similar frequency of service. On an annual basis, majority-white census tracts receive transit service 266,641 times per year while majority-black census tracts receive transit service 260,419 times per year. In no-majority areas (where there is no majority race), residents receive transit service 447,829 times per year. St. Louis' most diverse neighborhoods are in the downtown corridor and other commercial hubs where higher transit service is to be expected. If transit frequency were equitable, there would be 5,045 more transit service trips in each of the majority-black census tracts per year.

## Why does Transit Frequency matter?

The Ferguson Commission states, "Public transit is a key to expanding opportunity for all St. Louisans. A safe, reliable, affordable, and efficient public transportation system can increase access to health care, education, and employment." Frequency of service matters a great deal to those who rely on public transit to get to work and for households without cars. On weekdays, transit stops citywide receive 35 trips per day. That means there is an average wait time of 34 minutes between trips for fixed-route services during operating hours.

While Bi-State Development Agency currently provides equitable levels of service between majority-black and majority-white areas, there is greater demand and use for public transit in majority-black census tracts. According to the 2016 American Community Survey, there are 14,000 residents of St. Louis City that work but whose household does not have access to a vehicle. Workers who live in majority-black census tracts are three times more likely than workers in majority-white census tracts to not have a vehicle in their household. Given that, it should be no surprise that workers in majority-black census tracts are four times more likely than workers in majority-white census tracts to take public transit. All in all, workers who live in majority-black census tracts make up 60% of the estimated 14,400 city residents who commute via public transit.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Transportation is a signature priority of the Ferguson Commission to address economic inequality. The Ferguson Commission Calls to Action related to public transit include:

- [Identify Priority Transportation Projects for the St. Louis Region](#)
- [Develop a State Supported Funding Plan for Public Transit](#)
- [Promote Use of Public Transit](#)
- [Create a Discounted Youth Transit Pass](#)

## Questions for further investigation:

- How can we increase Transit Frequency?
- What can St. Louis do to reduce racial disparities in Transit Frequency?
- What initiatives are currently underway to reduce racial disparities in Transit Frequency?

## How can I learn more about this issue?

Each year [East-West Gateway Council of Governments](#) (EWG) develops a “[Transportation Improvement Plan](#)” for the St. Louis region. While [Bi-State Development Agency](#) produces [annual reports](#) which summarize accomplishments and projects for the region, they rarely discuss transit service frequency.

[Citizens for Modern Transit](#) leads advocacy efforts for an integrated, affordable, and convenient public transportation system with light rail expansion as the critical component that will drive economic growth to improve quality of life in the St. Louis region.

[Mobility For All By All](#) is an interdisciplinary project based at Washington University in St. Louis which seeks to develop a series of equity metrics and engage residents to develop and execute site-specific collaborative community projects.

# Access to Healthy Food

Equity Score

# 45

## What does this score mean?

For Access to Healthy Food, a score of 100 — a score reflecting racial equity — would mean black and white residents have equal access to healthy food. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Access to Healthy Food measures the percentage of residents who live in census tracts in the City of St. Louis with low access to healthy food. Low access is defined as being far from a supermarket, supercenter, or large grocery store. A census tract is considered to have low access if a significant number (at least 500 people) or share (at least 33 percent) of the population in the tract are more than one mile from a supermarket in urban areas. In 2015, 12 of 107 census tracts in St. Louis City were considered low-access census tracts. There were 28,491 residents living in low-access census tracts, which represents 9% of the city's population.


### Access to Healthy Food Analysis:

Residents who live in census tracts with low access to healthy foods

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Population of census tracts with low access to healthy foods	28,491	17,950	8,547	-	-
Population	316,030	150,948	135,068	-	-
Percent of population with low access to healthy food	9.0%	11.9%	6.3%	1.879 to 1	45

 **Data Source:** USDA, Food Access Research Atlas, 2015. American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. There are multiple ways to calculate access to healthy food. The

*Missouri Coalition of Environment uses low-income, low access at the ½ mile threshold (LILA). If access is defined as ½ mile, then 80% of city residents live in low-access census tracts, for both black and white residents. Our metric does not use individual-level resources that may affect accessibility, such as family income or vehicle availability.*

## What does this analysis mean?

Black residents are nearly twice as likely as white residents to live in census tracts with low access to healthy food. In 2016, 12% of black residents had poor access to healthy food, compared to 6% of white residents. If access were equitable, there would be 8,440 fewer black residents with low access to healthy food.

## Why does Access to Healthy Food matter?

Limited access to sources of healthy and affordable food [makes it harder for some Americans to eat a healthy diet](#). Residents who do not have a healthy diet are more likely to struggle with food-related health issues, including obesity. The Ferguson Commission is particularly concerned with hunger among children: “Insufficient nutritional intake in a child’s first two years of life can lead to increased susceptibility to short-term and long-term illness, as well as slowed mental development and physical growth.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission Calls to Action related to access to healthy food include:

- [End Hunger for Children and Families](#)

## Questions for further investigation:

- Why is there a racial disparity in Access to Healthy Food?
- What can St. Louis do to reduce racial disparities in Access to Healthy Food?
- What initiatives are currently underway to reduce racial disparities in Access to Healthy Food?

## How can I learn more about this issue?

The [Missouri Coalition for the Environment](#) has produced an “[Interactive Local Foodshed Map](#)” in addition to the “[2014 St. Louis Regional Food Study](#).” Following the publication of the study, they formed the [St. Louis Food Policy Coalition](#), which in partnership with East-West Gateway has set a goal of reducing by half the number of census tracts where 70% of residents are considered low income and low food access by 2027.



# Access to Parks

Equity Score

99

## What does this score mean?

For Access to Parks, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to live within a 10 minute walk of a park. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Access to Parks measures the percentage of residents in the City of St. Louis who live within a 10 minute walk of a park. The Trust for Public Land defines parks as publicly-owned local, state, and national parks, school parks with a joint-use agreement with the local government, and privately-owned parks that are managed for full public use. By this definition, in 2018 there were 3,684 acres of parks in St. Louis, which represents 9% of the city's land area. Nearly 95% of all city residents lived within walking distance of a park.


### Access to Parks Analysis:

Residents who live within a 10 minute walk of a park

#### St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Residents who live within 10-minute walk of a park	299,184	139,071	136,711	-	-
Population	316,483	146,545	145,128	-	-
Percent of residents with access to parks	94.5%	94.9%	94.2%	1.007 to 1	99

 **Data Source:** ParkServe from The Trust for Public Land, 2018.

 **Data Note:** ParkServe uses demographic information derived from ESRI 2017 Demographic Forecast Block Groups data.

## What does this analysis mean?

There is very little racial disparity in access to parks for residents. In 2018, 94.9% of white residents live within a 10-minute walk to a park, compared to 94.2% of black residents. There are similarly high rates of access for both Hispanic residents (94.1%) and Asian residents (94.2%). If there were equitable access to parks, then 3,485 more black residents would live within walking distance of a park.

While nearly all residents in St. Louis live within walking distance of a park, those parks are of varying quality. Within the 108 parks owned by the City of St. Louis, parks can be small corner lots with grass only, to medium-sized parks with playgrounds, to large parks like Forest Park with many amenities. Future analyses of disparities in access to parks should factor in park quality.

## Why does Access to Parks matter?

Parks give people a place to exercise, socialize, relax, and build community. Having safe places to play is especially important for child well-being. According to [RAND researchers](#), people who live close to parks are more likely to exercise and are less likely to suffer from obesity and related diseases. [Economists from the Federal Reserve Bank of Cleveland](#) have identified quality of life amenities such as parks as a key variable that influences economic growth for regions.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action that directly reference access to parks, examining access to parks is an example of applying a racial equity lens to city services. In addition, parks are an important asset to neighborhoods in terms of providing safe places to play. The related Call to Action is:

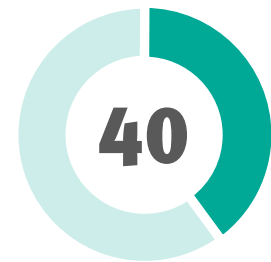
- [Build Safe Neighborhoods](#)

## Questions for further investigation:

- Why is there a racial disparity in Access to Parks?
- What can St. Louis do to reduce racial disparities in Access to Parks?
- What initiatives are currently underway to reduce racial disparities in Access to Parks?

## How can I learn more about this issue?

[The Trust for Public Land](#) is leading a national campaign to ensure that every person in America has access to a quality park within a 10-minute walk of home. Through their platform [ParkServe](#), they have evaluated park access for cities, towns, and communities nationwide.



# Health and Safety

The eight indicators in this topic quantify racial disparities in health and safety, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Health and Safety topic looks at disparities in access to tools that support health and health outcomes in terms of injuries, illnesses, and death.

**Black residents in the City of St. Louis are more likely to lack access to the tools that support health, from insurance to housing to safe places to walk and play.** Black residents are more likely to be uninsured and more likely to experience homelessness. In addition, they are more likely to be killed or injured while walking.

**Black residents are more likely to suffer from health problems that are a product of their environment.** As mentioned in the Child Well-being topic, black children are more likely to have asthma and lead poisoning. Black adults are more likely to develop chronic diseases that cannot be prevented by vaccines and cannot be cured by medicine.

**Black residents are more likely to suffer from violence.** The most common reason for black women in St. Louis to visit hospitals is for treatment of injuries caused by assault. Black residents are significantly more likely to be victims of violent crime.

**Black residents are more likely to die at every age, including infants.** The racial disparities in health outcomes correlate with historical racial biases in healthcare, and persistent disparities in social determinants of health, which are the conditions in the places where people live, learn, work, and play.

Health metrics that appear in other topics include: Child Food Insecurity, Child Lead Poisoning, Child Asthma, Youth STD Rates, Access to Healthy Food, and Access to Parks.

For the Equity Indicators Project, the measures chosen focus on racial disparities. For this topic, the indicators are reflective of the Ferguson Commission's Calls to Action around health and safety, but not all health-related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

39.75

The higher the score on a scale from 1 to 100, the closer we are towards achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

The Ferguson Commission report Calls to Action related to the Health and Safety topic include:

- [Increase Health Insurance Coverage and Access](#) by ensuring the Children's Health Insurance Program (CHIP) is reauthorized, expanding Medicaid eligibility, providing gap coverage, and enrolling more people in the Affordable Care Act marketplace.
- [Build Safe Neighborhoods](#) by supporting sustained, citizen-led efforts.
- [Build Healthy and Affordable Housing](#) by supporting the Missouri Housing Development Commission's 2015-16 Qualified Allocation Plan.
- [Expand the Statewide Housing Trust Fund](#) by doubling the current real estate transaction filing fee (from \$3 to \$6) in order to provide additional and effective funding to house working families in the region.
- [Strengthen the Community Reinvestment Act](#) by enforcing the fair housing and antitrust laws and centralizing control, among other recommendations.
- [Review the Missouri Family Support Division](#) by Creating a Missouri Blue Ribbon Commission to conduct a thorough and inclusive review of the current operating model and outcomes.
- [Reform Juvenile Disciplinary Procedures and Practices](#) by adopting policies and programs that address the needs of children and youth most at risk for crime or violence and eliminate aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.
- [Deliver Trauma-Informed Care](#) by designing hospital-community partnerships to help heal young people impacted by violence with case management, mentorship, and evidenced-based trauma interventions.
- [End Shame and Stigma](#) by developing a media campaign to minimize shame and stigma related to hunger, mental health/illness, homelessness, obesity, poverty, incarceration, etc.

## What institutions and organizations were assessed?

The indicators in this topic do not assess any particular institutions or organizations.

## Where did the data come from?

The data used in this topic comes from the Missouri Department of Health and Senior Services, the City of St. Louis Human Services Department, and the St. Louis Metropolitan Police Department.

## What stakeholders were consulted?

Stakeholders consulted include the City of St. Louis Health and Human Services Departments, East-West Gateway, the St. Louis Integrated Health Network, the St. Louis Mental Health Board, and Generate Health.

## What metrics do we know are missing?

Important metrics that are not part of this project include measures of preventive healthcare, mental health, substance abuse, maternal mortality, and obesity.

We know whether people have health insurance, but not whether they have sufficient healthcare. We know when people use emergency rooms, but not when they have received preventive care. We know how many people use treatment services, but not how many people are in need of services. These data gaps are due to a lack of coordinated data collection across the healthcare system.

According to the [Missouri Department of Mental Health](#), while there is “data on those who receive treatment, data on mental health in the general population is very limited.” In addition, they found, “The availability of county level data on substance use is limited.” Qualitatively, we know that there is limited access to mental health assessments and that there are waiting lists for treatment. The [St. Louis Mental Health Board](#) has determined there is unmet need for behavioral health programs and services, particularly for youth. The U.S. Department of Health and Human Services last produced a [report on prevalence of substance use and mental disorders](#) for the St. Louis region in 2012.

Obesity data is also hard to access and analyze by racial groups. The [CDC Behavioral Risk Factor Surveillance System](#) collects county-level obesity data; however, the sample size is so small that racial disparities are rarely able to be reported. In 2015, the City of St. Louis conducted a unique [study of obesity](#) using data from the Missouri Department of Motor Vehicles. They found significant geographic disparities in rates of overweight and obese individuals.

## HEALTH AND SAFETY EQUITY INDICATORS

Indicator	Equity Score
<b>HS1: Infant Mortality</b> Black babies are three times as likely as white babies to die before their first birthday.	34
<b>HS2: Health Insurance</b> Black residents are twice as likely to not have health insurance as white residents.	40
<b>HS3: Violent Crime Victimization</b> Black residents are more than 2.5 times as likely as white residents to be a victim of a violent crime.	36
<b>HS4: Homelessness</b> Black residents are nearly four times as likely to be homeless as white residents.	29
<b>HS5: Pedestrian Injuries</b> Black residents are twice as likely to be killed or injured by cars while walking as white residents.	40
<b>HS6: Chronic Disease Emergency Room Visits</b> Black residents are more than three times as likely to visit an emergency room for suffering related to chronic disease as white residents.	31
<b>HS7: Women's Health</b> Black women are twice as likely to experience major health events as white women.	40
<b>HS8: Mortality Rate</b> In any given year, black residents are 34% more likely to die from all causes than white residents.	68
<b>2018 EQUITY SCORE</b>	<b>39.75</b>

# Infant Mortality

Equity Score

# 34

## What does this score mean?

For Infant Mortality, a score of 100 — a score reflecting racial equity — would mean black babies are equally as likely to die before their first birthday as white babies. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Infant Mortality measures the rate at which babies die before their first birthday per 1,000 live births in the City of St. Louis. According to the Missouri Department of Health, the most common causes of infant mortality include birth defects, preterm birth and low birth weight, maternal complications of pregnancy, Sudden Infant Death Syndrome (SIDS), and infant injuries. Over a 5-year period (2011-2015), 232 of 23,617 babies born alive died before their first birthday in St. Louis City. That means that 10 babies die before their first birthday for every 1,000 live births in St. Louis.

### Infant Mortality Analysis

Babies born alive who die before their first birthday  
St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Infant deaths	232	174	38		
Live births	23,617	12,865	8,544		
Infant death rate per 1,000 live births	9.8	13.5	4.4	3.041 to 1	34

**Data Source:** Missouri Department of Health and Social Services, MOPHIMS 2011-2015. Data compiled by Generate Health.

## What does this analysis mean?

Black babies are three times as likely to die before their first birthday as white babies. The infant mortality rate for black families is 13.5 deaths per 1,000 live births compared to 4.4 deaths per 1,000 live births for white families. Over the course of a 5-year period (2011-2015) in St. Louis, 232 babies died before their first birthday. 174 of those babies were black.

Compared to white infants, black infants experience higher rates of nearly every risk factor that contributes to infant mortality, including preterm birth, low birth weight, and birth defects. If infant mortality rates were equitable, 23 fewer black babies would die before their first birthday every year.

## Why does Infant Mortality matter?

According to the nonprofit [Generate Health](#)'s calculations, the babies who die before their first birthday in the St. Louis region could have filled 15 Kindergarten classes every year. Infant Mortality was chosen as an indicator because it highlights the disadvantages black residents have from the second they are born. For babies to be born healthier, their mothers need to be provided sufficient care before, during, and after pregnancy. Birth outcomes are influenced by the mother's health over the course of her lifetime.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report did not explicitly call out infant mortality, its Calls to Action related to child and maternal health include:

- [Increase Health Insurance Coverage and Access](#)
- [Expand Medicaid Eligibility](#)
- [Provide Gap Coverage](#)
- [Increase ACA Marketplace Enrollment](#)

## How can I learn more about this issue?

Infant mortality was addressed in the "[Seeing Inequity: Visualizing Racial Disparities in St. Louis](#)" infographic series presented by Forward Through Ferguson.

[Flourish St. Louis](#) is an infant mortality reduction initiative funded and supported by the Missouri Foundation for Health. In May 2017, [Generate Health](#), the backbone organization behind [Flourish St. Louis](#), issued a 10-year report on the state of infant health called the "[St. Louis Fetal-Infant Mortality Review](#)."





Interview with Sarah Kennedy,  
Epidemiology & Data Analysis Manager  
at Generate Health STL

### Why are there racial disparities in infant mortality in St. Louis?

Infant mortality is a complex issue that is affected by more than just healthcare. Infant mortality is seen as the canary in the coal mine indicating that something is not right in our society. We live in a region with world class medicine, but black babies are three times more likely to die than white babies. After hearing from several community members, FLOURISH prioritized these contributing factors: Infant Health, Behavioral Health, Prenatal Care, Transportation, Housing and Health Communications & Navigation. There are many more contributing factors to infant mortality.

### What can St. Louis do to reduce racial disparities in infant mortality?

FLOURISH St. Louis encourages people to learn about the disparities that exist in our community and raise awareness. Individuals can keep current about what is happening by following FLOURISH on social media or signing up for the newsletter. Individuals are also invited to join one of the Action Teams. Each of the action teams have developed a variety of strategies to address racial disparities in infant mortality.

As a region, FLOURISH has been named responsible for the infant mortality component of the Community Health Improvement Plan. Strategies, such as asking all maternity and children's hospitals in the region to become safe sleep certified through Cribs 4 Kids, have been identified as regional goals.

### What initiatives are currently underway to reduce racial disparities in infant mortality in St. Louis?

FLOURISH St. Louis is a collective impact effort made up of several organizations throughout the region. Everyone has a piece to the puzzle and we must work together to solve it. Current action team efforts include:

**Behavioral Health** – Expanding the Perinatal Behavioral Health Initiative and the adoption of universal screening protocols for perinatal and postpartum women; training the behavioral health workforce in motivational interviewing, trauma-informed leadership, perinatal mood and anxiety disorders, bereavement, and other topics.

**Infant Health** – Coordinating alignment around the Portable Crib network; Assisting hospitals to become Safe Sleep Certified by Cribs 4 Kids.

**FLOURISH More** – Developing a Tenants' Bill of Rights

**Health Communications & Navigation** – Working with the HEAL partnership to bring the maternal and child health lens to community health workers; researching and developing improvements to central resource management systems such as 2-1-1.

# Health Insurance

Equity Score

# 40

## What does this score mean?

For Health Insurance, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be uninsured. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Health Insurance measures the percentage of residents in the City of St. Louis who do not have health insurance at the point of survey. In 2016, 35,273 residents were without health insurance, or 11% of the population.


### Health Insurance Analysis:

Residents without health insurance

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Residents without health insurance	35,273	20,359	9,533	-	-
Population	311,662	145,393	135,384	-	-
Percent of population without health insurance	11.3%	14.0%	7.0%	1.989 to 1	40

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information. Estimates for Hispanic and Asian residents are based on a small number of sample cases and should be interpreted with extreme caution.

## What does this analysis mean?

Black residents are twice as likely as white residents to be without health insurance. Hispanic residents are the most likely to be uninsured (21.7%), followed by Asian residents (18.7%). White residents are the least likely to be uninsured (7%), followed by black residents (14%). By comparison, 8.6% of all residents nationwide are uninsured. If health insurance rates were equitable, there would be 10,181 more black residents with health insurance.

