

TOLEDO POLICE DEPARTMENT



Photo by Scott Grau

Annual Response to Resistance Analysis Report 2024

August 27, 2025

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Subject: Response to Resistance Analysis – 2024

Police officers are often put in a position to make split-second decisions in life-or-death situations. The decision is not just for themselves, but for suspects and innocent bystanders alike. For officers, situational awareness is essential as they determine when to use force and how much force is necessary to control the situation. Through continual training, a comprehensive supervisory review process and an annual Response to Resistance analysis, the Toledo Police Department strives to reduce the number of violent incidents that occur between police officers and citizens.

The annual Response to Resistance Analysis report is a requirement of the Commission on Accreditation for Law Enforcement Agencies (CALEA). The purpose of this report is to review response to resistance related incidents, with the goal that they may reveal patterns or trends that could indicate training needs, equipment upgrades, and/or policy modifications.

Toledo Police officers are permitted to only use physical control techniques that are objectively reasonable, in light of the facts and circumstances confronting them, to accomplish lawful objectives. The Toledo Police Department and its members follow the guidelines set forth by the United States Supreme Court rulings in *Graham v. Conner* and *Tennessee v. Garner*. Anytime a Toledo Police officer uses physical control techniques (beyond the mere taking control of a subject) to take a subject into custody, to contain a situation, to affect an arrest, or to protect persons or property, written documentation of the incident is required.

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2024 Response to Resistance Overview

The year 2024 involved 644 incidents that required the use of force by officers. This number is a 3% decrease from 2023 which had 665 incidents. In 2024, the Toledo Police Department responded to 189,904 total incidents. This total amount is up from 2023 which had 186,206 incidents, a 1.9% increase. Response to resistance related incidents in 2024 accounted for .35% of total incidents. This number is down slightly, from what was observed in 2023, .36%.

In 2023, data was gathered primarily utilizing the Benchmark Analytics Information System. The Administrative Investigations Management, (AIM) system was utilized only to gather data relating to the number of complaint investigations involving officers for alleged use of force violations. Both of these systems were utilized from January through October of 2023. In November 2023, the department began using IAPro for the collection and analysis of data relating to response to resistance incidents and complaint investigations relating to alleged use of force violations. For the entirety of 2024, IAPro database was the sole source for the collection and analysis of data used for response to resistance incidents and complaint investigations relating to alleged use of force violations. The use of IAPro allows for easier access to more accurate information and for enhanced tracking of each response to resistance related incident while also assisting with the analysis of the data.

Regarding the use of less-lethal options, the department saw a slight increase in the use of some of these options from 2023 to 2024. More specifically, TASER usage increased from 63 incidents in 2023 to 81 incidents in 2024, however, in 2023, 3 of the incidents involved an animal. In 2024, there were no TASER incidents that involved animals. In 2024, TASERS were utilized in only 12% of all response to resistance related incidents. Of the incidents where a TASER was utilized in 2024, 62 were probe deployments and 19 included arc warnings. The TASER was reported to have been effective 49 times, ineffective 29 times, and limited effect 3 times. Ineffective deployments can be a result of several factors such as, one or both probes missing the target, bulky or loose clothing, minimal probe spread on the target, pain tolerance or individuals under the influence of certain controlled substances.

The use of chemical agents increased from 2023 to 2024. There were 15 incidents in 2023 involving chemical agents, compared to 20 incidents in 2024. Of the 20 incidents involving chemical agents in 2024, 3 utilized aerosol chemical agents and the remaining 17 involved the use of projectile chemical agents fired from a department issued pepper ball gun.

The Canine Unit responded to 3,873 calls for service and deployed their canines a total of 2,641 times in 2024. That is compared to 5,900 calls for service and 3,361 deployments in 2023 (a 34.4% decrease in calls for service as well as a 21.4% decrease in deployments). A canine can be deployed for numerous reasons including, but not limited to, building searches, odor work, community relations deployment, warrant services, tracking, burglaries and explosive sweeps. From the deployments in 2024, there were 39 apprehensions, in which 4 injuries resulted to the subject. That is compared to 2023 when there were 63 apprehensions which resulted in 4 subjects sustaining injuries.