## Why does Health Insurance matter?

Health insurance helps people access the medical and preventive care they need. As the Ferguson Commission report found, people without health insurance are “more than twice as likely to delay or forgo needed care,” and therefore are also “more likely to be hospitalized for preventable health conditions.” Lack of healthcare has secondary impacts on the population at large, as not staying current with immunizations or not treating communicable diseases can affect others beyond those uninsured.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The expansion of Medicaid is a signature priority of the Ferguson Commission to address economic and health inequities. The Calls to Action related to health insurance include:

- ▣ [Increase Health Insurance Coverage and Access](#)
- ▣ [Expand Medicaid Eligibility](#)
- ▣ [Provide Gap Coverage](#)
- ▣ [Increase ACA Marketplace Enrollment](#)

## Questions for further investigation:

- ▣ Why is there racial disparity in Health Insurance?
- ▣ What can St. Louis do to reduce racial disparities in Health Insurance?
- ▣ What initiatives are currently underway to reduce racial disparities in Health Insurance?

## How can I learn more about this issue?

As part of its mission to improve the health of uninsured citizens in St. Louis City and County, the [Regional Health Commission](#) produces an annual “[Access to Care](#)” data book. The purpose of this annual data book is to review community-wide progress toward strengthening the healthcare safety net system in the region.

[Gateway to Better Health](#) is a temporary healthcare program for uninsured adults in St. Louis City and County. The City of St. Louis helps fund this program (\$5 million/year) through the Department of Health.

[Casa de Salud](#) facilitates and delivers high-quality clinical and mental health services for uninsured and underinsured patients, focusing on new immigrants and refugees who encounter barriers to accessing other sources of care.

# Violent Crime Victimization

Equity Score

# 36

## What does this score mean?

For Violent Crime Victimization, a score of 100 — a score reflecting racial equity — would mean black and white residents have an equal likelihood of being a victim of a violent crime. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Violent Crime Victimization measures the rate of violent crime victimizations reported to police per 1,000 residents. Violent crime is defined as murder and non-negligent manslaughter, negligent manslaughter, all forcible sex offenses, robbery, aggravated assault, and kidnapping. In 2016, there were 5,616 victims of violent crimes recorded in the City of St. Louis, for a rate of 18 victimizations per 1,000 residents. This is likely an underestimate. According to the federal Bureau of Justice Statistics [2016 National Crime Victimization Survey](#), just 42% of violent crimes are reported to police.

### Violent Crime Victimization Analysis:

Violent crime victimization rate per 1,000 residents

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Victims of violent crime	5,616	4,021	1,502	-	-
Population	311,404	145,886	144,752	-	-
Violent crime victimization rate per 1,000 residents	18.0	27.6	10.4	2.656 to 1	36

**Data Source:** St. Louis Metropolitan Police Department, 2016. American Community Survey 1-year estimates, 2016.

**Data Note:** Our definition of violent crime was developed internally by the St. Louis Metropolitan Police Department, using National Incident-Based Reporting

*System category codes in order to encompass additional measures of violence beyond those reported to the Federal Bureau of Investigation. Forty victims of unknown race were not included in this analysis and Hispanic descent is not recorded. In addition, while an individual can be a victim of violent crime multiple times, each incident is counted separately in this analysis.*

## What does this analysis mean?

While nationally, the [U.S. Department of Justice](#) has found violent crime rates do not differ significantly by the victim's race, in St. Louis, they do. In St. Louis, black individuals are more than twice as likely as white individuals to be a victim of a violent crime. Black individuals are the most likely to be a victim of a violent crime with a rate of 27.6 victimizations per 1,000 residents, followed by white individuals with 10.4 victimizations per 1,000 residents. Asian individuals are the least likely to be a victim of a violent crime, with 4.7 victimizations per 1,000 residents. If violent crime victimization rates were equitable, black residents would be victims of violent crime 2,504 fewer times in a year.

## Why does Violent Crime Victimization matter?

Research shows that violent crime victimization has many secondary effects, impacting people's ability to thrive at work, school, and home. Violent crime causes physical, financial, and emotional trauma to victims and their families. According to the Ferguson Commission report, "traumatic experiences can have a devastating impact on children, affecting their physical, emotional, cognitive and social development." Victimization has a health, financial, and mental cost to individuals and communities. Trends of violent crime in a neighborhood also impact perceptions of the entire neighborhood, which discourages new residents from moving in.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to violent crime victimization include:

- [Build Safe Neighborhoods](#)
- [Deliver Trauma-Informed Care](#)
- [Reform Juvenile Disciplinary Procedures and Practices](#)

## Questions for further investigation:

- Why is there racial disparity in Violent Crime Victimization?
- What can St. Louis do to reduce racial disparities in Violent Crime Victimization?
- What initiatives are currently underway to reduce racial disparities in Violent Crime Victimization?

## How can I learn more about this issue?

The [St. Louis Area Violence Prevention Collaborative](#) (STLVPC) works to reduce violent crime in the region by promoting a coordinated, well-resourced support system and interventions among area governments, institutions and agencies that serve individuals and families most at risk of violent crime. It is a joint partnership between Washington University in St. Louis and the United Way of Greater St. Louis. In addition, the City of St. Louis' [Youth Violence Prevention Partnership](#) is focused on lowering rates of youth violence.

The St. Louis Post-Dispatch has developed an [interactive crime map](#) of “Part I” crimes. Part I offenses include murder and non-negligent homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson. The St. Louis city crime tracker is built using data from the St. Louis Police Department’s crime reports.

# Homelessness

Equity Score

# 29

## What does this score mean?

For Homelessness, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to experience homelessness. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Homelessness measures the rate at which residents receive emergency housing from service providers funded by the City of St. Louis Department of Human Services per 1,000 residents. Emergency housing includes shelters, transitional housing, rapid rehousing, and permanent supportive housing, which combines affordable housing with support services to address the needs of chronically homeless people. Throughout 2016, a total of 6,007 residents received emergency housing, which translates to a rate of 19.3 emergency housing recipients per 1,000 residents.


### Homelessness Analysis:

People who received emergency housing per 1,000 residents

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
People who received emergency housing	6,007	4,656	1,168	-	-
Population	311,404	145,393	135,384	-	-
People who received emergency housing per 1,000 residents	19.3	32.0	8.6	3.712 to 1	29

 **Data Source:** Department of Human Services, City of St. Louis and American Community Survey 1-year estimates, 2016.

 **Data Note:** This metric does not count those homeless individuals that do not seek or receive emergency housing services. Based on the 2017 and [2018 Point in Time Counts](#), between 10-11% of the known homeless were living on the street, and were not receiving emergency housing.



## What does this analysis mean?

Black residents are nearly four times as likely to experience homelessness as white residents. Black residents are the most likely to experience homelessness, at a rate of 32 emergency housing recipients per 1,000 residents, followed by Native Americans (27.6 recipients per 1,000 residents), and multiracial residents (19.8 recipients per 1,000 residents). Asian residents are the least likely to experience homelessness, with 1.1 emergency housing recipients per 1,000 residents, followed by Hispanics (8.45 recipients per 1,000 residents), and white residents (8.6 recipients per 1,000 residents). If rates of homelessness were equitable, there would be 3,401 fewer black residents in need of emergency housing services.

## Why does Homelessness matter?

Homelessness occurs when people lack safe, stable, and affordable housing. Research shows people who experience homelessness are more likely [to have poor physical and mental health](#). Homeless individuals are more frequently hospitalized for physical and mental illness, as well as substance abuse. Housing instability makes it harder for people to manage their existing health issues, such as high blood pressure, diabetes, and asthma. In addition, children experiencing homelessness are more likely to be [chronically absent from school](#) and [perform lower on tests](#).

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to ending homelessness include:

- ▣ [Build Healthy and Affordable Housing](#)
- ▣ [Strengthen the Community Reinvestment Act](#)
- ▣ [Expand the Statewide Housing Trust Fund](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Homelessness?
- ▣ What can St. Louis do to reduce racial disparities in Homelessness?
- ▣ What initiatives are currently underway to reduce racial disparities in Homelessness?

## How can I learn more about this issue?

The City of St. Louis Continuum of Care Point in Time Committee is required by HUD to conduct an annual "Point in Time Count and Housing Inventory Chart," which counts the number of homeless individuals and the beds available from service providers. During the [2017 Point in Time Count](#), volunteers counted 1,336 individuals in shelters and on the street in a single night. There were 172 families with children. During the [2018 Point in Time Count](#), volunteers counted 949 individuals in shelters and on the street. There were 112 families with children.

# Pedestrian Injuries

Equity Score

# 40

## What does this score mean?

For Pedestrian Injuries, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be killed or injured by a motor vehicle collision while walking. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Pedestrian Injuries measures the rate at which people are killed or injured by motor vehicle collisions while walking per 100,000 residents in the City of St. Louis. In 2016, 294 pedestrians were injured and 17 were killed by motor vehicle collisions. This equates to a rate of 100 pedestrian injuries per 100,000 residents.

### Pedestrian Injuries Analysis:

Pedestrians killed or injured by motor vehicle collisions per 100,000 residents

**St. Louis City**

	All	Black	White	Disparity Ratio	Equity Score
<b>Pedestrian deaths and injuries</b>	311	203	100	-	-
<b>Population</b>	311,404	145,886	144,752	-	-
<b>Pedestrian injuries per 100,000 residents</b>	99.8	139.2	69.1	2.014 to 1	40

**Data Source:** St. Louis Metropolitan Police Department, 2016. American Community Survey 1-year estimates, 2016.

## What does this analysis mean?

Black pedestrians are twice as likely as white pedestrians to be killed or injured by motor vehicle collisions. Black pedestrians are killed or injured at a rate of 139 pedestrian deaths and injuries per 100,000 residents, while white pedestrians are killed or injured

at a rate of 69 pedestrian deaths and injuries per 100,000 residents. Non-white, non-black pedestrians, with eight non-fatal injuries, are the least likely to be killed or injured, at rate of 38 fatal and non-fatal injuries per 100,000 residents. If pedestrian injury rates were equitable, 102 black pedestrians would not have been killed or injured by vehicle collisions.

## Why do Pedestrian Injuries matter?

Pedestrian injuries are one way to measure the safety of neighborhoods where people live and work. They can signal a lack of investment in transportation planning and pedestrian infrastructure for minority neighborhoods. For black residents in St. Louis, the data suggests that simple activities like walking down the street are more dangerous than they are for white residents. Safe walking routes increase resident access to resources and amenities, including jobs, schools, and parks.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report did not explicitly call out pedestrian injuries, the related Calls to Action include:

- [Build Safe Neighborhoods](#)

## Questions for further investigation:

- Why is there a racial disparity in Pedestrian Injuries?
- What can St. Louis do to reduce racial disparities in Pedestrian Injuries?
- What initiatives are currently underway to reduce racial disparities in Pedestrian Injuries?

## How can I learn more about this issue?

In its 2016 report “[Dangerous by Design](#),” Smart Growth America identifies the metro areas that are the most dangerous for people walking. All across the country, they found people of color and older adults are overrepresented among pedestrian deaths. The St. Louis metro area ranked 52nd most dangerous out of 104 cities in its Pedestrian Danger Index.

In 2013, the City of St. Louis released its first plan to deal with pedestrian safety, which was recently revised and updated in the “[2015/2016 Pedestrian Safety Action Plan](#).” OneSTL has compiled [bicycle and pedestrian planning reports](#) for the region.

# Chronic Disease Emergency Room Visits

Equity Score

31

## What does this score mean?

For Chronic Disease Emergency Room Visits, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to visit the emergency room for treatment of a chronic disease. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Chronic Disease Emergency Room Visits measures the rate at which St. Louis residents visit emergency rooms for treatment of a chronic disease per 1,000 residents. Chronic disease is defined as any disease or condition that lasts three months or longer that generally cannot be prevented by a vaccine or cured by medicine. In 2015, there were 23,284 emergency room visits for treatment of a chronic disease, at a rate of 73 emergency room visits per 1,000 residents.


### Chronic Disease Emergency Room Visits

Emergency room visits for chronic disease per 1,000 residents

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Emergency room visits	23,284	17,248	5,256	-	-
Emergency room visits per 1,000 residents	73.1	114.8	33.0	3.479 to 1	31

 **Data Source:** Missouri Department of Health and Social Services, Chronic Disease Emergency Room MICA, 2015.

 **Data Note:** Chronic diseases include alcohol and substance-related mental disorders, asthma, atherosclerosis, cerebrovascular disease, chronic obstructive pulmonary disease and bronchiectasis, chronic renal failure, diabetes, diseases of the heart, epilepsy, hypertension, liver disease,

*neoplasms - malignant (cancer), non-traumatic joint disorders, other cardiovascular/circulatory conditions, and sickle cell anemia. Rates are per year per 1,000 population and are age-adjusted to the U.S. 2000 standard population. The age-adjusted rates are rates that would have existed if the population under study had the same age distribution as the “standard” population. Age adjusting rates is a way to make fairer comparisons between groups with different age distributions.*

## What does this analysis mean?

Black residents are more than three times as likely as white residents to visit an emergency room for chronic disease. Black residents visit the emergency room for chronic diseases at a rate of 115 visits per 1,000 residents compared to a rate for white residents of 33 visits per 1,000 residents. If chronic disease emergency room visits were equitable, black residents would have visited emergency rooms 12,291 fewer times in 2015 to treat chronic disease.

The most common chronic diseases that cause black residents to visit the emergency room include asthma (22% of all visits), heart diseases (21%), and non-traumatic joint disorders (18%). The most common chronic diseases that cause white residents to visit the emergency room include heart disease (26% of all visits), alcohol and substance-related mental disorders (22%), and non-traumatic joint disorders (13%). Black residents are more than 9 times as likely as white residents to visit an emergency room for asthma, more than 6 times as likely for hypertension, and almost 5 times as likely for diabetes.

## Why do Chronic Disease Emergency Room Visits matter?

Emergency room visits for chronic disease represent both our best estimates of chronic disease rates in the population, and the ability of people to manage their chronic disease. Chronic diseases, according to the Centers for Disease Control and Prevention, [“are the most common, costly, and preventable of all health problems.”](#) Many chronic diseases are linked with quality-of-life issues, including lack of walkable neighborhoods, limited access to fresh food, and high levels of stress.

Emergency rooms are meant to serve as the healthcare of last resort, yet the data show that many residents are using them to treat chronic diseases because they lack access to more regular and preventive care. The Ferguson Commission highlighted that emergency room use is tied to people having to delay or forgo needed care because of a lack of health insurance.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action intended to reduce reliance upon emergency rooms as sources of primary care include:

- [Build Safe Neighborhoods](#)
- [Build Healthy, Affordable Housing](#)
- [Increase Health Insurance Coverage and Access](#)
- [Expand Medicaid Eligibility](#)
- [Provide Gap Coverage](#)
- [Increase ACA Marketplace Enrollment](#)

## Questions for further investigation:

- Why is there a racial disparity in Chronic Disease Emergency Room Visits?
- What can St. Louis do to reduce racial disparities in Chronic Disease Emergency Room Visits?
- What initiatives are currently underway to reduce racial disparities in Chronic Disease Emergency Room Visits?

## How can I learn more about this issue?

In 2015, [For the Sake of All](#) (now [Health Equity Works](#)), a Washington University in St. Louis-based initiative, published a report on the [health and well-being of African Americans in St. Louis](#).

# Women’s Health

Equity Score

40

## What does this score mean?

For Women’s Health, a score of 100 — a score reflecting racial equity — would mean black and white women are equally likely to experience major health events. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Women’s Health measures the rate that St. Louis women experience major health events reported to the Missouri Department of Health per 100,000 women. Major health events include injuries, cancer cases, hospitalizations, and ER visits (for more detail, see table at the end of this indicator). In 2016, St. Louis women are estimated to have experienced 1,806 major health events, based on an annual rate of 1,385 major health events per 100,000 women.

Women’s Health Analysis					
Age-adjusted rates of major health events per 100,000 women					
St. Louis City					
	All	Black	White	Disparity Ratio	Equity Score
Average number of annual major health events for women	1,806	1,109	544	-	-
Major health events per 100,000 adult women	1,384.4	1,835.6	878.0	2.091 to 1	40

**Data Source:** Missouri Department of Health and Human Services, Missouri Resident Women’s Health Profile, various years. American Community Survey 1-year estimates, 2016

**Data Note:** Major health events include cases of lung cancer, breast cancer, and cervical cancer, and hospitalizations for heart disease, stroke, chronic lower respiratory disease, musculoskeletal issues, diabetes, pneumonia and influenza, intentional injury, inflammatory pelvic disease, hysterectomies, and mastectomies. Rates are per year per 100,000 population and are age-adjusted to the U.S. 2000 standard population. The age-adjusted rates are rates that

*would have existed if the population under study had the same age distribution as the “standard” population. Age adjusting rates is a way to make fairer comparisons between groups with different age distributions. Data year differs depending on the disease.*

## What does this analysis mean?

Black women are twice as likely as white women to experience major health events. Black women experience major health events at a rate of 1,836 health events per 100,000 women, compared to a rate of 878 health events per 100,000 women for white women. In almost every category, black women were more likely than white women to get sick, visit the Emergency Room due to injury, or be hospitalized for illnesses and diseases.

The most common major health events for black women are assault injuries (1,020 per 100,000 women), heart disease hospitalizations (180 per 100,000), and breast cancer cases (158 per 100,000). The most common major events for white women are assault injuries (244 per 100,000), breast cancer cases (163 per 100,000), and self-inflicted injuries (135 per 100,000). If women’s health were equitable, black women would suffer 579 fewer major health events per year.

## Why does Women’s Health matter?

Women are the social and economic cornerstone of many families. According to 2016 American Community Survey data, women-led households represent 49% of all family households in St. Louis, supporting an average of 3.4 people (more than any other type of household, including married couples). Women’s health is affected by complex socioeconomic and environmental factors, including poverty, employment, and neighborhood. However, many treatments for disease and illness were developed based only on clinical trials of men, despite there being differences by sex for risk factors, symptoms, and responses to treatment.



## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report did not explicitly call out women's health, the related Calls to Action include:

- [Build Safe Neighborhoods](#)
- [Build Healthy, Affordable Housing](#)
- [End Hunger for Children and Families](#)
- [Review the Missouri Family Support Division](#)
- [Increase Health Insurance Coverage and Access](#)
- [Expand Medicaid Eligibility](#)
- [Provide Gap Coverage](#)
- [Increase ACA Marketplace Enrollment](#)

## Questions for further investigation:

- Why is there a racial disparity in Women's Health?
- What can St. Louis do to reduce racial disparities in Women's Health?
- What initiatives are currently underway to reduce racial disparities in Women's Health?

## How can I learn more about this issue?

The [Boston University Black Women's Health Study](#) is an ongoing study that has regularly surveyed a cohort of 59,000 black women about their health since 1995. While hundreds of research papers have used the study's data over the years, a good entry point for readers is the Black Women's Health Imperative's 2016 publication "[IndexUS: What Healthy Black Women Can Teach Us About Health](#)."

There are few studies focused on the health of black women in St. Louis or Missouri, with the exception of maternal health. The most recent study of black health from 2015 by [For the Sake of All](#) frames health issues of women who are not mothers or pregnant as "preconception," and focuses on women in the reproductive health section. In 2013, the Missouri Foundation for Health commissioned a study on "[African American Health Disparities in Missouri](#)," which includes chapters on Cancer, Emergency Room Visits, and Inpatient Hospitalizations, in addition to Maternal Health. Some of these chapters break out women's and men's rates separately.

## Women's Health Index

Age-adjusted rates of major health events per 100,000 women

St. Louis City

		Age-adjusted rates per 100,000 women		
Major Health Event		Black	White	Disparity Ratio
1	Assault Injuries	1,020.2	243.61	4.19
2	Heart Disease Hospitalizations	179.95	86.95	2.07
3	Breast Cancer Cases	157.96	162.83	0.97
4	Self-inflicted Injuries	129.27	134.88	0.96
5	Lung Cancer Cases	81.86	78.29	1.05
6	Diabetes Hospitalizations	50.46	12.99	3.88
7	Stroke Hospitalizations	45.57	24.74	1.84
8	Pneumonia and Influenza Hospitalizations	41.6	30.27	1.37
9	Hysterectomies	35.17	21.05	1.67
10	Chronic Lower Respiratory Disease Hospitalizations	28.73	21.14	1.36
11	Osteoarthritis Hospitalizations	21.12	30.66	0.69
12	Cervical Cancer Cases	16.59	9.67	1.72
13	Inflammatory Pelvic Disease ER Visits	11.56	1.46	7.92
14	Menstrual Disorder ER Visits	5.96	1.29	4.62
15	Breast Cancer Surgical Treatment	5.82	6.55	0.89
16	Hip Fracture Hospitalizations	3.8	11.66	0.33
Summary		1835.62	878.04	2.09

# Mortality Rate

Equity Score

# 68

## What does this score mean?

For Mortality Rate, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to die of various causes in a given year. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Mortality Rate measures the rate at which St. Louis residents die of all causes in a given year per 100,000 residents. Death records are assembled from death certificates which are recorded by the Missouri Department of Health and Senior Services, including deaths of City of St. Louis residents that occurred in other states. In 2016, there were 3,016 deaths, which translates to an age-adjusted rate of 957 deaths per 100,000 residents of St. Louis.

### Mortality Rate

Age-adjusted mortality rate per 100,000 people

**St. Louis City**

	All	Black	White	Disparity Ratio	Equity Score
<b>Deaths</b>	3,016	1,684	1,299	-	-
<b>Mortality rate</b> per 100,000 people	957.4	1,124.0	837.9	1.341 to 1	68

**Data Source:** Missouri Department of Health and Human Services, MOPHIMS- Death MICA, 2016.

**Data Note:** Rates are per year per 100,000 population and are age-adjusted to the U.S. 2000 standard population. The age-adjusted rates are rates that would have existed if the population under study had the same age distribution as the “standard” population. Age adjusting rates is a way to make fairer comparisons between groups with different age distributions.

## What does this analysis mean?

Black residents are 34% more likely to die than white residents. Black residents die at rate of 1,124 per 100,000 people per year, while white residents die at a rate of 838 per 100,000 people. If mortality rates were equitable, there would be 429 fewer annual deaths among black residents.

The leading causes of death for both black and white residents are heart disease, cancer, and unintentional injuries. Black residents are significantly more likely than white residents to die of homicide, injury by firearm, kidney disease, and diabetes. White residents are significantly more likely than black residents to die of suicide, chronic lower respiratory disease, Alzheimer's disease, and chronic liver disease and cirrhosis.

## Why does Mortality Rate matter?

Higher mortality rates ultimately represent poorer health and quality of life among the black community as a whole. Preventable and premature deaths come at a social and economic cost to our community. The Ferguson Commission highlighted a finding from the National Urban League Policy Institute that nationally, "economic loss due to premature deaths was valued at \$250 billion in 2009."

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission calls for a broad application of a racial equity framework in part to reduce the racial disparities in premature death, the related Calls to Action include:

- [Increase Health Insurance Coverage and Access](#)
- [Expand Medicaid Eligibility](#)
- [Provide Gap Coverage](#)
- [Increase ACA Marketplace Enrollment](#)

## Questions for further investigation:

- Why is there a racial disparity in Mortality Rate?
- What can St. Louis do to reduce racial disparities in Mortality Rate?
- What initiatives are currently underway to reduce racial disparities in Mortality Rate?

## How can I learn more about this issue?


In 2015, [For the Sake of All](#) (now [Health Equity Works](#)), a Washington University in St. Louis-based initiative, published a report on the [health and well-being of African Americans in St. Louis](#), which discusses the factors leading to premature death.

## Leading Causes of Death

Age-adjusted rates of death per 100,000 residents, 2005-2015

### St. Louis City

		Age-adjusted rates per 100,000 people		
Cause of Death		Black	White	Disparity Ratio
1	Heart Disease	279.58	246.61	1.13
2	All Cancers	247.72	196.11	1.26
3	Lung Cancer	69.77	64.05	1.09
4	Total Unintentional Injuries	57.47	55.4	1.04
5	Stroke/Other Cerebrovascular Disease	57.23	47.64	1.20
6	Diabetes	43.16	22.61	1.91
7	Chronic Lower Respiratory Disease	37.94	52.47	0.72
8	Kidney Disease	30.43	13.94	2.18
9	Colorectal Cancer	25.94	18.79	1.38
10	Accidental Poisoning	25.30	26.17	0.97
11	Septicemia	20.68	15.24	1.36
12	Pneumonia and Influenza	19.71	23.61	0.83
13	Breast Cancer	18.69	13.64	1.37
14	Alzheimer's Disease	15.03	19.52	0.77
15	Motor Vehicle Accidents	13.60	9.15	1.49
16	Chronic Liver Disease	8.82	11.37	0.78
17	Suicide	<b>6.28</b>	<b>17.96</b>	<b>0.35</b>


 **Data Source:** Missouri Department of Health and Social Services, Resident Death-Leading Causes Profile, 2005-2015.

### Other causes of interest

Age-adjusted rates of death per 100,000 residents, 2005-2015

#### St. Louis City

		Age-adjusted rates per 100,000 people		
Causes of Death		Black	White	Disparity Ratio
1	Smoking Attributable (estimated)	156.32	154.60	1.01
2	All Injuries and Poisonings	125.71	81.58	1.54
3	Homicide	59.60	6.07	9.82
4	Injury by Firearm	56.28	11.52	4.89
5	Drug-induced	26.23	30.25	0.87
6	Alcohol-induced	11.86	14.44	0.82

 **Data Source:** Missouri Department of Health and Social Services, Resident Death-Leading Causes Profile, 2005-2015.

## Causes of death for women

		Age-adjusted rates per 100,000 women		
Cause of Death		Black	White	Disparity Ratio
1	Heart Disease	227.46	200.21	1.14
2	Smoking-Attributable	107.59	112.76	0.95
3	Lung Cancer	54.51	53.99	1.01
4	Stroke	52.71	42.53	1.24
5	Diabetes	37.68	18.35	2.05
6	Chronic Lower Respiratory Disease	30.90	49.71	0.62
7	Breast Cancer	30.77	24.08	1.28
8	Pneumonia and Influenza	15.35	20.10	0.76
9	Cervical Cancer	6.21	2.56	2.43
Summary		563.18	524.29	1.07

 **Data Source:** Missouri Department of Health and Human Services, Missouri Resident Women's Health Profile, 2018



A photograph of a classical building facade, likely a courthouse or government building, featuring large, fluted columns and ornate capitals. In the foreground, a decorative lamp with a blue and white globe and several white spherical lights is visible. The image is partially covered by a purple gradient at the bottom.

**Ei**  
stl

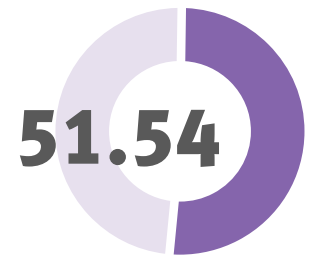
**Justice for All**



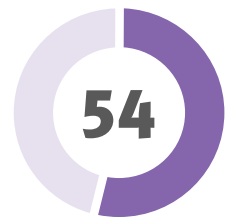
## Justice for All

The Justice for All theme encompasses the following topics: Policing, Court Reform, and Civic Engagement. In this theme, we follow the impacts of local institutions including the police department and courts, and when possible, their impact specifically on St. Louis City residents.

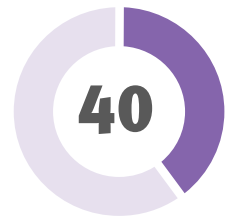
The Policing topic examines the demographics of the police department, the police recruiting pipeline, and how residents experience policing. The Court Reform topic looks at resident experiences of the court system and sentencing outcomes at both the municipal and state court levels. The Civic Engagement topic focuses on representation in government, community decision-making, and government responsiveness to resident needs.



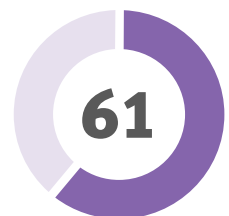
Policing



Court Reform



Civic Engagement



## What institutions make up the justice system in St. Louis?

The justice system in St. Louis is composed of many different public offices and government functions.

Type	Institutions Operating in St. Louis City
Police	St. Louis Metropolitan Police Department (SLMPD) Missouri State Highway Patrol
Courts	St. Louis City Municipal Court 22nd Judicial Circuit Court Civil Court Family Court (Juvenile Division)
Corrections	St. Louis City Corrections Division Missouri Department of Corrections
Sheriff	St. Louis City Sheriff's Department
Prosecutor	St. Louis County Circuit Attorney
Legal Defense	State of Missouri Public Defender's Office Legal Services of Eastern Missouri

### *Police*

The St. Louis Metropolitan Police Department is responsible for enforcing laws, preventing crime, responding to emergencies, and providing support services that enhance public safety in the City of St. Louis. The Missouri State Highway Patrol is responsible for enforcing traffic laws and promoting safety on state highways, including preventing the use of highways for drug trafficking.

### *Courts*

Circuit courts handle felony and misdemeanor cases. Juvenile courts within the Circuit Court see juvenile cases (where defendants are age 17 and younger). Municipal Courts adjudicate cases regarding municipal ordinance violations and traffic tickets. Civil courts deal with non-criminal disputes such as disability, housing, and immigration.

## *Corrections*

The St. Louis City Corrections Division manages the city's jails, located at the St. Louis City Justice Center and the Medium Security Institution. The Missouri Department of Corrections manages individuals on parole and probation.

## *Sheriff*

The Sheriff's Department is responsible for protecting the 22nd Circuit Court, prisoner transport and also serves court papers and eviction notices.

## *Prosecutor*

The Circuit Attorney prosecutes cases for the 22nd Circuit Court.

## *Legal Defense*

The Missouri State Defender's Office provides legal representation to all indigent citizens accused of or convicted of crimes in Missouri at the levels of the State Trial Court, Appellate Court, Missouri Supreme Court, and United States Supreme Court. Legal Services of Eastern Missouri is a nonprofit organization that appoints lawyers to represent defendants unable to pay for legal assistance.

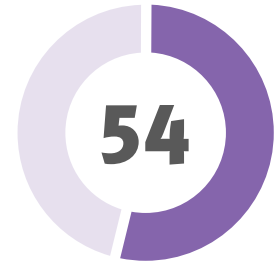
## **Does this data track justice outcomes for all St. Louisans?**

The City is not currently able to track justice outcomes for St. Louis residents if the event occurred outside the City. Events may include warrants issued for their arrest, sentencing by a non-St. Louis court, and traffic stops or arrests by police officers not employed with the St. Louis Metropolitan Police Department.

**Justice for All**

Score: 51.54

<b>Policing</b> Score: 53.75		<b>Court Reform</b> Score: 39.75		<b>Civic Engagement</b> Score: 61.13	
<b>Indicator</b>	<b>Score</b>	<b>Indicator</b>	<b>Score</b>	<b>Indicator</b>	<b>Score</b>
Police Department Representation	40	Municipal Warrants	27	Residential Segregation	72
Police Applicants	78	Pretrial Detention	34	Internet Access	37
Academy Retention	30	Incarceration	26	Voter Turnout	70
Police Department Promotions	91	Probation Population	26	Neighborhood Associations	39
Traffic Stops	44	Legal Representation	40	Elected Officials Representation	86
Municipal Arrests	39	Evictions	39	City Management Representation	36
Use of Force	34	Driving Status Violation Charges	26	Calls for Service	70
Crisis Intervention Training	74	Driving Status Violation Convictions	100	Service Delivery Response Time	79



# Policing

The eight indicators in this topic quantify racial disparities in policing, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Policing topic examines the demographics of the police department, the police recruiting pipeline, and how residents experience policing.

**Today, the demographics of the police force do not fully reflect the community it serves.** Racial disparities persist throughout the talent pipeline for police officers, from the number of applicants to trainee graduation rates. Black people are less likely to apply to be a police officer and less likely to complete officer training.

**However, minority officers are earning leadership positions at nearly equal rates as white officers.** Equitable promotion practices will help the City of St. Louis retain the experienced officers it needs.

**The data also show that currently, residents of different races experience law enforcement differently.** Black people in St. Louis are more likely to be stopped while driving, be arrested for municipal violations, and live in areas where police report more incidents of use of force.

**Lastly, the police force has not yet reached its goal of having 100% of patrol officers complete intensive crisis intervention training.** A frequently trained and better prepared police force will help minimize unnecessary use of force.

**A racially equitable police department will reflect the community it serves, enforce laws without bias or disparity, be trained to effectively and appropriately intervene in crises, and operate with the trust of the residents in St. Louis, regardless of their race.**

For the Equity Indicators Project, the measures chosen focus on racial disparities. The indicators are reflective of the Ferguson Commission Calls to Action around law enforcement, but not all law-enforcement-related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

53.75

The higher the score on a scale from 1 to 100, the closer we are towards achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Ferguson Commission report are reflected in this topic?

Specific Calls to Action from the Ferguson Commission's report addressed in this topic include:

- [Restoring Relations Through Community Policing](#) by facilitating more positive police-community interactions
- [Consolidate Law Enforcement Agencies](#) across the St. Louis region, in particular to reduce contiguous jurisdictions ticketing individuals multiple times for single minor traffic violations.
- [Include Implicit Bias and Cultural Responsiveness Training in POST](#) and conduct a periodic officer certification process for officers every 2 years to ensure anti-bias and culturally responsive policing practices are being utilized by individual law enforcement officers.
- [Develop New Process to Review and Cancel Outstanding Warrants](#) via more effective and possibly electronic system that identifies outstanding warrants and right-sizes debts based on a defendant's ability to pay.
- [Schedule Regular Warrant Reviews](#) to effectively address cases where such warrants have become especially numerous.
- [Authorizing Appropriate Use of Force](#) by revising Use of Force policies and training and prioritizing de-escalation and tactical withdrawal.
- [Establish Use of Force Database](#) that is publicly available, that would not identify specific officers involved, and that ensures all police departments across the state are compelled to provide requested information.
- [Improving Officer Training](#) by increasing police training hours and requiring more oversight and investigation of training.
- [Prioritize De-Escalation and Tactical Withdrawal](#) through revision of use of force policies and training.

## What institutions and organizations were assessed?

The indicators in this topic assess the St. Louis Metropolitan Police Department, which serves the City of St. Louis. The indicators do not assess the Missouri Highway Patrol or police forces in Saint Louis County.

## **Where did the data come from?**

The data used in this topic comes from the St. Louis Metropolitan Police Department, the Personnel Department at the City of St. Louis, the Missouri Attorney General's Office, and the American Community Survey.

## **What stakeholders were consulted?**

Stakeholders consulted include the leadership of the St. Louis Metropolitan Police Department, the City of St. Louis Director of Public Safety, the Ethical Society of Police, and Forward Through Ferguson.

## **What metrics are missing and why?**

Several important metrics related to meaningful police reform, such as community trust in police and community-oriented policing, could not be included in this report. As the SLMPD transitions to a more community-oriented police department under the leadership of Chief John Hayden, data on these metrics are slated to become available for future reports. The City of St. Louis is also working with the Vera Institute and the National Police Foundation to identify and implement ways to build resident definitions of good police performance into existing reporting packages and processes.

## POLICING EQUITY INDICATORS

Indicator	Equity Score
<b>Police Department Representation</b> White residents are more than twice as likely as black residents to be represented in the Police Department.	40
<b>Police Applicants</b> White residents are 16% more likely to submit job applications to the Police Department than black residents.	78
<b>Academy Retention</b> Black trainees are more than three times as likely to resign or be dismissed from the Police Academy as white trainees.	30
<b>Police Department Promotions</b> Black officers are nearly as likely to be promoted as white officers.	91
<b>Traffic Stops</b> Black drivers are nearly twice as likely to be stopped by police officers as white drivers.	44
<b>Municipal Arrests</b> A black person is more than twice as likely to be arrested for municipal violations as a white person.	39
<b>Use of Force</b> Officers report use-of-force incidents nearly three times as often in majority-black neighborhoods as in majority-white neighborhoods.	34
<b>Crisis Intervention Training</b> 74% of patrol officers have chosen to complete Crisis Intervention Team training.	74
<b>2018 EQUITY SCORE</b>	<b>53.75</b>



# Police Department Representation

Equity Score

# 40

## What does this score mean?

For Police Department Representation, a score of 100 — a score reflecting racial equity — would mean the racial demographics of the police force reflect the demographics of the City.

## What does this indicator measure?

Police Department Representation measures the rate of commissioned police officers in the St. Louis Metropolitan Police Department per 1,000 residents. In 2016, there were 1,187 commissioned officers in the St. Louis Metropolitan Police Department, which equates to a rate of 3.8 officers per 1,000 residents.

### Police Department Representation Analysis:

Commissioned police officers per 1,000 people

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Commissioned Officers	1,187	763	385	-	-
Population	311,404	135,384	145,393	-	-
Commissioned Officers per 1,000 People	3.8	5.6	2.6	2.128 to 1	40

**Data Source:** St. Louis Metropolitan Police Department, 2016; American Community Survey 1-year estimates, 2016

**Data Note:** This is a point-in-time count of officers used in the 2016 Annual Report of the St. Louis Metropolitan Police Department. Officers are hired and resign throughout the year, so this number will not exactly reflect the numbers for the police force at the time of reading. These numbers also do not reflect

*non-commissioned officers, such as police probationary officers (PPOs) and trainees. Population estimates are based on black and white residents that are non-Hispanic. To calculate the “other minority” representation rate, we used the 2016 American Community Survey 1-year estimate that St. Louis city is home to 30,627 residents of Hispanic, Native American and Asian descent.*

## What does this analysis mean?

White residents are more than twice as likely to be represented in the St. Louis Metropolitan Police Department as black residents. White residents are represented at a rate of 5.6 officers per 1,000 people, while black residents are represented at a rate of 2.6 officers per 1,000 people. There are 39 commissioned officers of other minority groups, including Hispanics, Native Americans, and Asians, which represents a rate of 1.3 officers per 1,000 people.

If the police force, at its current staffing level, were to reflect the racial demographics of the City, there would be 185 more black officers and an additional 77 officers would be Hispanic, Native American, or Asian.

## Why does Police Department Representation matter?

Research shows police departments that reflect the communities they serve are more likely to operate with trust, accountability, and cultural awareness. The Department of Justice has identified [representative police departments](#) as a key principle of good policing to avoid violence between police and citizens: “The department should have a ratio of employees of color and national origin that reflects the diversity of the community it serves.” Police reforms to build trust between communities and police officers are central to the Ferguson Commission report. However, it is important to note that while demographic representation might be necessary, it is not sufficient on its own to achieve community trust.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Though there is not a specific Call to Action about police demographics, equitable staffing practices support the overall vision of a culturally competent, community-oriented, and trusted police department. Police reforms to [build trust between communities and police officers](#) are central to the Ferguson Commission report.

## Questions for further investigation:

- Why is there racial disparity in Police Department Representation?
- What can St. Louis do to reduce racial disparities in Police Department Representation?
- What initiatives are currently underway to reduce racial disparities in Police Department Representation?

## How can I learn more about this issue?

The Ethical Society of Police issued a report in 2016 analyzing [the representation of minority officers in leadership roles and in coveted assignments](#).

# Police Applicants

Equity Score

# 78

## What does this score mean?

For Police Applicants, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to apply to become St. Louis police officers.

## What does this indicator measure?

Police Applicants measures the rate of applicants for the St. Louis Metropolitan Police Department per 1,000 residents. In 2017, a total of 846 people submitted applications, for a rate of 2.7 per 1,000 residents.

### Police Academy Applicants Analysis:

Police applicants per 1,000 residents

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Applicants	846	394	366	-	-
Population	311,404	135,384	145,393	-	-
Applicants per 1,000 residents	2.7	2.9	2.5	1.156 to 1	78

**Data Source:** St. Louis Metropolitan Police Department, 2017; American Community Survey 1-year estimates, 2016.

**Data Note:** 26 applicants did not specify their race. To calculate the “other minority” application rate, we used the 2016 American Community Survey 1-year estimate that St. Louis city is home to 30,627 residents of Hispanic, Native American and Asian descent.

## What does this analysis mean?

White residents are 16% more likely to submit applications to the Police Department than black residents. White individuals are the most likely to apply to become police officers with 2.9 applications per 1,000 residents, compared to a rate of 2.5 applications per 1,000 residents for black individuals. Other minorities — individuals who identify as Hispanic, Native American, or Asian — are the least likely to apply, with two applications per 1,000 residents. From this group, the City received 60 applications.

If application rates were equitable, there would be an additional 57 applications from black residents. The small disparity in the rate at which black and white individuals are applying to be police officers does not explain the larger disparities that appear later in the police recruiting pipeline outcomes (see Academy Retention and Police Department Representation).

## Why do Police Applicants matter?

A police department that reflects the communities it serves is more likely to operate with trust, accountability, and cultural awareness. In order to attract the best qualified candidates, police departments, like all workplaces, should be viewed by both black and white candidates as fair, equitable, and attractive places to work. For the police force to become more representative of the community, more black candidates would need to apply to join the police force and black applicants would need a higher rate of success in becoming police officers.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Though there is not a specific Call to Action about police demographics, a police force that reflects the communities it serves supports the overall vision of a culturally competent, community-oriented, and trusted law enforcement system. Police reforms to [build trust between communities and police officers](#) are central to the Ferguson Commission report.