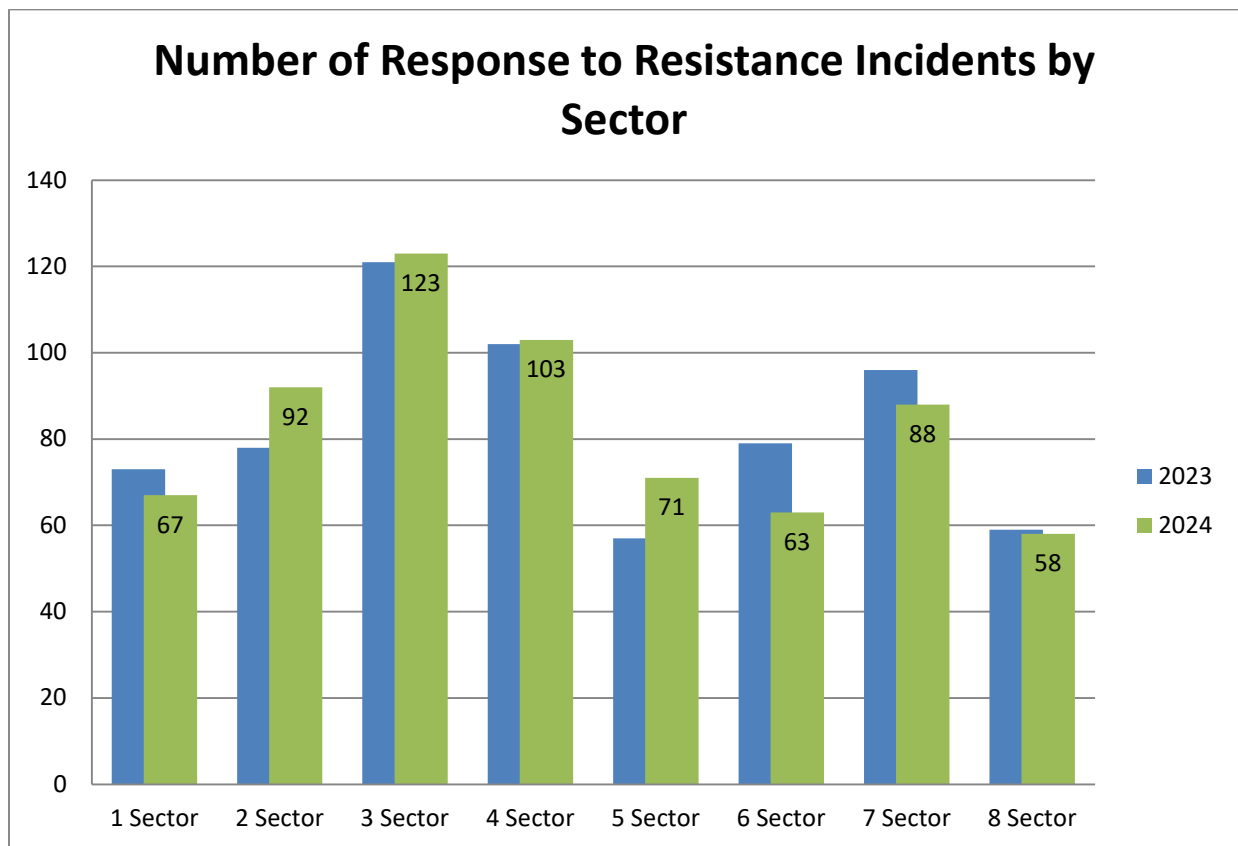
In 2024 the department saw an increase in the total number of officers injured. There were 69 officers injured in 2024, compared to 53 injured officers in 2023.

Lastly, in 2024, there were six incidents where officers used deadly force on a human. Four incidents occurred in 2023 where officers used deadly force on a human. These incidents will be reviewed later in this report. Of the 6 occurrences, two subjects were fatally wounded, one subject sustained non-life