## Questions for further investigation:

- Why is there a racial disparity in Police Applicants?
- What can St. Louis do to reduce racial disparities in Police Applicants?
- What initiatives are currently underway to reduce racial disparities in Police Applicants?

## How can I learn more about this issue?

The research of [Dr. Elizabeth Linos](#), Assistant Professor of Public Policy at the University of California, Berkeley, focuses on how to improve government performance and service delivery, with a specific emphasis on recruiting, retaining, and motivating public servants. She [recently shared the results of a field experiment](#) conducted in Chattanooga, Tennessee, which showed that simple changes to the wording of job advertisements could increase minority applicants to their police force.

# Academy Retention

Equity Score

# 30

## What does this score mean?

For Academy Retention, a score of 100 — a score reflecting racial equity — would mean black and white trainees are equally likely to resign or be dismissed from the Police Academy. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Academy Retention measures the percentage of trainees who resigned or were dismissed from the Police Academy. Of the 87 trainees that applied in 2017, 14 (or 16.1%) resigned or were dismissed from the Police Academy.


### Academy Retention Analysis:

Trainees who resigned or were dismissed from the Police Academy

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Trainee resignations or dismissals	14	7	6	-	-
Trainees	87	20	62	-	-
Retention failure rate	16.1%	35.0%	9.7%	3.617 to 1	30

 **Data Source:** St. Louis Metropolitan Police Department, 2017; American Community Survey 1-year estimates, 2016.

 **Data Note:** We followed the outcomes of only applicants who applied in 2017. Our analysis does not include trainees in 2017 who applied in prior years. 11 trainees who applied in 2017 were still in the Police Academy at the time of publication.

## What does this analysis mean?

Black trainees are nearly four times more likely to resign or be dismissed from the Police Academy than white trainees. In 2017, 35% of black trainees resigned or were dismissed from the Academy compared to 9.7% of white trainees. One of the five trainees of other races and ethnicities, including Hispanics, Native Americans, and Asians. If the retention failure rate were equitable, only two black trainees in 2017 would have resigned or been dismissed.

## Why does Academy Retention matter?

The City invests in attracting minority candidates to the Police Department, but fewer black trainees are completing the process and becoming officers. Cumulatively, this is a major contributor to the lack of black representation in the police force. When black trainees consistently fail to graduate from the Police Academy, it sends an inadvertent message to potential applicants, especially those within trainee networks, that they will not succeed with SLMPD. This poor track record may also demoralize those organizations and individuals working to attract candidates to the Police Department.

A police department that reflects the communities it serves is more likely to operate with trust, accountability, and cultural awareness. The racial disparity in training graduation rate suggests it may take a long time for the police force to reflect the population of the city.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Though there is not a specific Call to Action about police demographics, equitable staffing practices have been shown to contribute to the overall vision of a culturally competent, community-oriented, and trusted police department. Police reforms to [build trust between communities and police officers](#) are central to the Ferguson Commission report.

## Questions for further investigation:

- Why is there a racial disparity in Academy Retention?
- What can St. Louis do to reduce racial disparities in Academy Retention?
- What initiatives are currently underway to reduce racial disparities in Academy Retention?



## How can I learn more about this issue?

The [Ethical Society of Police Recruitment Program](#) is working to prepare minority candidates for the rigors of the application process and Police Academy.

This year, the City of St. Louis has launched a new [Police Cadet Program](#) in partnership with the Police Foundation. This initiative will provide paid experience and mentoring for young people ages 18-25. For recent high school graduates, the Cadet program will provide training and employment until they are able to join the Academy at age 21.

# Police Department Promotions

Equity Score

# 91

## What does this score mean?

For Police Department Promotions, a score of 100 — a score reflecting racial equity — would mean black and white commissioned officers are equally likely to be promoted. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Police Department Promotions measures the percentage of commissioned officers who were promoted in the City of St. Louis. Promotions include promotions to the roles of Police Sergeant, Lieutenant, Captain, Major, Lieutenant Colonel, Colonel, and Police Commissioner. This does not include promotions of probationary officers to commissioned officers. In 2017, there were 41 total promotions, or 3.5% of commissioned officers.

### Police Department Promotions Analysis:

Promotion rate of commissioned officers

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Promoted Officers	41	27	13	-	-
All Officers	1,187	763	385	-	-
Promotion Rate	3.5%	3.5%	3.4%	1.048 to 1	91

 **Data Source:** Personnel Department, City of St. Louis, 2017.

## What does this analysis mean?

Black officers are nearly as likely to be promoted as white officers. In 2017, 3.5% of white officers were promoted, compared to 3.4% of black officers. Officers of other minorities — individuals who identify as Hispanic, Native American, or Asian — have the lowest likelihood of being promoted of 2.6%: only one of the 39 non-black, non-white officers was promoted in 2017. If one more black officer had been promoted, black officers would have been slightly more likely than white officers to be promoted.

## Why do Police Department Promotions matter?

As officers move up the ranks, they have increased ability to influence policy, culture, and decision making. They also earn increased benefits. In addition, equitable promotion practices may help retain talented minority officers and decrease the attrition rate.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Though there is not a specific Call to Action about police demographics, equitable staffing practices have been shown to contribute to the overall vision of a culturally competent, community-oriented, and trusted police department. Police reforms to [build trust between communities and police officers](#) are central to the Ferguson Commission report. Equitable promotion practices suggest officers of all races are evaluated and rewarded without bias.

## Questions for further investigation:

- Why is there a racial disparity in Police Department Promotions?
- What can St. Louis do to reduce racial disparities in Police Department Promotions?
- What initiatives are currently underway to reduce racial disparities in Police Department Promotions?

# Traffic Stops

Equity Score

# 44

## What does this score mean?

For Traffic Stops, a score of 100 — a score reflecting racial equity — would mean black and white drivers are equally likely to be stopped by police. It is important to note that for this indicator, racial equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Traffic Stops measures the rate of traffic stops by St. Louis Metropolitan Police Department officers per 1,000 residents of driving-age. Traffic stops are interactions in which a police officer stops a motorist to investigate a traffic violation or other crime. There were a total of 51,806 traffic stops made by St. Louis police in 2016, which translates to a rate of 200.2 stops per 1,000 driving-age residents.


### Traffic Stops Analysis:

Traffic stops made by St. Louis police

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Traffic stops	51,806	32,356	17,762	-	-
Drivers: Residents of driving age (15+)	258,821	114,872	121,093	-	-
Traffic stops per 1,000 drivers	200.2	281.7	146.7	1.920 to 1	44

 Data source: MO Attorney General's Office, 2016; American Community Survey 1-year PUMS, 2016

 **Data Note:** These are traffic stops made by SLMPD and do not include stops by Missouri State Highway Patrol. The Missouri Attorney General's Office does not yet report what share of drivers stopped by SLMPD are city residents or are from outside the region.

## What does this analysis mean?

Black drivers are nearly twice as likely as white drivers to be stopped by police while driving. Black drivers are the most likely to be stopped while driving with a rate of 281.7 stops per 1,000 drivers, followed by white drivers with 146.7 stops per 1,000 drivers. Non-black, non-white drivers were stopped a total of 1,668 times, for a rate of 61.8 stops per 1,000 drivers. If the traffic stop rate were equitable, black drivers would have been stopped 15,413 fewer times.

Traffic stops are sometimes accompanied by searches and/or arrests. Officers are required to arrest if they discover a driver has a bench warrant, which is a warrant issued when a defendant fails to appear in court after receiving a summons with a specific court date. Outstanding bench warrants are the most common reason for arrest during traffic stops.

### Secondary Impacts of Traffic Stops

#### St. Louis City

	Black	White
<b>Stops</b>	32,356	17,762
<b>Searches</b>	2,603 8.0% of stops	1,026 5.8% of stops
<b>Found with contraband</b>	375 4.4% of searches	184 17.9% of searches
<b>Arrested</b>	1,253 3.9% of stops	388 2.2% of stops

 Data source: MO Attorney General's Office, 2016.

## Why do Traffic Stops matter?

Traffic Stops is an indicator that illustrates the disparate impact of policing on minority communities. Black drivers are almost twice as likely as white drivers to be pulled over in the City of St. Louis. They are also more likely to be searched after a stop and more likely to be arrested — even though they are less likely than whites to be found carrying contraband when searched. According to the [Stanford Open Policing Project](#):

*In the 1950s, the Nobel prize-winning economist Gary Becker proposed an elegant method to test for bias in search decisions: “The Outcome Test.” Becker proposed looking at search outcomes. If officers don’t discriminate, he argued, they should find contraband — like illegal drugs or weapons — on searched minorities at the same rate as on searched whites. If searches of minorities turn up contraband at lower rates than searches of whites, the outcome test suggests officers are applying*

*a double standard, searching minorities on the basis of less evidence.*

The [Stanford Open Policing Project](#) points out that “disentangling discrimination from effective policing is challenging and requires more subtle statistical analysis.” Still, patterns of racial disparity make traffic stops more than an inconvenience. Inequitable enforcement of laws contributes to tension and distrust between police agencies and the communities they serve.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to traffic stops include:

- ▣ [Consolidate Law Enforcement Agencies](#)
- ▣ [Include Implicit Bias and Cultural Responsiveness Training in POST](#)

## Questions for further investigation:

- ▣ What proportion of traffic stops are of residents of St. Louis?
- ▣ Why is there a racial disparity in Traffic Stops?
- ▣ What can St. Louis do to reduce racial disparities in Traffic Stops?
- ▣ What initiatives are currently underway to reduce racial disparities in Traffic Stops?

## How can I learn more about this issue?

The [Stanford Open Policing Project](#) has collected and standardized more than 100 million records of traffic stop and search data from 31 states.

Through its work with the [Research Network on Misdemeanor Justice](#), the University of Missouri-St. Louis, in collaboration with the City of St. Louis, released its 2018 report, “[Tracking Enforcement Rates in the City of St. Louis, 2002-2017](#).” The goal of the Research Network is to use the power of data analytics to inform policy conversations and reform the enforcement of lower-level offenses such as misdemeanors, citations/summons, and pedestrian and traffic stops.

# Municipal Arrests

Equity Score

# 39

## What does this score mean?

For Municipal Arrests, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be arrested for municipal violations. It is important to note that for this indicator, racial equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Municipal Arrests measures the number of custodial arrests where a municipal violation is the highest new charge per 1,000 adult residents in the City of St. Louis. Municipal violations include crimes like driving citations, code violations, and conduct violations such as failure to comply with municipal officers. In 2016, there were 2,528 municipal arrests made by St. Louis police, for a rate of 10.1 per 1,000 adults.

### Municipal Arrests Analysis:

Arrests for which a municipal violation is the highest charge per 1,000 adult residents

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
<b>Municipal arrests</b>	2,528	1,654	858	-	-
<b>Adult residents</b>	249,750	109,266	124,904	-	-
<b>Municipal arrests per 1,000 adults</b>	10.1	15.1	6.9	2.204 to 1	39

**Data Source:** St. Louis Metropolitan Police Department, with preliminary analysis by Dr. Lee Slocum, UMSL, 2016; American Community Survey 1-year estimates, 2016.

## What does this analysis mean?

Black adults are more than twice as likely as white adults to be arrested for municipal violations. There are 15.1 arrests for municipal violations for every 1,000 black adult residents compared to 6.9 arrests for every 1,000 white adult residents. In 2016, Asian

residents were arrested nine times for municipal violations at a rate of one arrest per 1,000 adult residents. If arrest rates were equitable, 900 fewer black residents would have been arrested in 2016.

## Why do Municipal Arrests matter?

According to Dr. Lee Slocum, Associate Professor of Criminology and Criminal Justice at University of Missouri-St. Louis, most arrests for municipal violations are triggered by an existing bench warrant, a written order issued by a judge authorizing the arrest of a person. Bench warrants are issued when a defendant fails to appear after receiving a summons with a specific court date.

Municipal arrests have a ripple effect on those arrested and their families, communities, and employers. Arrests can lead to time in jail, which affects a person's ability to care for their family, and may cause them to lose their job or their driver's license, which can affect their ability to get to their job. In addition, arrests for unpaid fees and fines contribute to tension and distrust between law enforcement agencies and the communities they serve.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to municipal arrests include:

- ▣ [Develop New Process to Review and Cancel Outstanding Warrants](#)
- ▣ [Schedule Regular Warrant Reviews](#)

## Questions for further investigation:

- ▣ Why is there racial disparity in Municipal Arrests?
- ▣ What can St. Louis do to reduce racial disparities in Municipal Arrests?
- ▣ What initiatives are currently underway to reduce racial disparities in Municipal Arrests?

## How can I learn more about this issue?

ArchCity Defenders [released a report](#) in 2014 about the municipal court system in the St. Louis region and the ways it impacts poor and black communities.

The University of Missouri-St. Louis, in collaboration with the City of St. Louis, released its 2018 report, "[Tracking Enforcement Rates in the City of St. Louis, 2002-2017](#)." One of the types of enforcement studied included municipal arrests.



# Use of Force

Equity Score

# 34

## What does this score mean?

For Use of Force, a score of 100 — a score reflecting racial equity — would mean police are equally likely to use force in black and white neighborhoods. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Use of Force measures the rate at which St. Louis City police officers report use of force per 1,000 residents. “Use of force” most frequently means an officer used his or her hands in some manner on the suspect (52% of all use-of-force incidents in 2016), followed by use of a taser (39% of incidents). There were thirty one incidents of use of force in 2016 that involved a firearm, or 3.5% of all incidents reported. In 2016, there were 899 recorded incidents of use of force, for a rate of 2.8 per 1,000 residents.


### Use of Force Analysis:

SLMPD reports of use of force per 1,000 residents by neighborhood

#### St. Louis City

	Neighborhood			Disparity Ratio	Equity Score
	All	Majority Black	Majority White		
Use-of-force incidents	899	442	182	-	-
Population	316,030	125,018	149,929	-	-
Use-of-force per 1,000 residents	2.8	3.5	1.2	2.912 to 1	34

**Data Source:** St. Louis Metropolitan Police Department, 2016; Neighborhood population calculated from American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. Use of force includes the following officer weapons: Hands, Feet, Baton, Nightstick, Mace, Taser, Handgun, and Other. Prior to 2018, use-of-force incidents were not reported for all suspects, but rather if incidents occurred in conjunction with injury of an officer in the course of duty. The City revised its use-of-force reporting system in 2018 and will be able to provide the race of suspects in future reports. We want to note that the racial composition of the neighborhood may not be a good proxy for the race of the victim of use of force. Some use-of-force incidents were recorded in non-residential areas, such as Forest Park, and were not counted in this analysis. This count of use-of-force is a conservative estimate due to limitations in data collection methods.

## What does this analysis mean?

Officers report use-of-force incidents nearly three times as often in majority-black neighborhoods as in majority-white neighborhoods. There are 3.5 incidents per 1,000 residents in majority-black neighborhoods, compared to 1.2 incidents per 1,000 residents in majority-white neighborhoods. However, neighborhoods without a racial majority had the highest rate of use of force of 4.9 incidents per 1,000 residents (200 incidents total). If use of force were equitable, officers would have used force 291 fewer times in majority-black neighborhoods in 2016.

## Why does Use of Force matter?

Appropriate and equitable use of force protects both officers and residents and could lead to a better relationship between the police and the communities they serve. As the Ferguson Commission report states, “The regular use of force has led many citizens to view the police as an occupying force in their neighborhoods, damaging community trust and making community safety even more difficult.” According to the report, efforts to repair the relationship between police and the communities they serve “must begin through changes in use-of-force policies.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

Addressing use of force is one of the central priorities of the Ferguson Commission report. The related Calls to Action include:

- ▣ [Establish Use of Force Database](#)
- ▣ [Revise Use of Force Policies and Training](#)

## Questions for further investigation:

- ▣ How do officer reports of use-of-force incidents compare to resident reports?
- ▣ How will a new reporting system for use-of-force incidents impact the data?
- ▣ Why is there racial disparity in Use of Force?
- ▣ What can St. Louis do to reduce Use of Force?
- ▣ What can St. Louis do to reduce racial disparities in Use of Force?
- ▣ What initiatives are currently underway to reduce racial disparities in Use of Force?

## How can I learn more about this issue?

The [Use of Force Project](#) catalogs the use of force policies for the 100 largest cities in the U.S., including St. Louis.

Local organizations advocating for reforms related to use of force include:

- ▣ Civilian Oversight Board
- ▣ Ethical Society of Police
- ▣ Forward through Ferguson
- ▣ American Civil Liberties Union of Missouri
- ▣ St. Louis Action Council
- ▣ ArchCity Defenders

# Crisis Intervention Training

Equity Score

# 74

## What does this score mean?

For Crisis Intervention Training, a score of 100 would mean all active St. Louis Metropolitan Police Department officers have completed intensive crisis intervention training.

## What does this indicator measure?

Crisis Intervention Training measures the percentage of active-duty commissioned police officers and sergeants in the St. Louis Metropolitan Police Department who have completed a voluntary 40-hour Crisis Intervention Team training. Crisis Intervention Team training is designed to help officers prepare to intervene in crises involving people who have a perceived or actual mental health diagnosis. The department is striving for 100% compliance.


### Crisis Intervention Training Analysis:

Active SLMPD officers who have completed crisis intervention training as of April 2018

**St. Louis City**

	All	Equity Score
CIT-Trained Officers	766	-
Officers	1,029	-
Percentage of Officers that are CIT-Trained	74%	74

 **Data Source:** St. Louis Metropolitan Police Department, 2018.

 **Data Note:** The number of trained officers is an estimate based on the Crisis Intervention Training Coordinator's notes on which active-duty officers have not yet received the training. The Department regularly loses CIT-trained officers to attrition and gains non-CIT-trained probationary officers.

## What does this analysis mean?

The majority of officers who interact with citizens on the street (74%) have received crisis intervention training.

## Why does Crisis Intervention Training matter?

Crisis intervention training is designed to help officers intervene in crises involving people who have a perceived or actual mental health diagnosis. It encompasses everything from understanding the effects of different medications, recognizing development and mood disorders, and working with special populations such as youth and veterans. A central part of the training is teaching officers active listening and de-escalation skills and techniques. The Ferguson Commission report calls for additional training for officers, based on findings supporting the “value, power, and potential of training to produce more effective, more capable, and better police officers.” More officer training benefits minority communities in particular, because they interact with police more often than white residents.

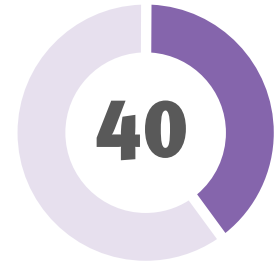
## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to police training include:

- [Increase Police Training Hours](#)
- [Prioritize De-Escalation and Tactical Withdrawal](#)

## Questions for further investigation:

- How effective are trainings in reducing use of force?
- How effective are trainings in reducing negative encounters with the police?
- What can St. Louis do to increase officer training?
- What initiatives are currently underway to increase training for officers?



# Court Reform

The eight indicators in this topic quantify racial disparities in the court, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Court Reform topic looks at resident experiences of the court system and sentencing outcomes at both the municipal and state court levels.

**Black residents are more likely than white residents to interact with the court system.**

Residents of majority-black census tracts are more likely than residents of majority-white census tracts to appear in landlord-tenant court and receive court-ordered evictions. At the St. Louis City Municipal Court, the majority of cases have black defendants. In addition, black children are much more likely to be referred to Juvenile Court than white children (see Juvenile Referrals indicator in the Child Well-being topic).

**In partnership with the St. Louis City Municipal Court, we have taken a closer look at “driving while black,” or cases in which defendants are charged with driving status violations but not necessarily unsafe driving.** Black drivers are much more likely than white drivers to be charged with driving status violations, which includes driving without valid or current registration, title, and/or insurance, or driving without a current driver's license or license plate.

**Residents of majority-black zip codes are less likely than residents of majority-white zip codes to show up for their original court dates.** The Municipal Court is more likely to issue warrants to residents of majority-black zip codes than residents of majority-white zip codes. The racial disparities we see here may contribute to the racial disparities in municipal arrests (See Policing).

**Black residents are less likely than white residents to have assistance in navigating the court.** Black defendants are less likely to have retained legal counsel for cases heard in the Municipal Court.

**Lastly, black adults are overrepresented in the prison and probation populations compared to their share of the city's population.** Black adults are sentenced to incarceration by St. Louis Circuit Courts more often than white adults. Black adults are more than four times as likely as white adults to be serving probation.

For the Equity Indicators Project, the measures chosen focus on racial disparities. For this topic, the indicators are reflective of the Ferguson Commission’s Calls to Action around court reform, but not all related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

39.75

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Forward Through Ferguson report are reflected in this topic?

Overall, this topic reflects an early effort to respond to Forward Through Ferguson’s call for [transparency and efficiency in municipal courts](#). Specific Calls to Action addressed in this report include:

- [Utilizing Community-Based Alternatives to Traditional Sentencing](#) by establishing alternative sentencing options, providing municipal court support services, and creating community justice centers for individuals charged with traffic violations and other types of violations who are unable to pay or otherwise in need.
- [Redefining Courts’ Response to Nonviolent Offenses](#) by collecting municipal court debts like civil debts and treating nonviolent offenses as civil violations. For court debts, they recommended assessing defendant ability to pay at nonpayment hearings, considering payment plans, and fine revocation. For convictions, they recommended eliminating incarceration for minor offenses and expunging old convictions for non-repeat offenders. For warrants, they recommended scheduling regular warrant reviews, developing a new process to review and cancel outstanding warrants, and canceling “failure to appear” warrants.
- [Increasing Awareness of Rights and Procedures](#) by creating a Municipal Court “Bill of Rights,” having open municipal court sessions, communicating rights to defendants in person (such as their right to counsel), and providing them with clear written notice of court hearing details.
- [Protecting Rights and Effectively Administering Courts](#) by training municipal court, jail, and city government employees in constitutional rights.
- [Strengthening Anti-Bias and Cultural Competency](#) by including new approaches in anti-bias training for police and prohibiting profiling and discrimination.

## What institutions and organizations were assessed?

The institutions assessed in this topic include the 22nd Circuit Court and the St. Louis City Municipal Court.

## Where did the data come from?

The data used in this topic comes from the St. Louis City Municipal Court, the City of St. Louis Department of Corrections, the Missouri Department of Corrections, and The Eviction Lab at Princeton University. Special thanks go to Dr. Lee Slocum and Dr. Beth Huebner at University of Missouri-St. Louis for preliminary data work on the Driving Status Violation indicators.

## What stakeholders were consulted?

The stakeholders consulted include the St. Louis City Municipal Court, the 22nd Circuit Court, Metropolitan St. Louis Equal Housing Opportunity Council (EHOC), ArchCity Defenders, and The Bail Project.

## What metrics are missing and why?

There are many opportunities in the judicial process for individuals to make discretionary decisions that have effects on the experiences and outcomes of residents. Gathering data on each of these points of discretion is challenging. Given the time limitations of this particular project, we primarily focused our efforts on unearthing data on courts under city jurisdiction, that is, the St. Louis City Municipal Court.

Ideally, this work will be expanded to include all points of discretion in the judicial process, including case acceptance for prosecution, case dismissals, plea bargaining, and sentencing outcomes. Prosecutors in particular have a great deal of discretion in filing or modifying charges against defendants. In 2012, the Vera Institute conducted a review of all studies published between 1990 and 2011 on the [“relationship of race and ethnicity to prosecutorial decision making.”](#)

Future topics of research should include the length of time to trial, sentence length, fines and fees, cash bail, and legal representation rate for cases heard in the Circuit Court.



## COURT REFORM EQUITY INDICATORS

Indicator	Equity Score
<b>Municipal Warrants</b> The Municipal Court issues municipal warrants to residents of majority-black zip codes four times more often than residents of majority-white zip codes.	27
<b>Pretrial Detention</b> Black residents are held in pretrial detention three times as often as white residents.	34
<b>Incarceration</b> Black adults are four times as likely to be sentenced to incarceration than white adults.	26
<b>Probation Population</b> Black adults are four times as likely as white adults to be serving probation.	26
<b>Legal Representation</b> White defendants have legal representation in Municipal Court twice as often as black defendants.	40
<b>Evictions</b> Eviction is twice as prevalent among renters in majority-black census tracts than among renters in majority-white census tracts.	39
<b>Driving Status Violation Charges</b> Black drivers are four times as likely as white drivers to be charged with violating regulations around driving status.	26
<b>Driving Status Violation Convictions</b> The Municipal Court is equally likely to find black and white defendants guilty of violating regulations around driving status.	100
<b>2018 EQUITY SCORE</b>	<b>39.75</b>

# Municipal Warrants

Equity Score

# 27

## What does this score mean?

For Municipal Warrants, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be issued warrants by Municipal Court. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Municipal Warrants measures the rate at which warrants are issued by St. Louis City Municipal Court to St. Louis residents per 1,000 residents. Warrants are issued when defendants fail to show up for two or more court dates and/or fail to pay outstanding fines and fees for municipal ordinance violations. In 2017, the St. Louis City Municipal Court issued 43,654 warrants to residents in 459 zip codes. Of those warrants, 28,667 warrants (66% of all warrants) were issued to residents of St. Louis City, for a rate of 93.8 warrants per 1,000 people.


### Municipal Warrants Analysis:

Warrants issued by St. Louis Municipal Court to city residents by zip code

#### St. Louis City

	Zip Codes			Disparity Ratio	Equity Score
	All	Majority-black	Majority-white		
<b>Warrants</b>	28,667	18,685	4,107	-	-
<b>Population</b>	305,573	122,902	107,077	-	-
<b>Warrants per 1,000 residents</b>	93.8	152.0	38.4	3.964 to 1	27

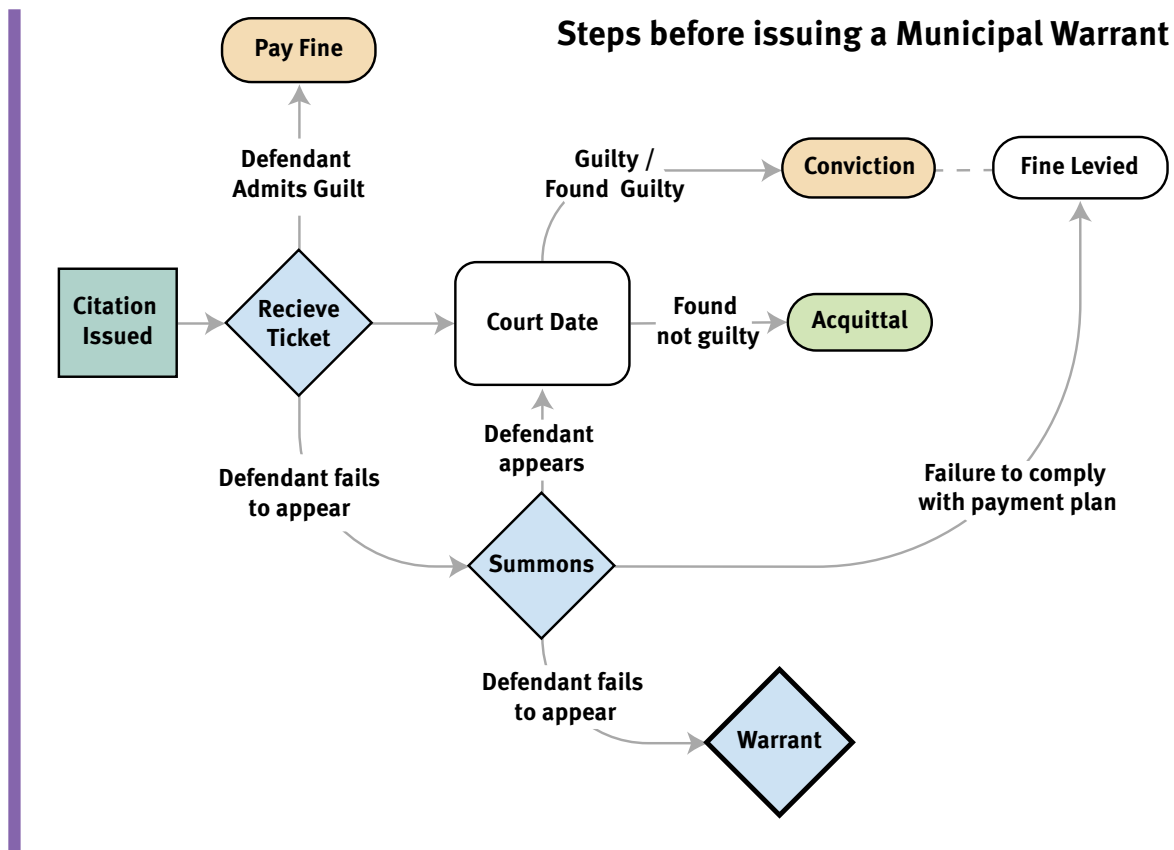
 **Data Source:** St. Louis City Municipal Court, 2017. Zip code population calculated from American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. The rate does not constitute a unique number of residents who

receive warrants. Residents may have received multiple warrants. Zip codes 63123, 63136, and 63143 were excluded from the analysis as a majority of their residents live in Saint Louis County. According to St. Louis City Municipal Court Administrators, race of the defendant is not detailed in the dockets the Court looks at when they determine whether to issue warrants.

## What does this analysis mean?

The Municipal Court is four times as likely to issue municipal warrants to residents of majority-black zip codes than residents of majority-white zip codes. In 2017, the residents of majority-black zip codes were issued 152 warrants per 1,000 people, while residents of majority-white zip codes were issued 38 warrants per 1,000 people. Residents of no-majority zip codes were issued 5,875 warrants, for a rate of 78 warrants per 1,000 people. If warrant issuance rates were equitable, the Court would have issued 13,966 fewer warrants to residents of majority-black zip codes.



## Why do Municipal Warrants matter?

Municipal warrants are issued when defendants fail to appear for two scheduled court dates on municipal charges or when a defendant fails to comply with the payment plan agreed upon in court. When a municipal warrant is issued, defendants are arrested when they encounter police and are placed into custody until they can see a judge, who will release the defendant with a new court date. A defendant can be held for up to 48 hours on minor traffic violations and 72 hours on other violations before they see a judge and their case is disposed or the case is continued. The St. Louis City Municipal Court, in an effort to minimize pretrial detention, has created a confined docket where these types of hearings are held 5 days a week. The Municipal Court avoids having a person detained on traffic charges beyond what is required to schedule their next court appearance. However, the longer a person's history of arrest, the more likely they will be required to post a bond prior to release.

Minor charges can turn into major inconveniences for defendants and long-lasting trauma for the defendant's children, whether or not they are present at the time of the arrest. Anecdotally, Better Family Life, a local nonprofit, found outstanding warrants for minor traffic offenses were a commonly reported reason for their clients being unable to retain employment. In addition, in Missouri, people with outstanding warrants cannot get their driver's licenses or passports issued or renewed.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to municipal warrants include those that would increase court attendance (and remove the need for a warrant in the first place) and those that would decrease the negative consequences of receiving a municipal warrant. These Calls to Actions include:

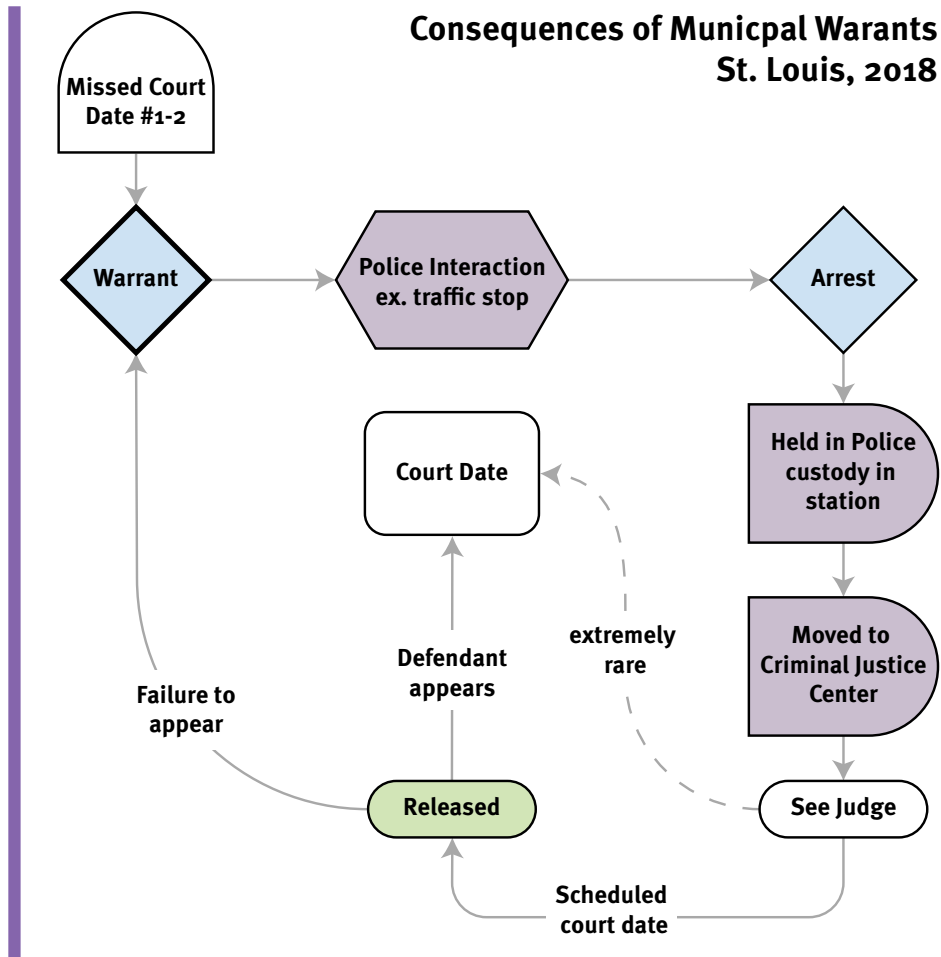
- [Create a Municipal Courts "Bill of Rights"](#)
- [Communicate Rights to Defendants in Person](#)
- [Provide Defendants with Clear Written Notice of Court Hearing Details](#)
- [Open Municipal Court Sessions](#)
- [Eliminate Incarceration for Minor Offenses](#)
- [Cancel "Failure to Appear" Warrants](#)
- [Develop New Process to Review and Cancel Outstanding Warrants](#)
- [Schedule Regular Warrant Reviews](#)
- [Provide Municipal Court Support Services](#)

## Questions for further investigation:

- Why are so many defendants missing their court dates?
- Why is there a racial disparity in Municipal Warrants?
- What can St. Louis do to reduce racial disparities in Municipal Warrants?
- What initiatives are currently underway to reduce racial disparities in Municipal Warrants?

## How can I learn more about this issue?

In 2014, ArchCity Defenders released a [white paper on regional municipal courts](#), comparing the number of warrants to the number of residents for the municipalities within St. Louis County. This paper does not discuss the St. Louis City Municipal Court.



# Pretrial Detention

Equity Score

# 34

## What does this score mean?

For Pretrial Detention, a score of 100 — a score reflecting racial equity — would mean black and white people age 17 and over are equally likely to be held in pretrial detention in St. Louis City-managed jails. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Pretrial Detention measures the rate at which persons are detained pretrial for any length of time in either the St. Louis Justice Center or Medium Security Institution per 1,000 residents age 17 and over. Pretrial detention is when defendants are held in city jail before their court trial because they either cannot pay their bond or were considered a threat to public safety. In 2017, 16,732 people were detained in City jails prior to a court trial. This equates to a pretrial detention rate of 66 persons detained per 1,000 residents.


### Pretrial Detention Analysis:

Persons held in pretrial detention in St. Louis City jails

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
People held in pretrial detention	16,732	12,058	4,627	-	-
Resident population age 17 and over	252,577	111,532	126,224		
Persons held in pretrial detention per 1,000 residents age 17 and over	66.2	108.1	36.7	2.949 to 1	34

 **Data Source:** City of St. Louis Department of Corrections, 2017. American Community Survey 1-year PUMS, 2016.

 **Data Note:** Data shows the unique number of people held in pretrial detention at any point in 2017. Persons may have been held in pretrial detention multiple times over the course of the year. Hispanic origin was not provided, so these

*racial groups include both Hispanic and non-Hispanic people. PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information.*

## What does this analysis mean?

Based on their share of the population, black people are overrepresented in the population of people held in pretrial detention. Black people are three times as likely to be represented in the pretrial detention population as white people. Black people are detained at a rate of 108 per 1,000 residents, while white people are detained at a rate of 37 per 1,000 residents. If pretrial detention rates were equitable, there would have been 7,970 fewer black people held in pretrial detention in 2017.

## Why does Pretrial Detention matter?

Researchers from the [Brennan Center for Justice](#) at NYU School of Law found that “exposure to jails can prolong an individual’s entanglement in the justice system more broadly,” including increasing the likelihood of being sentenced to incarceration and the likelihood of committing a new crime upon release. The length of time that a person can be held in pretrial detention varies based on the charges and whether the arrest was made in connection with a warrant.

The Ferguson Commission report discussed at length the impact of jailing an individual for failure to pay municipal tickets, noting that jail time “removes that poor person from their family, from their community, and, in many cases, from their job.” While the City of St. Louis does not detain people for municipal charges alone, that is not the case for regional municipal courts.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission’s Calls to Action related to pretrial detention include:

- [Create Community Justice Centers](#)
- [Treat Nonviolent Offenses as Civil Violations](#)
- [Eliminate Incarceration for Minor Offenses](#)
- [Change Rules for Municipalities Holding Defendants for Other Municipalities](#)
- [Train Municipal Court, Jail, and City Government Employees in Constitutional Rights](#)

## Questions for further investigation:

- Why is there a racial disparity in Pretrial Detention?
- What can St. Louis do to reduce racial disparities in Pretrial Detention?
- What initiatives are currently underway to reduce racial disparities in Pretrial Detention?

## How can I learn more about this issue?

In 2015, the Brennan Center for Justice published a report on [unjustified racial disparities in jail populations](#), which are primarily made up of defendants being held prior to trial. In 2014, the Vera Institute researched the extent to which defendants' race and ethnicity influences [prosecutorial decisions in New York County](#), including bail determinations and pretrial detention. They found that black defendants were 10% more likely to be held in pretrial detention, even after controlling for the influence of other factors, such as prior record and the severity of charges.

The [Close the Workhouse Campaign](#) is a coalition of community organizations, led by Action St. Louis, ArchCity Defenders, the Bail Project, and MORE (Missourians Organizing for Reform and Empowerment), that are calling for the closure of St. Louis' Medium Security Institution. Their [2018 report](#) attempts to explain more about the characteristics of the jail population, including snapshots of average bonds and charges for defendants held in the jail according to data collected by ArchCity Defenders.



# Incarceration

Equity Score

# 26

## What does this score mean?

For Incarceration, a score of 100 — a score reflecting racial equity — would mean black and white adults are equally likely to be sentenced to incarceration. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.


## What does this indicator measure?

Incarceration measures the rate of defendants given custodial sentences from the 22nd Circuit Court per 1,000 adults. There were 709 defendants sentenced to incarceration from the 22nd Circuit Court in 2016. That constitutes a rate of 2.8 defendants sentenced to incarceration for every 1,000 adults.

### Incarceration Analysis:

Adults sentenced to incarceration from St. Louis 22nd Circuit Court  
St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
<b>Defendants sentenced to incarceration</b>	709	562	147	-	-
<b>Adult population</b>	241,488	106,307	114,343	-	-
<b>Defendants sentenced to incarceration per 1,000 adults</b>	2.8	5.3	1.3	4.112 to 1	26

 Data source: Missouri Department of Corrections, 2016; American Community Survey 1-year PUMS, 2016.

## What does this analysis mean?

Based on their share of the population, black adults are overrepresented in the population of people sentenced to incarceration. Black adults are more than four times as likely to be sentenced to incarceration as white adults. There are 5.3 black defendants

sentenced to incarceration for every 1,000 black adult residents, compared to 1.3 white defendants sentenced to incarceration for every 1,000 white adult residents. If incarceration rates were equitable, there would have been 425 fewer black adults sentenced to incarceration in 2016.

## Why does Incarceration matter?

Formerly incarcerated individuals face many [collateral consequences](#) that make it difficult for them to reintegrate into the community. [The Sentencing Project](#) summarizes, “Incarceration creates a host of collateral consequences that include restricted employment prospects, housing instability, family disruption, stigma, and disenfranchisement.” While job and housing discrimination is illegal based on race, class, gender, sexual identity, or ability, it is legal to discriminate based on criminal background. Our criminal justice system creates permanent [second class citizens](#) by denying basic rights to formerly incarcerated individuals, such as voting and access to social services.

Incarceration is also expensive. In 2016, the 20 prisons in Missouri cost \$726 million per year to operate, which equates to around \$22,000 per inmate per year. The unseen costs of incarceration go beyond prison operating costs. Washington University in St. Louis researchers estimate the [annual aggregate cost of incarceration](#) to families, children, and communities to be \$1 trillion dollars nationally.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report primarily discusses incarceration as an outcome metric, they identified the following Call to Action:

- [Eliminate Incarceration for Minor Offenses](#)

## Questions for further investigation:

- Why is there a racial disparity in Incarceration?
- What can St. Louis do to reduce racial disparities in Incarceration?
- What initiatives are currently underway to reduce racial disparities in Incarceration?

## How can I learn more about this issue?

The Sentencing Project reports incarceration data for every state in the U.S. and provides demographics based on race. In 2016, they released a report on the subject: [“The Color of Justice: Racial and Ethnic Disparity in State Prisons.”](#)

In 2014, the [Vera Institute](#) found black and Hispanic defendants in New York County were more likely to be sentenced to incarceration than to be offered non-custodial sentence offers such as community service, probation, or fines. The 2007 [Wisconsin Sentencing Commission](#) found similar racial disparities in sentencing. In addition, they found as the severity of the offense decreased, racial disparities in sentencing increased.

In addition, the author Michelle Alexander describes in her 2010 book [The New Jim Crow](#) how it “is perfectly legal to discriminate against convicted criminals in nearly all the ways in which it was once legal to discriminate against African Americans.”

# Probation Population

Equity Score

# 26

## What does this score mean?

For Probation Population, a score of 100 — a score reflecting racial equity — would mean black and white adults are equally likely to be serving probation. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Probation Population measures the percentage of St. Louis adults who are serving probation. During a probation period, defendants must comply with conditions set by the court and avoid committing any other crimes. Common conditions are meeting regularly with a probation officer and/or passing drug tests. In 2016, there were 2,367 adults who were serving probation, which equates to just under 1% of the city's adult population.

### Probation Population Analysis:

Adults serving probation

**St. Louis City**

	All	Black	White	Disparity Ratio	Equity Score
<b>Probationers</b>	2,367	1,866	480	-	-
<b>Adult Population</b>	241,488	106,307	114,343	-	-
<b>Percent of adult population serving probation</b>	1.0%	1.8%	0.4%	4.181 to 1	26

 **Data Source:** Missouri Department of Corrections, 2016; American Community Survey 1-year PUMS, 2016.

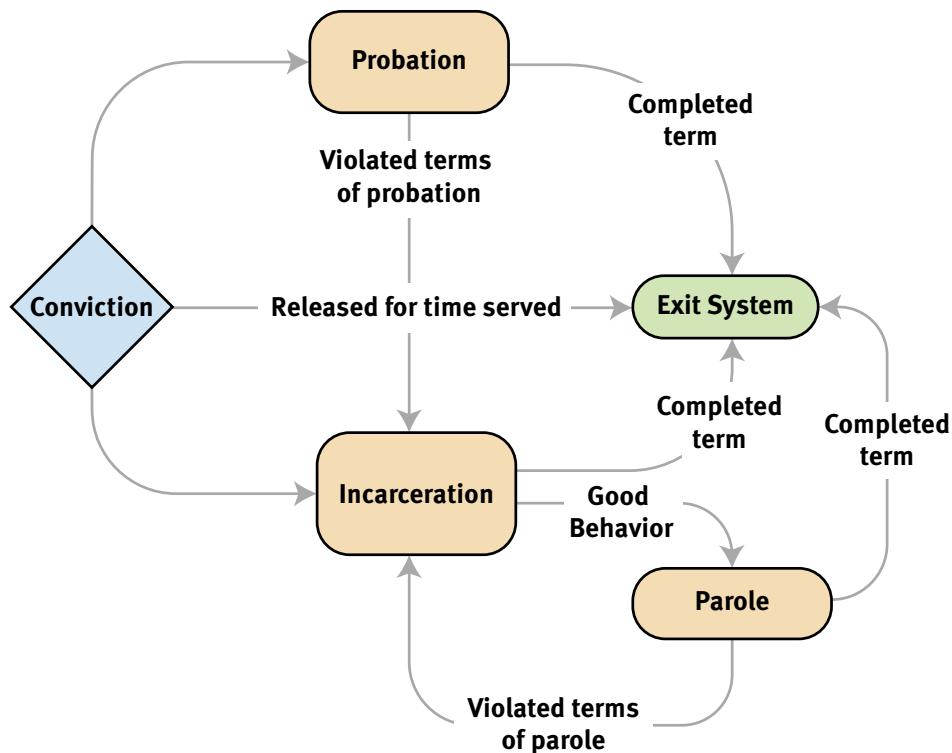
## What does this analysis mean?

Black adult residents are more than four times as likely to be serving probation as white adult residents. In 2016, 1.8% of black adult residents are serving probation, compared to 0.4% of white adult residents. If representation in the probation population were equitable, there would be 1,429 fewer black residents serving probation.

## Why does Probation Population matter?

The [Urban Institute reports](#) that “probation practice and outcomes affect the lives of more adults than any other criminal justice sanction.” Probation is an alternative to incarceration and is common for first-time offenders and juveniles. Residents on probation need comprehensive support from their community in order to successfully complete the terms and conditions of probation. If residents violate the terms of their probation, their probation status can be revoked, which may result in incarceration.

### Relationship between Probation, Parole and Incarceration



Describing what progress looks like for this metric is not simple, as it is dependent on the alternatives available to the defendant and crime rates. If defendants sentenced to probation would have otherwise been sentenced to incarceration, then an increase in the probation population could be a sign we are moving toward a more equitable justice system. Additionally, if fewer misdemeanors and felonies overall were being committed, than a similar decrease in the probation population would also be a sign that we are moving toward a more effective justice system.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission report's Calls to Action related to probation include:

- [Utilizing Community-Based Alternatives to Traditional Sentencing](#)
- [Train Municipal Court, Jail, and City Government Employees in Constitutional Rights](#)

## Questions for further investigation:

- Why is there a racial disparity in Probation Population?
- What can St. Louis do to reduce racial disparities in Probation Population?
- What initiatives are currently underway to reduce racial disparities in Probation Population?

## How can I learn more about this issue?

The Missouri Division of Probation and Parole supervises felony offenders ordered to probation by the courts. The Probation and Parole Division also manages the [Transition Center of St. Louis](#), which provides comprehensive support to men released from the Division of Adult Institutions or under community supervision in need of additional services.

In 2014, the Urban Institute reported on [racial and ethnic disparities in probation revocation](#), which is when probationers are found to be in violation of the terms of their probation and are incarcerated. They found black probationers were revoked at higher rates than white and Hispanic probationers at all sites that they studied.

# Legal Representation

Equity Score

# 40

## What does this score mean?

For Legal Representation, a score of 100 — a score reflecting racial equity — would mean black and white defendants are equally likely to be represented by legal counsel in Municipal Court. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Legal Representation measures the percentage of defendants represented by legal counsel in St. Louis City Municipal Court. In 2016, there were 37,806 court cases heard in Municipal Court, of which 22.4% of cases had defendants that were represented by legal counsel.

### Legal Representation Analysis:

Defendants represented by legal counsel

St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Defendants represented by legal counsel	8,453	4,292	3,821	-	-
Court cases	37,806	11,186	21,090	-	-
Legal Representation Rate	22.4%	38.4%	18.1%	2.118 to 1	40

 **Data Source:** St. Louis City Municipal Court, 2016.

## What does this analysis mean?

White defendants are more than twice as likely as black defendants to be represented by legal counsel in St. Louis City Municipal Court. In 2016, 38.4% of white defendants had legal representation compared to 18.1% of black defendants. If legal representation were equitable, 4,278 more black defendants would have had legal counsel.

## Why does Legal Representation matter?

The Sixth Amendment of the Constitution guarantees the rights of U.S. citizens in court, including access to a lawyer if they stand accused of a crime. However, in municipal court, while any defendant has the right to hire legal counsel, the court is not obligated to appoint counsel if certain conditions are not met. These conditions include (a) indigent status and if (b) the defendant is likely to be sentenced to jail time in the event they are found guilty. In Missouri, a person is presumed indigent if the person is in the custody of the Children's Division or the Division of Youth Services or if they have unencumbered assets less than \$5,000 and have total household income below 125% of Federal Poverty Guidelines.

Defendants with legal representation can get better outcomes in court for charges both minor and major. A court representative can help their clients get charges dismissed or reduced, or advocate for their client to receive alternative sentencing to a costly fine or points against their driver's license.

*Richard Torack, Court Administrator for the St. Louis City Municipal Court: "Our [justice] system works better when lawyers are involved that educate their clients."*

This baseline report looks solely at the St. Louis City Municipal Court under City jurisdiction, however, in the future, this indicator can be expanded to include the 22nd Circuit Court.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

The Ferguson Commission's Calls to Action related to legal representation include:

- [Inform Defendants of Right to Counsel](#)
- [Train Municipal Court, Jail, and City Government Employees in Constitutional Rights](#)
- [Create Community Justice Centers](#)

## Questions for further investigation:

- Why is there racial disparity in Legal Representation?
- What can St. Louis do to reduce racial disparities in Legal Representation?
- What initiatives are currently underway to reduce racial disparities in Legal Representation?

## How can I learn more about this issue?

ArchCity Defenders released a [white paper on regional municipal courts](#) in 2014, where they found, "Whether one can resolve ordinance violations often depends on his or her ability to hire an attorney and pay fines."



# Evictions

Equity Score

# 39

## What does this score mean?

For Evictions, a score of 100 — a score reflecting racial equity — would mean renters in majority-black and majority-white census tracts are equally likely to be evicted. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.


## What does this indicator measure?


Evictions measures the rate of evictions issued in landlord-tenant court per 1,000 renter-occupied households in the City of St. Louis. The 22nd Circuit Court issues evictions when a landlord's eviction filing is determined to have merit. A formal eviction is a legal process by which a landlord removes a tenant from their property, typically for nonpayment of rent. In 2016, there were 3,138 cases in which the Circuit Court ruled in favor of landlords filing for eviction. This means there were 39.5 evictions for every 1,000 renter-occupied households in St. Louis.

### Evictions Analysis:

Evictions issued by Circuit Court per 1,000 renter-occupied households by census tract  
**St. Louis City**

	Census Tracts			Disparity Ratio	Equity Score
	All	Majority-black	Majority-white		
<b>Evictions</b>	3,138	1,922	618	-	-
<b>Renter-occupied households</b>	79,515	41,333	29,243	-	-
<b>Evictions per 1,000 renter-occupied households</b>	39.5	46.5	21.1	2.200 to 1	39

 **Data Source:** Eviction Lab National Database: Version 1.0. Princeton: Princeton University, 2018, [www.evictionlab.org](http://www.evictionlab.org); American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. There may be many more cases of informal eviction, where landlords request or pressure tenants to leave without involving the court. Estimates of informal evictions are not included in this analysis.

## What does this analysis mean?

Evictions are more than twice as prevalent among renters in majority-black census tracts than among renters in majority-white census tracts. Renters in no-majority census tracts are the most likely to be evicted at a rate of 49 evictions for every 1,000 renter-occupied households. Renters in majority-black census tracts are evicted at a rate of 46 evictions for every 1,000 renter-occupied households. Renters in majority-white census tracts are the least likely to be evicted, at a rate of 21 evictions for every 1,000 renter-occupied households. If eviction rates were equitable, then there would have been 1,050 fewer evictions in majority-black census tracts.

## Why do Evictions matter?

Evictions have many long-term consequences for individuals and families. The prevalence of evictions indicates a host of other problems—unaffordable housing and insufficient incomes to name the most obvious. Having a history of eviction, or even being present in landlord-tenant court, may lead to [tenant blacklisting and homelessness](#). Blacklisting is when a landlord will not accept a tenant based on a prior history of eviction.

The Eviction Lab states, “Low-income women, especially poor women of color, have a high risk of eviction. [Research by Matthew Desmond and Carl Gershenson](#) has shown domestic violence victims and families with children are also at particularly high risk for eviction.” According to the Urban Institute, the [lack of stable housing](#) is found to be strongly correlated with poorer health outcomes, child poverty, and food insecurity. Children experiencing housing instability and homelessness are found more [likely to be chronically absent and to perform poorly on tests](#).

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission’s report does not address evictions, several Calls to Action are related to the provision of affordable housing.

## Questions for further investigation:

- Why is there racial disparity in Evictions?
- What can St. Louis do to reduce racial disparities in Evictions?
- What initiatives are currently underway to reduce racial disparities in Evictions?

## How can I learn more about this issue?

Princeton sociologist Matthew Desmond describes the impact of eviction from the perspective of Milwaukee landlords and tenants in his 2016 book [Evicted](#), using a blend of fieldwork and data analysis.

In 2018, [For the Sake of All](#) (now [Health Equity Works](#)) released its report “[Segregation in St. Louis](#),” which profiles research by St. Louis Post-Dispatch reporters in 2016 on the prevalence, causation, and consequences of evictions in the St. Louis area.

The [Metropolitan St. Louis Equal Housing and Opportunity Council](#) (EHOC) provides landlord/tenant counseling. EHOC Tenant Resource personnel can assist tenants having difficulties with their rental situation to understand their options. To speak to a Tenant Advocate, call 314-534-5800 or [make a landlord/tenant inquiry online](#).

# Driving Status Violation Charges

Equity Score

# 26

## What does this score mean?

For Driving Status Violation Charges, a score of 100 — a score reflecting racial equity — would mean black and white drivers are equally likely to be charged with violating driving status regulations. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Driving Status Violation Charges measures the rate of cases with driving status violation charges per 1,000 people of driving age in St. Louis City Municipal Court. Driving status violations include unlawful or expired plates, driving with a revoked or suspended license, operating a motor vehicle without maintaining insurance, and vehicle license/inspection/title violations. In 2016, there were 14,846 cases in St. Louis City Municipal Court with these types of charges included in our analysis. This means there were 57.4 driving status violations per 1,000 drivers.


### Driving Status Violation Charges Analysis:

Cases with driving status violation charges per 1,000 drivers

#### St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
<b>Cases with driving status violation charges</b>	14,846	11,696	2,979	-	-
<b>Drivers: Residents of driving age (15+)</b>	258,821	114,872	121,093	-	-
<b>Driving status violation charges per 1,000 drivers</b>	57.4	101.8	24.6	4.139 to 1	26

 **Data Source:** St. Louis City Municipal Court, 2016. American Community Survey 1-year PUMS, 2016.

 **Data Note:** Cases administered by Judge Schweitzer were not included. In 2016, due to his position as presiding judge, his name was on all administrative dismissals resulting from clearing out a backlog of old cases. Including these cases in the analysis would have skewed the results severely.

## What does this analysis mean?

Black drivers are more than four times as likely as white drivers to be charged with driving status violations. For every 1,000 black drivers, there are 102 drivers charged with driving status violations, compared to 25 of every 1,000 white drivers. If charge rates were equitable, there would be 8,870 fewer black drivers charged with violating driving status regulations.

### Frequency of Driving Status Violations Cases

Cases heard by Municipal Court where defendants faced charges of driving status violations

#### St. Louis City

Charge	All Cases	Cases with Black Defendant	Cases with White Defendant
Operating vehicle without insurance	11,106	8,753	2,211
Unlawful Plates	9,813	7,565	2,132
Vehicle License / Inspection / Title violations	6,899	5,429	1,388
Driving on a suspended license	4,469	3,830	614
<b>TOTAL</b>	<b>32,287**</b>	<b>25,577</b>	<b>6,345</b>

 **Data Source:** St. Louis City Municipal Court, 2016.

 **Data Note:** \*\*Some cases have multiple charges.

The most common charge in this category is “operating vehicle without insurance.” The least frequent charge in this category is “driving on a suspended license.” However, for all charges black drivers are charged much more frequently than white drivers, despite making up a smaller percentage of the driving-age population.

## Why do Driving Status Violation Charges matter?

Many people rely on driving to get to their jobs, especially in St. Louis. Drivers are required under [Missouri law](#) to have a valid driver's license, license plate, registration, and insurance, as well as clear title. Some obstacles to meeting these legal requirements include the lack of affordable insurance, inconvenient operating hours, and offices that are not co-located or do not digitally coordinate receipt of applicant information.

The U.S. Treasury Department found widespread unaffordability of basic liability auto insurance in their "[Study on the Affordability of Personal Automobile Insurance.](#)" In particular, they found car insurance to often be too expensive for low-income households. The U.S. Treasury Department observed that "[u]naffordable auto insurance leaves many Americans in the predicament of either not driving, which dramatically restricts their economic opportunities, or driving without insurance, which not only is illegal but puts them and other drivers at risk."

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action specifically about driving status violation charges, there are Calls to Action related to municipal charges more generally, which include:

- ▣ [Include New Approaches in Anti-Bias Training for Police](#)
- ▣ [Consider Payment Plans and Fine Revocation](#)
- ▣ [Create Community Justice Centers](#)
- ▣ [Train Municipal Court, Jail, and City Government Employees in Constitutional Rights](#)

## Questions for further investigation:

- ▣ Why is there a racial disparity in Driving Status Violation Charges?
- ▣ What can St. Louis do to reduce racial disparities in Driving Status Violation Charges?
- ▣ What initiatives are currently underway to reduce racial disparities in Driving Status Violation Charges?

## How can I learn more about this issue?

In 2018, the [Kansas City Star](#) profiled the disparate impact of "economic-based crimes" by drivers in Kansas City, including driving without insurance. In 2014, ArchCity Defenders released a [white paper on regional municipal courts](#), where they described "expired inspections, expired tags, or driving without insurance" as citations typically issued in the absence of other law-breaking by police officers.

# Driving Status Violation Convictions

Equity Score

# 100

## What does this score mean?

For Driving Status Violation Convictions, a score of 100 — a score reflecting racial equity — would mean black and white defendants are equally likely to be convicted of driving status violations.

## What does this indicator measure?

Driving Status Violation Convictions measures the percentage of defendants charged with driving status violations that are found guilty in St. Louis City Municipal Court. These violations include unlawful or expired plates, driving on a revoked or suspended license, operating a motor vehicle without maintaining insurance, and vehicle license/inspection/title violations. In 2016, there were 14,846 cases heard in St. Louis City Municipal Court with these types of charges, of which 9,301 defendants were found guilty. This equates to a 62.6% conviction rate.

### Driving Status Violation Convictions Analysis:

Conviction rate for violating regulations around driving status in Municipal Court

**St. Louis City**

	All	Black	White	Disparity Ratio	Equity Score
<b>Guilty convictions</b>	9,301	7,313	1,877	-	-
<b>Cases with driving status violation charges</b>	14,846	11,696	2,979	-	-
<b>Conviction rate</b>	62.6%	62.5%	63.0%	0.992 to 1	100

 **Data Source:** St. Louis City Municipal Court, 2016.

## What does this analysis mean?

Black and white defendants are equally likely to be convicted of driving status violations in St. Louis City Municipal Court. In 2016, 62.5% of black defendants are convicted of driving status violations, compared to 63% of white defendants.

## Why do Driving Status Violation Convictions matter?

An equitable driving status violation conviction rate suggests that our Municipal Court judges are equitably enforcing the law. No matter the race of the defendant, convictions for these crimes come with high-cost consequences. Upon conviction, these charges result in fines and [driving record points](#). Points on one's driving record lead to car insurance rate increases and license suspension or revocation. License suspension means a person cannot drive for a period of 30-, 60-, or 90-days, while license revocation means a person cannot drive for a year and must reapply for a new driver's license at the end of that year. Driving while one's license is suspended or revoked results in further charges and issuance of the maximum number of points (12) on one's license. Revocation or suspension of a driver's license makes it difficult for someone to get to a job, which could be necessary to pay delinquent fines.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action specifically about driving status violation convictions, there are Calls to Action related to municipal convictions that result in court fines more generally, which include:

- [Utilizing Community-Based Alternatives to Traditional Sentencing](#)
- [Establish Alternative Sentencing Options](#)
- [Provide Municipal Court Support Services](#)
- [Redefining Courts' Response to Nonviolent Offenses](#)
- [Collect Municipal Court Debts Like Civil Debts](#)
- [Determine Defendants' Ability to Pay](#)
- [Assess Ability to Pay at Nonpayment Hearings](#)
- [Consider Payment Plans and Fine Revocation](#)

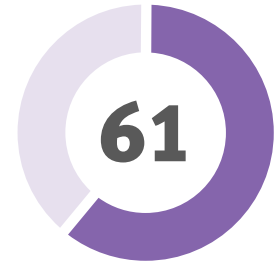
## Questions for further investigation:

- What can St. Louis do to reduce Driving Status Violations?

## How can I learn more?

In 2018, the [Kansas City Star](#) profiled the disparate impact of “economic-based crimes” by drivers in Kansas City. The article notes that “not having insurance is less defensible in court, whereas a defense attorney could more easily contest a speeding ticket.”





# Civic Engagement

The eight indicators in this topic quantify racial disparities in civic engagement, and suggest ways we can make progress toward equitable outcomes. The indicator reports that follow will allow the City of St. Louis and all stakeholders to evaluate policies from a fact-based, verifiable perspective. We'll be able to learn from the data, see what's working and what's falling short, and use these insights to double down on good investments and experiment with new policies.

The Civic Engagement topic focuses on representation in government, community decisionmaking, and government responsiveness to resident needs.

**Black residents are less likely than white residents to engage or to have opportunity to engage in civic life.** There is lower voter turnout in majority-black wards than in majority-white wards despite having equal populations of voting-age adults. Also, black residents are less likely than white residents to live in neighborhoods with active neighborhood associations.

**Black residents are less likely than white residents to be able to participate in digital forms of democracy.** The majority of black households in St. Louis lack access to high-speed internet at home.

**Black representation varies in leadership roles in government.** While black residents have nearly equal representation as white residents in elected office, there are much larger racial disparities in leadership in city government at the department and division levels.

**Residents of majority-black neighborhoods report more problems with city infrastructure and services than residents of majority-white neighborhoods.** Residents of majority-black neighborhoods are more likely than residents of majority-white neighborhoods to submit requests for service to Citizens' Service Bureau. While residents receive equitable levels of service for many types of requests, residents of majority-white neighborhoods have better response times to their requests for repairing single street lights than residents of majority-black neighborhoods.

**Lastly, many St. Louis residents live in hyper-segregated neighborhoods, where more than 90% of residents are the same race.** Government-enforced housing segregation policies, while no longer enforced, continue to divide St. Louis residents from each other and impact their access to public and private services.

For the Equity Indicators Project, the measures chosen focus on racial disparities. For this topic, the indicators are reflective of the Ferguson Commission's Calls to Action around civic engagement, but not all related Calls to Action are addressed within the scope of this project.

## What is our equity score for this topic?

61.13

The higher the score on a scale from 1 to 100, the closer we are toward achieving equity. The lower the Equity Score, the greater the disparity.

## Which Calls to Action from the Forward Through Ferguson report are reflected in this topic?

The Forward Through Ferguson report proposes several ways for residents to engage and influence institutions through the [expansion of civilian oversight](#) and [protecting local control](#). In general, many of the Calls to Action ask institutions to be more responsive to the needs of residents. The indicators in this topic creatively interpret ways to measure civic engagement and institutional responsiveness. Other specific Calls to Action addressed in the Civic Engagement topic include:

- [Broadly Apply a Racial Equity Framework](#) to existing and new regional policies, initiatives, programs and projects in order to address and eliminate existing disparities for racial and ethnic populations.
- [Build Safe Neighborhoods](#) by supporting sustained, citizen-led efforts, particularly the efforts of parents and families impacted by violence, and clergy working to build community and keep watch.

## What institutions and organizations were assessed?

The institutions assessed in this topic include the City of St. Louis.

## Where did the data come from?

The data used in this topic comes from the American Community Survey, the Missouri Secretary of State, and the City of St. Louis. Within the City of St. Louis, data was received from the Neighborhood Stabilization Office, Personnel Department, and Citizens' Service Bureau.

## What stakeholders were consulted?

Stakeholders consulted include many City of St. Louis staff, including its Chief Technology Officer, Director of Operations, Personnel Department, and Traffic and Lighting Division. Other stakeholders asked to review data or analyses include St. Louis

Association of Community Organizations (SLACO), Forward Through Ferguson, and Team TIF.

## **What metrics are missing and why?**

Metrics related to Civic Engagement could also include volunteerism, attendance at public meetings, and service on City boards and commissions. The Current Population Survey Volunteers Supplement, the only national survey of volunteerism rates, was collected annually but seems to have been discontinued. The City does not routinely collect demographic information on attendance at public meetings or those serving on Boards and Commissions.

**CIVIC ENGAGEMENT EQUITY INDICATORS**

<b>Indicator</b>	<b>Equity Score</b>
<b>Residential Segregation</b> 28% of St. Louis residents live in highly racially segregated neighborhoods.	72
<b>Internet Access</b> Black households are more than twice as likely as white households to lack access to high speed internet.	37
<b>Voter Turnout</b> Residents in majority-white wards are 30% more likely to vote than residents in majority-black wards.	70
<b>Neighborhood Associations</b> Black residents are more than twice as likely as white residents to not have a neighborhood association in their neighborhood.	39
<b>Elected Officials Representation</b> White residents are 7% more likely than black residents to be represented in elected office.	86
<b>City Management Representation</b> White residents are nearly three times as likely as black residents to be represented in city leadership roles.	36
<b>Calls for Service</b> There are 30% more requests for service per capita made in majority-black neighborhoods than in majority-white neighborhoods.	70
<b>Service Delivery Response Time: Lights Out</b> Residents in majority-white neighborhoods receive faster response times to complaints about street light outages than residents in majority-black neighborhoods.	79
<b>2018 EQUITY SCORE</b>	<b>61.13</b>

# Residential Segregation

Equity Score

# 72

## What does this score mean?

For Residential Segregation, a score of 100 — a score reflecting racial equity — would mean no city residents live in racially segregated neighborhoods.

## What does this indicator measure?

Residential Segregation measures the percentage of residents that live in racially segregated census tracts in the City of St. Louis. Racially segregated census tracts are census tracts in which the population is either more than 90% black or more than 90% white.


### Residential Segregation Analysis

Residents that live in census tracts more than 90% black or white

**St. Louis City**

	All	Equity Score
<b>Residents of segregated census tracts</b>	87,042	-
<b>Population</b>	316,030	-
<b>Percent of population that resides in segregated census tracts</b>	27.5%	72

 **Data Source:** American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** While there are differences in the prevalence of residential segregation by race, Equity Indicators has chosen to use overall levels of segregation as the indicator to better align with goal setting. It is not desirable to have equal levels of segregation amongst black and white residents. Rather, St. Louis should have no residents living in extremely segregated neighborhoods.

## What does this analysis mean?

In St. Louis, 87,042 residents who live in racially segregated census tracts. This means 28% of residents are unlikely to have neighbors that are people of races other than their own.

### Segregated Census Tracts Analysis

Census tracts where the population is more than 90% black or white

#### St. Louis City

	Count of Tracts	Population			
		Black	White	Other	All
<b>Segregated-black census tracts</b> (Population >90% black)	33	70,010	1,395	1,308	72,713
<b>Segregated-white census tracts</b> (Population >90% white)	4	272	13,480	577	14,329
<b>Segregated census tracts</b>	37	70,282	14,875	1,885	87,042
<b>% of residents that live in segregated census tracts</b>	-	46.6%	11.0%	6.3%	27.5%

 **Data Source:** American Community Survey 5-year estimates, 2012-2016.

Black residents are more than four times as likely as white residents to live in segregated census tracts. Of all residents that live in segregated census tracts, 80.7% are black.

## Why does Residential Segregation matter?

Residential segregation, in relationship to civic engagement, is a measure of residents' ability to connect with residents of other races as neighbors. In addition, it is a measure of St. Louis' recovery from the long-lasting negative impacts of government-enforced housing segregation. According to For the Sake of All's report "[Segregation in St. Louis](#)," regulatory tools used to ensure racial segregation in St. Louis included racial zoning, restricted deed covenants, and redlining. The report summarized the effects of

segregation well:

*“One of [racial] segregation’s most powerful impacts on health is its tendency to produce concentrated areas of urban poverty... These highly segregated areas of concentrated poverty often lack access to municipal services, basic amenities like grocery stores, other retail, banks, and proximity to job opportunities. Educational resources also tend to be limited.”*

Not only does where someone lives affect their quality of life, it also changes their experience of institutions, from policing to education. Residential segregation creates barriers towards achieving a shared understanding of the challenges we face as a community.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

There are no Calls to Action from the Ferguson Commission focused on decreasing residential segregation.

## Questions for further investigation:

- What can St. Louis do to reduce Residential Segregation?
- What initiatives are currently underway to reduce Residential Segregation?

## How can I learn more about this issue?

In 2018, [For the Sake of All](#) (now [Health Equity Works](#)) released its report “[Segregation in St. Louis](#),” which summarizes the history and impacts of segregation on the St. Louis region.

# Internet Access

Equity Score

# 37

## What does this score mean?

For Internet Access, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to not have access to broadband internet at home. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Internet Access measures the percentage of households that do not have access to high speed internet in the City of St. Louis. High speed internet service includes cable, fiber optic, or DSL service. This indicator does not account for cell phone-based internet access. In 2016, there were 51,859 households without access to high speed internet, which represents 37% of households.

### Internet Access Analysis:

Households without access to high speed internet  
St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Households without access to high speed internet	51,859	32,794	15,477	-	-
Households	139,002	59,116	69,105	-	-
Percent of households without access to high speed internet	37.3%	55.5%	22.4%	2.477 to 1	37

 **Data Source:** American Community Survey 1-year PUMS, 2016.

 **Data Note:** PUMS data may differ slightly from estimates on American FactFinder due to differences in sampling. See [PUMS technical documentation](#) for more information.



## What does this analysis mean?

Black households are more than twice as likely as white households to be without access to high speed internet at home. Black households are the most likely to be without access to high speed internet (55% of households), followed by Hispanic households (44%). Asian households are the least likely to be without high speed internet (19%), followed by white households (22%). If internet access were equitable, there would be 19,552 fewer black households without high speed internet.

## Why does Internet Access matter?

Internet Access is increasingly required to participate fully in public life. As the [Roosevelt Institute](#) summarized in a recent report on equitable broadband, “From applying for jobs to doing homework, access to fast, reliable internet is crucial to making the most of opportunities in today’s world.” An increasing number of government services are being made more accessible through online platforms. Many of the benefits of these modernizations are only available to those with internet access, leading to a growing “digital divide.”

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While the Ferguson Commission report does not directly address internet access, it recommends that services be offered online, such as SNAP/WIC enrollment.

## Questions for further investigation:

- Why is there racial disparity in Internet Access?
- What can St. Louis do to reduce racial disparities in Internet Access?
- What initiatives are currently underway to reduce racial disparities in Internet Access?

## How can I learn more about this issue?

The [Roosevelt Institute](#) and the New School discuss the challenges and potential solutions to achieving equitable access to broadband in their report “[Wired: Connecting Equity to a Universal Broadband Strategy](#).”

# Voter Turnout

Equity Score

# 70

## What does this score mean?

For Voter Turnout, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to vote in elections. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?


Voter Turnout measures the percentage of adult residents that voted in the election with the highest number of voters that year in the City of St. Louis. In any given year, there can be primary, general, or special elections. The election with the most votes cast in 2016 was the General Election held on November 8, 2016. There were 133,383 votes cast in the 2016 election, which translates to a 53.4% voter turnout rate.


### Voter Turnout Analysis:

Adults that cast votes

**St. Louis City**

	Wards			Disparity Ratio	Equity Score
	All	Majority-white	Majority-black		
Votes cast	133,383	68,087	52,172	-	-
Adult Population	249,750	112,658	112,570	-	-
Voter Turnout	53.4%	60.4%	46.3%	1.304 to 1	70

 **Data Source:** Missouri Secretary of State, 2016; Ward population calculated from American Community Survey 5-year estimates, 2012-2016.

 **Data Note:** For methodology and maps of majority-race geographies see Appendix B. We used voting-age adults instead of registered voters as the point of comparison due to [research that shows voting registration records](#) are

*frequently out of date and inaccurate. This will produce an underestimate of voter turnout since it does not remove persons ineligible to vote, such as non-citizens and convicted felons.*

## What does this analysis mean?

Residents of majority-white wards are 30% more likely to vote than residents of majority-black wards. In 2016, 60.4% of residents of majority-white wards voted compared to 46.3% of residents of majority-black wards. Residents of no-majority wards are more likely to vote than residents of majority-black wards but less likely to vote than residents of majority-white wards, with a voter turnout rate of 53.5%. If voter turnout rates were equitable, there would be 15,820 more votes cast in majority-black wards.

## Why does Voter Turnout matter?

Voter Turnout is an indicator of political power, influence, and engagement. Voting allows people to choose their leaders and voice their positions on issues. While voter turnout can measure political participation among residents, it is also an indicator of whether residents are U.S. citizens, are registered to vote, or are unable to vote due to criminal status (disenfranchisement). According to [Missouri law](#), “a person convicted of any crime may not vote while confined under a sentence of imprisonment or while on parole or probation.”

The Sentencing Project estimates that [7.7% of all black Americans are disenfranchised](#) due to a current or past felony conviction (compared to 2.5% of all Americans). Since black Americans are overrepresented in the criminal justice system, voter disenfranchisement has a disproportionate effect on the black population.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action from the Ferguson Commission focused on increasing voter turnout, the report calls for ensuring communities’ ability to advocate for equity.

## Questions for further investigation:

- Why is there racial disparity in Voter Turnout?
- What can St. Louis do to reduce racial disparities in Voter Turnout?
- What initiatives are currently underway to reduce racial disparities in Voter Turnout?

## How can I learn more about this issue?

The disproportionate effect voter disenfranchisement has on the black population is explained by the work of [The Sentencing Project](#).

Register to vote at your post office, public assistance office, or DMV, or [download a voter registration form](#).

# Neighborhood Associations

Equity Score

# 39

## What does this score mean?

For Neighborhood Associations, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to not have neighborhood associations. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Neighborhood Associations measures the percentage of residents that live in neighborhoods that do not have an active neighborhood association in the City of St. Louis. Neighborhood associations are associations that organize around the interests of residents. Associations formed to organize around the interests of businesses or landlords are not included. In 2018, there were 36,313 residents of neighborhoods without an active neighborhood association, representing 11.5% of the city's population.

### Neighborhood Associations Analysis:

Residents without an active neighborhood association

St. Louis City

	All	Black	White	Disparity Ratio	Equity Score
Residents of neighborhoods without active neighborhood associations	36,313	23,918	9,652	-	-
Population	316,030	150,948	135,068	-	-
Percent of residents without a neighborhood association	11.5%	15.8%	7.1%	2.217 to 1	39

**Data Source:** City of St. Louis, 2018. Neighborhood population calculated from American Community Survey 5-year estimates, 2012-2016.

**Data Note:** The list of neighborhood associations used to calculate this metric was produced by aggregating lists kept by various city departments

*and checked by staff at Forward Through Ferguson, the St. Louis Economic Development Partnership, and St. Louis Association of Community Organizations (SLACO). Population estimates were calculated using census tracts assigned to planning neighborhoods. The planning neighborhoods without neighborhood associations include: Carr Square, DeBaliviere Place, Kingsway West, Mark Twain, Midtown, North Riverfront, Patch, The Ville, and Wells Goodfellow. Additional neighborhoods without neighborhood associations (but for which we lack population estimates) include Columbus Square, Covenant Blu-Grand, Mark Twain I-70, North Pointe, and Wydown Skinker.*

## What does this analysis mean?

Black residents are more than twice as likely as white residents to live in a neighborhood without an active neighborhood association. There are 23,918 black residents who don't have a neighborhood association, or 15.8% of black residents. In comparison, only 9,652 white residents are without a neighborhood association, or 7.1% of white residents. If access to neighborhood associations were equitable, there would be 13,201 more black residents represented by neighborhood associations.

## Why do Neighborhood Associations matter?

Neighborhood associations allow neighborhood residents to become organized and represent their interests more effectively at the city level, which facilitates resident-driven community improvement. Neighborhood associations can also function as a way to disseminate information back to residents.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action from the Ferguson Commission related to neighborhood associations, the report calls for ensuring communities' ability to advocate for equity.

## Questions for further investigation:

- Why is there racial disparity in Neighborhood Associations?
- What can St. Louis do to reduce racial disparities in Neighborhood Associations?
- What initiatives are currently underway to reduce racial disparities in Neighborhood Associations?

## How can I learn more about this issue?

The [St. Louis Association of Community Organizations](#) provides support for neighborhood associations.

# Elected Officials Representation

Equity Score

# 86

## What does this score mean?

For Elected Officials Representation, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be represented in elected office.

## What does this indicator measure?


Elected Officials Representation measures the rate of elected officials per 100,000 residents in the City of St. Louis. The elected offices included in this analysis include paid positions in municipal, state, and federal offices representing the residents of St. Louis City. In 2018, there were 52 elected officials, which equates to a rate of 16.7 elected officials per 100,000 residents.


### Elected Officials Representation Analysis:

Elected officials per 100,000 residents

#### St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
Elected officials	52	26	26	-	-
Population	311,404	135,384	145,393	-	-
Elected officials per 100,000 residents	16.7	19.2	17.9	1.074 to 1	86

 **Data Source:** City of St. Louis, 2018. American Community Survey 1-year estimates, 2016.

 **Data Note:** This is a point-in-time count of elected officials as of October 2018. Elected offices include mayor, sheriff, recorder of deeds, collector of revenue, circuit attorney, comptroller, treasurer, license collector, board of aldermen,

*state representatives, state senator, U.S. senator, and U.S. representative.*

## What does this analysis mean?

White residents are 7% more likely to be represented in elected office than black residents. White residents are represented at a rate of 19.2 elected officials per 100,000 people, while black residents are represented at a rate of 17.9 elected officials per 100,000 people. There are no elected officials of other racial backgrounds, including Hispanics, Native Americans, and Asians. If elected officials representation were equitable, there would be two more black elected officials and six more elected officials of other racial backgrounds, including Hispanics, Native Americans, and Asians.

## Why does Elected Officials Representation matter?

The election of minority politicians not only has symbolic and social value, but minority elected officials often can better represent the concerns of minority constituents. A [review of recent research](#) found that minority legislators are more likely to initiate and support policies backed by minority constituents, increase minority political participation, and increase the adoption of policies supported by minorities in state legislatures.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action from the Ferguson Commission related to political representation, the report calls for ensuring communities' ability to advocate for equity.

## Questions for further investigation:

- Why is there racial disparity in Elected Officials?
- What can St. Louis do to reduce racial disparities in Elected Officials?
- What initiatives are currently underway to reduce racial disparities in Elected Officials?

# City Management Representation

Equity Score

# 36

## What does this score mean?

For City Management Representation, a score of 100 — a score reflecting racial equity — would mean black and white residents are equally likely to be represented in city leadership positions.

## What does this indicator measure?

City Management Representation measures the rate of employees in management, supervisory, and decision-making roles across City of St. Louis departments per 100,000 residents. This indicator excludes elected officials, employees at the Board of Aldermen, or employees of County Offices, such as the Recorder of Deeds, License Collector, Collector of Revenue, or Treasurer's Office. In 2018, there were 713 management level positions in city government, which equates to a rate of 229 managers per 100,000 residents.

### City Management Representation Analysis


City employees in management roles per 100,000 residents

#### St. Louis City

	All	White	Black	Disparity Ratio	Equity Score
City employees in management roles	713	494	202	-	-
Population	311,404	135,384	145,393	-	-
Managers per 100,000 residents	229.0	364.9	138.9	2.626 to 1	36

**Data Source:** City of St. Louis, 2018. American Community Survey 1-year estimates, 2016.



 **Data Note:** For this indicator, we worked with our Personnel department to identify city employees who could be considered decision-makers for all departments whose employee data is managed by the Personnel Department of the City of St. Louis, in addition to the St. Louis Metropolitan Police Division. In the civil service, employees were identified as management if they were on the Management schedule or if they held one of the following positions in the General schedule: Chemistry Supervisor, Public Information Officer to the Mayor, Research Analyst to the Mayor, Special Assistant to the Comptroller, City Court Judge, or Special Assistant to the Mayor. In the Fire Department, employees were identified as management if they held one of the following positions: Fire Alarm Manager, Fire Captain, Battalion Fire Chief, Deputy Fire Chief, and Fire Commissioner. In the Police Division, employees were identified as management or supervisory if they held one of the following positions: Police Sergeant, Police Lieutenant, Police Captain, Police Major, Police Lieutenant Colonel, Police Assistant Chief, Police Commissioner. This is a point-in-time count of management as of September 2018.

## What does this analysis mean?

White residents are nearly three times as likely to be represented in leadership positions in city government as black residents. White residents are represented at a rate of 365 managers per 100,000 people, while black residents are represented at a rate of 139 managers per 100,000 people. There are 27 managers of Hispanic, Asian, and other racial backgrounds, which represents a rate of 88 managers per 100,000 residents. If city management representation were equitable, there would be 329 more black managers and 85 more managers of Hispanic, Asian, or other racial backgrounds.

Many of the managers and supervisors included in this analysis come from the Police Department with 271 (38%) and the Fire Department with 146 (20%). Other departments with high numbers of employees considered to be managers include the Airport Authority with 44 (6% of all managers), Water Division with 28 (4%), and the Comptroller's Office and Board of Public Services with 26 apiece (4%).

## Why does City Management Representation matter?

From Commissioners to the more anonymous middle managers that run city services and train the staff who interact directly with the public, many decisions about the policies and priorities of institutions are made by leaders that are not elected officials. Managers that represent the communities they serve may be able to better recognize and address the needs of residents.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no Calls to Action from the Ferguson Commission related to political representation, the report calls for ensuring communities' ability to advocate for equity.

## Questions for further investigation:

- Why is there racial disparity in City Management Representation?
- What can St. Louis do to reduce racial disparities in City Management Representation?
- What initiatives are currently underway to reduce racial disparities in City Management Representation?

# Calls for Service

Equity Score

# 70

## What does this score mean?

For Calls for Service, a score of 100 — a score reflecting racial equity — would mean residents of majority-black and majority-white neighborhoods are equally likely to submit calls for service using the Citizens' Service Bureau. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Calls for Service measures the rate of requests for service registered with the Citizens' Service Bureau per 1,000 residents in the City of St. Louis. The Citizens' Service Bureau routes city service requests to the relevant departments required to address the reported issue. In 2016, there were 109,497 service requests registered through the Citizens' Service Bureau, which represents a rate of 346.5 service requests per 1,000 people.

### Calls for Service Analysis:

Requests for service with the Citizens Service Bureau

#### St. Louis City

	Neighborhoods			Disparity Ratio	Equity Score
	All	Majority-black	Majority-white		
Service requests	109,497	45,206	41,434	-	-
Population	316,030	125,018	149,929	-	-
Service requests per 1,000 residents	346.5	361.6	276.4	1.308 to 1	70

**Data Source:** City of St. Louis, 2016; Neighborhood population calculated from American Community Survey 5-year estimates, 2012-2016.

**Data Note:** For methodology and maps of majority-race geographies

*see Appendix B. There were 10,929 requests for which we did not have neighborhood information, or 10% of all requests. Analysis done in partnership with Andrew Arkills of Team TIF. While it is likely that residents in some neighborhoods under-report problems, while others over-report, without a resident survey, it is not possible to know for certain.*

## What does this analysis mean?

There are 30% more requests for service per capita made in majority-black neighborhoods than in majority-white neighborhoods. The highest rate of service requests per capita is in majority-black neighborhoods with 362 per 1,000 people, followed by no-majority neighborhoods with 290 per 1,000 people. Majority-white neighborhoods have the lowest rate of service requests per capita with 276 per 1,000 people. Assuming that all problems are reported, if calls for service were equitable, there would be 10,651 fewer service requests in majority-black neighborhoods.

## Why does Calls for Service matter?

In the City of St. Louis, most departments do not have sufficient resources to identify and monitor problems so they rely on residents to report them. Calls for service demonstrate that residents are experiencing problems in their neighborhoods that impact their quality of life. More calls for service may indicate that more people are impacted by neighborhood problems, that they are having to report recurring problems, or that the original problem is inadequately or incompletely addressed. On the other hand, fewer calls for service does not necessarily mean that there are fewer problems. Residents may not want to report problems, they may not know that they can report problems, or they may choose not to if they received poor service in the past.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no direct Calls to Action related to municipal requests for service, the Commission report calls for local governments to support citizen-led efforts to:

- [Build Safe Neighborhoods](#)

## Questions for further investigation:

- Why is there racial disparity in Calls for Service?
- What can St. Louis do to reduce racial disparities in Calls for Service?
- What initiatives are currently underway to reduce racial disparities in Calls for Service?

## How can I learn more about this issue?

St. Louis citizen-activist Andrew Arkills has mapped the [frequency and response time to Citizens' Service Bureau requests](#) at the neighborhood and ward levels for 2011-2018.

# Service Delivery Response Time: Lights Out

Equity Score

**79**

## What does this score mean?

For Service Delivery Response Time, a score of 100 — a score reflecting racial equity — would mean residents of majority-black and majority-white neighborhoods receive similar response times for similar requests. It is important to note that for this indicator, equity is not our only goal: we also want to improve outcomes for all.

## What does this indicator measure?

Service Delivery Response Time measures the average number of days it takes for the City of St. Louis to resolve reports of a single street light out. We chose this type of service request because the steps to resolution should be relatively consistent. In 2016, there were 3,868 reports of a single street light out across the city, with an average response time of 5 days to resolve the issue.


### Service Delivery Response Time: Lights Out Analysis:

Average response time to reports of a single street light out

St. Louis City

	Neighborhoods			Disparity Ratio	Equity Score
	All	Majority-black	Majority-white		
Days between resident report and resolution of single street light outage	19,372	8,403	5,185	-	-
Number of service requests	3,868	1,629	1,139	-	-
Average response time (days)	5.0	5.2	4.6	1.133 to 1	79

 **Data Source:** City of St. Louis, 2016.

 *Date Note: For methodology and maps of majority-race geographies see Appendix B. There were 624 single street light requests for which we did not have neighborhood information, or 16% of all requests in this category. Analysis done in partnership with Andrew Arkills of Team TIF.*

What does this analysis mean?

It takes the City of St. Louis 13% more time to respond to reports of a single street light out in majority-black neighborhoods than in majority-white neighborhoods. On average, it takes 5.2 days to resolve a report of a single street light out in majority-black neighborhoods, while it takes 4.6 days in majority-white neighborhoods. However, the longest average response time for street light repair is in no-majority neighborhoods (which includes areas like Downtown, Midtown, and Dutchtown) at 5.8 days.

Neighborhoods where people most frequently report single street light outages		Neighborhoods with longest average response time (in days)	
Neighborhood	# of reports	Neighborhood	Response time
1. Downtown	288	1. Franz Park	21.5
2. Central West End	203	2. Benton Park	14.3
3. Baden	133	3. Skinker DeBaliviere	9.7
4. Downtown West	114	4. Lafayette Square	9.3
5. JeffVanderLou	102	5. Downtown West	8.9

Why do Service Delivery Response Times matter?

Residents are able to report a vast array of issues through the Citizens Service Bureau and many of these issues constitute threats to public safety, from abandoned buildings to missing stop signs to darkened streets and sidewalks.

Service Delivery Response Times reflect the city’s ability to resolve resident complaints in a timely manner. Predictable and timely response times help to build citizen trust in city government and encourage continued reporting.

## Which Calls to Action from the Ferguson Commission report are linked with this indicator?

While there are no direct Calls to Action related to municipal service delivery, the Commission report calls for local governments to support citizen-led efforts to:

- [Build Safe Neighborhoods](#)

## Questions for further investigation:

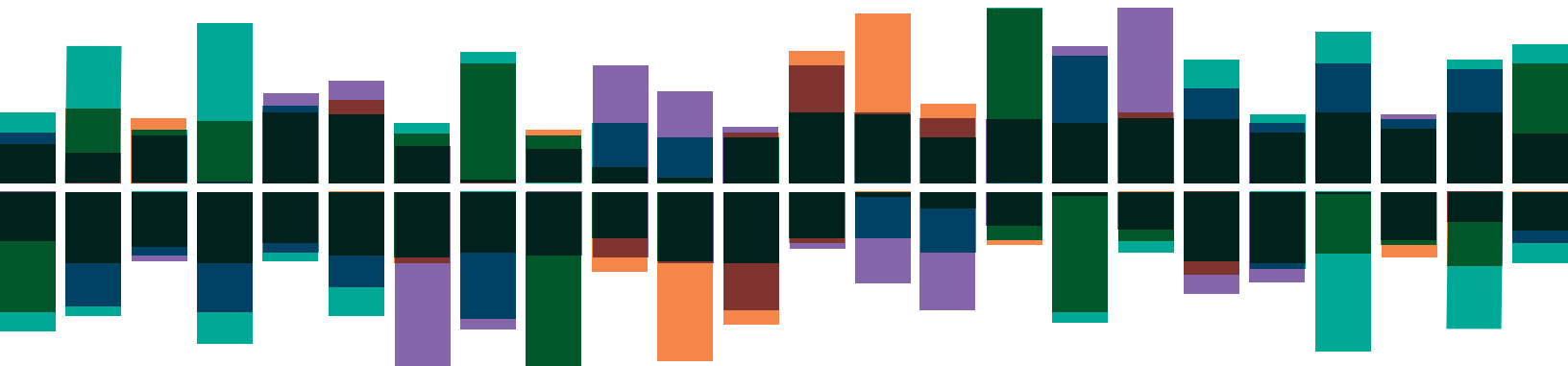
- Why is there racial disparity in Service Delivery Response Time?
- What can St. Louis do to reduce racial disparities in Service Delivery Response Time?
- What initiatives are currently underway to reduce racial disparities in Service Delivery Response Time?

## How can I learn more about this issue?

St. Louis citizen-activist Andrew Arkills has mapped the frequency and response time to Citizens' Service Bureau requests [related to the Traffic and Lighting Division](#) at the neighborhood and ward levels for 2011-2018.

The City of Philadelphia conducted a [racial disparity analysis](#) of service delivery response time for their Licensing and Inspections Department.

# Appendices





## Appendix A: Equity Score Conversion Table

Ratio Range	Score	Ratio Range	Score	Ratio Range	Score	Ratio Range	Score
0.000–1.004	100	1.200–1.219	75	1.750–1.774	50	4.250–4.399	25
1.005–1.009	99	1.220–1.239	74	1.775–1.799	49	4.400–4.549	24
1.010–1.014	98	1.240–1.259	73	1.800–1.824	48	4.550–4.699	23
1.015–1.019	97	1.260–1.279	72	1.825–1.849	47	4.700–4.849	22
1.020–1.024	96	1.280–1.299	71	1.850–1.874	46	4.850–4.999	21
1.025–1.029	95	1.300–1.319	70	1.875–1.899	45	5.000–5.249	20
1.030–1.034	94	1.320–1.339	69	1.900–1.924	44	5.250–5.499	19
1.035–1.039	93	1.340–1.359	68	1.925–1.949	43	5.500–5.749	18
1.040–1.044	92	1.360–1.379	67	1.950–1.974	42	5.750–5.999	17
1.045–1.049	91	1.380–1.399	66	1.975–1.999	41	6.000–6.249	16
1.050–1.054	90	1.400–1.419	65	2.000–2.149	40	6.250–6.499	15
1.055–1.059	89	1.420–1.439	64	2.150–2.299	39	6.500–6.749	14
1.060–1.064	88	1.440–1.459	63	2.300–2.449	38	6.750–6.999	13
1.065–1.069	87	1.460–1.479	62	2.450–2.599	37	7.000–7.249	12
1.070–1.074	86	1.480–1.499	61	2.600–2.749	36	7.250–7.499	11
1.075–1.079	85	1.500–1.524	60	2.750–2.899	35	7.500–7.749	10
1.080–1.084	84	1.525–1.549	59	2.900–3.049	34	7.750–7.999	9
1.085–1.089	83	1.550–1.574	58	3.050–3.199	33	8.000–8.249	8
1.090–1.094	82	1.575–1.599	57	3.200–3.349	32	8.250–8.499	7
1.095–1.099	81	1.600–1.624	56	3.350–3.499	31	8.500–8.749	6
1.100–1.119	80	1.625–1.649	55	3.500–3.649	30	8.750–8.999	5
1.120–1.139	79	1.650–1.674	54	3.650–3.799	29	9.000–9.249	4
1.140–1.159	78	1.675–1.699	53	3.800–3.949	28	9.250–9.499	3
1.160–1.179	77	1.700–1.724	52	3.950–4.099	27	9.500–9.749	2
1.180–1.199	76	1.725–1.749	51	4.100–4.249	26	9.750–10.000+	1

Conversion Table created by the City University of New York Institute for State and Local Governance

## Appendix B: Majority-Race Geographies

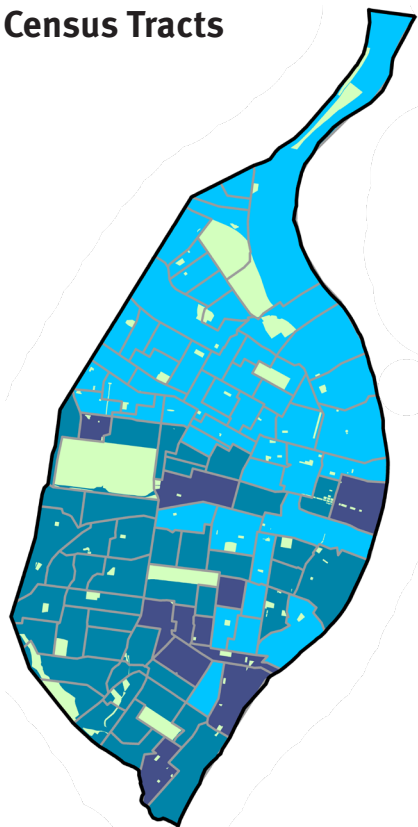
Throughout this report we use geographic (place-based) data when person-level data are not available. The geographies used include census tracts, neighborhoods, wards, and zip codes wholly within the City of St. Louis. Racial disparity analyses are done comparing all majority-black geographies to all majority-white geographies. A geography is assigned a majority-race if its population is more than 50% that race. When there is no majority race for a geography, data for that area are not used in the [racial disparity analysis](#).

When multiple levels of geographic analysis are available, we choose the most refined. Population estimates come from data at the census-tract level, which means census tracts were assigned to correspond to planning neighborhoods, political wards, and zip codes. The boundaries of neighborhood, wards, and zip codes were not drawn using census-tract boundaries, which means the population estimates for individual neighborhoods, wards, and zip codes are less reliable.

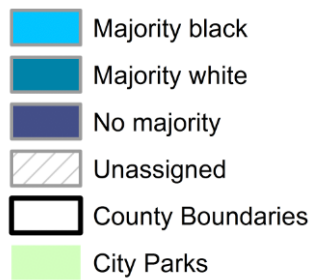
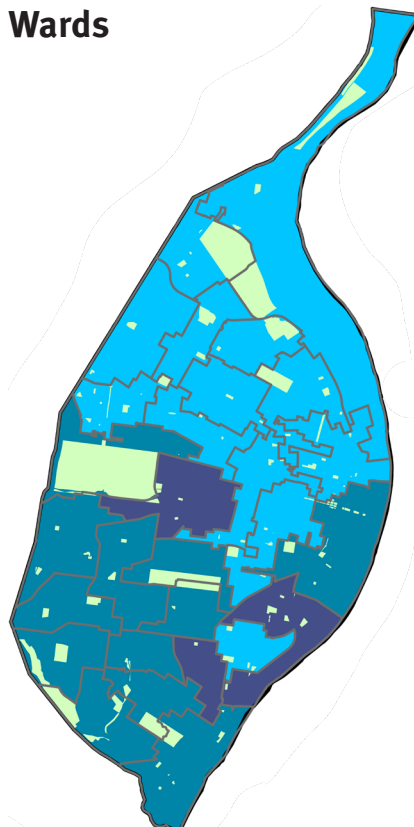
For example, planning neighborhoods are larger geographic areas than census tracts. The Equity Indicators Project chose to use the City of St. Louis Planning Department's census tract neighborhood assignments to calculate neighborhood population estimates. This assignment method relies on a 'centroids within' methodology to convert census tracts to geographic mean center points. Census tracts are assigned to planning neighborhoods if the geographic mean center point fell within the neighborhood.

## Appendix B: Majority-Race Geographies

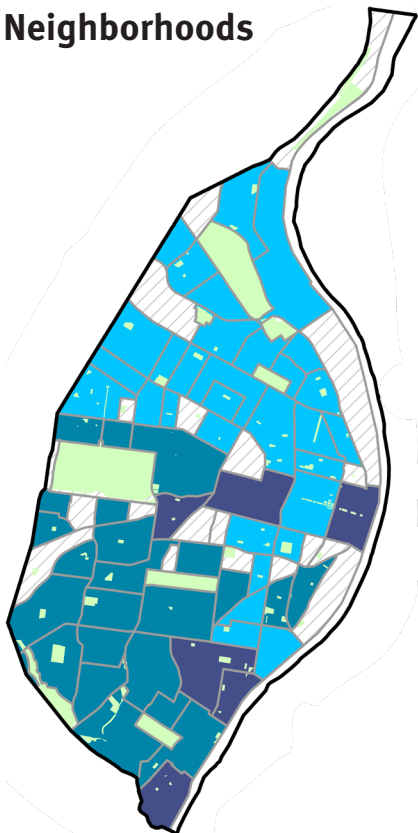
Census Tracts



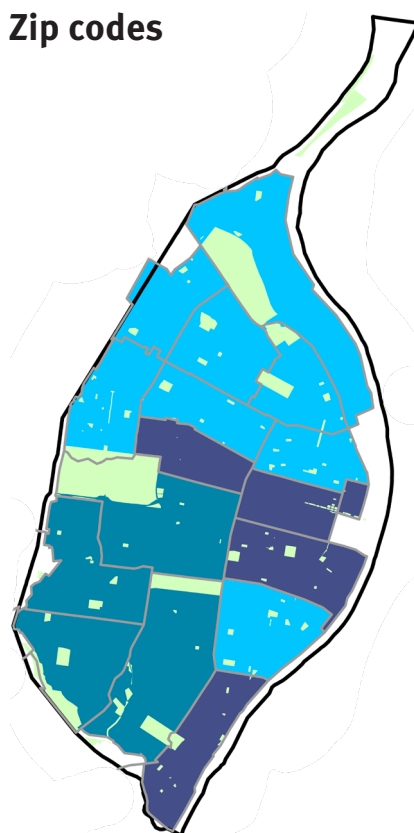
Wards



Neighborhoods



Zip codes



## Appendix C: List of Neighborhood Associations, 2018

4200 Maryland Block Association	O'Fallon
Academy/Sherman Park	Old North St. Louis
Baden Improvement Association	Penrose Neighborhood Association
Benton Park Neighborhood Association	Pershing Row
Benton Park West Neighborhood Association	Princeton Heights Neighborhood Association
Better Bevo Now Neighborhood Association	Shaw Neighborhood Improvement Association
Botanical Heights	Skinker/DeBaliviere Comm Council
Boulevard Heights	Soulard Restoration Group
Campaign for College Hill	Southampton Neighborhood Association
Carondelet	Southwest Garden Neighborhood Association
Central West End	SPUD: Skinker Page UnionDelmar
Chain of Rocks Community Association	St. Cecilia Historic District
Cheltenham	St. Louis Hills
Chippewa	St. Louis Place
Chippewa Park	Tandy Neighborhood Improvement Association
Clayton/Tamm	Tiffany
Clifton Heights Neighborhood	Tilles Park Neighborhood Association
Clinton Peabody	Tower Grove East
Compton Heights	Tower Grove Heights
Compton Hill	Tower Grove South
Downtown Neighborhood Association	Trinity-Dutchtown Association
Dutchtown North	Vandeventer
Dutchtown West	Vashon/JeffVanderLou
Ellendale	Walnut Park East Neighborhood Association
Fairground East	Walnut Park West Neighborhood Improvement Association
Fairground Neighborhood Revitalization Organization	West End Neighborhood Association
Fairground South	West End Neighbors
Flora Place	West Pine Laclede Neighborhood Association
Forest Park Southeast Neighborhood	Westminster Place Association
Fountain Park/Lewis Place	Woodward NOW
Fox Park Neighborhood Association	
Franz Park Neighborhood Association	
Gate District East Association	
Gravois Park	
Greater Gravois Park	
Hamilton Heights	
Hi-Pointe Homeowners AssocHill Neighborhood Association	
Holly Hills Improvement Association	
Hyde Park Neighborhood Association of North St. Louis	
Kings Oak	
Kingsway East Neighborhood Improvement Association	
Kingsway Hills	
La Salle	
Laclede Park	
Lafayette Square Restoration Committee	
Lindell Park	
Lindenwood Park Neighborhood Association	
Marine Villa Neighborhood Association	
Maryland Gaslight Neighborhood	
McKinley Heights	
Morganford	
Mount Pleasant	
Newport Heights	