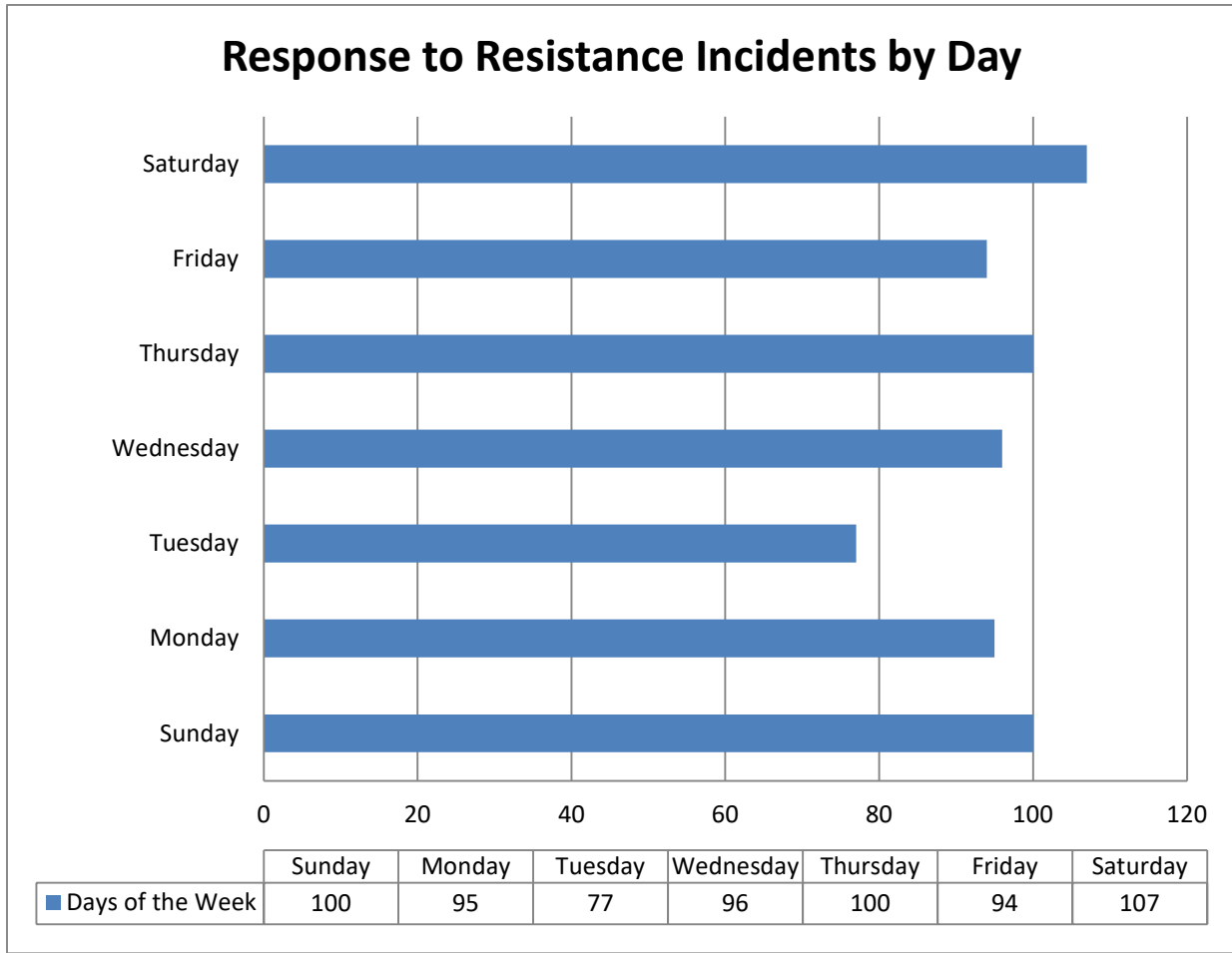
threatening injuries, and three subjects sustained no injuries. In 2024, no warning shots were fired by a Toledo Police Officer, as it is against policy.

Where Response to Resistance Incidents are Occurring

The following graph is a breakdown of incidents by sector for years 2023 and 2024. In 2024, sector 3 had the highest total response to resistance related incidents with 123, followed by sector 4 with 103. The sectors with the lowest totals in 2024 were sector 8 with 58 and sector 6 with 63. Overall sectors 1, 6, 7, and 8 saw a decrease in response to resistance related incidents from 2023 to 2024, while sectors 2, 3, 4, and 5 saw an increase. Both sectors 3 and 4 had high amounts of violent crime in 2024 which likely translates to an increase of incidents involving physical encounters between law enforcement officers and subjects. Offenses included in the violent crime category are Homicide, Aggravated Assault, Rape, Gross Sexual Imposition and Robbery. This data comes from the Ohio Incident-Based Reporting System (OIBRS). In 2024 there were 4 reported response to resistance incidents that were reported to have occurred at an outside jurisdiction. The outside jurisdictions included 2 incidents while assisting Washington Township Police officers, 1 incident taking place at a mental health facility in Maumee, and 1 incident at St. Charles Hospital in Oregon.

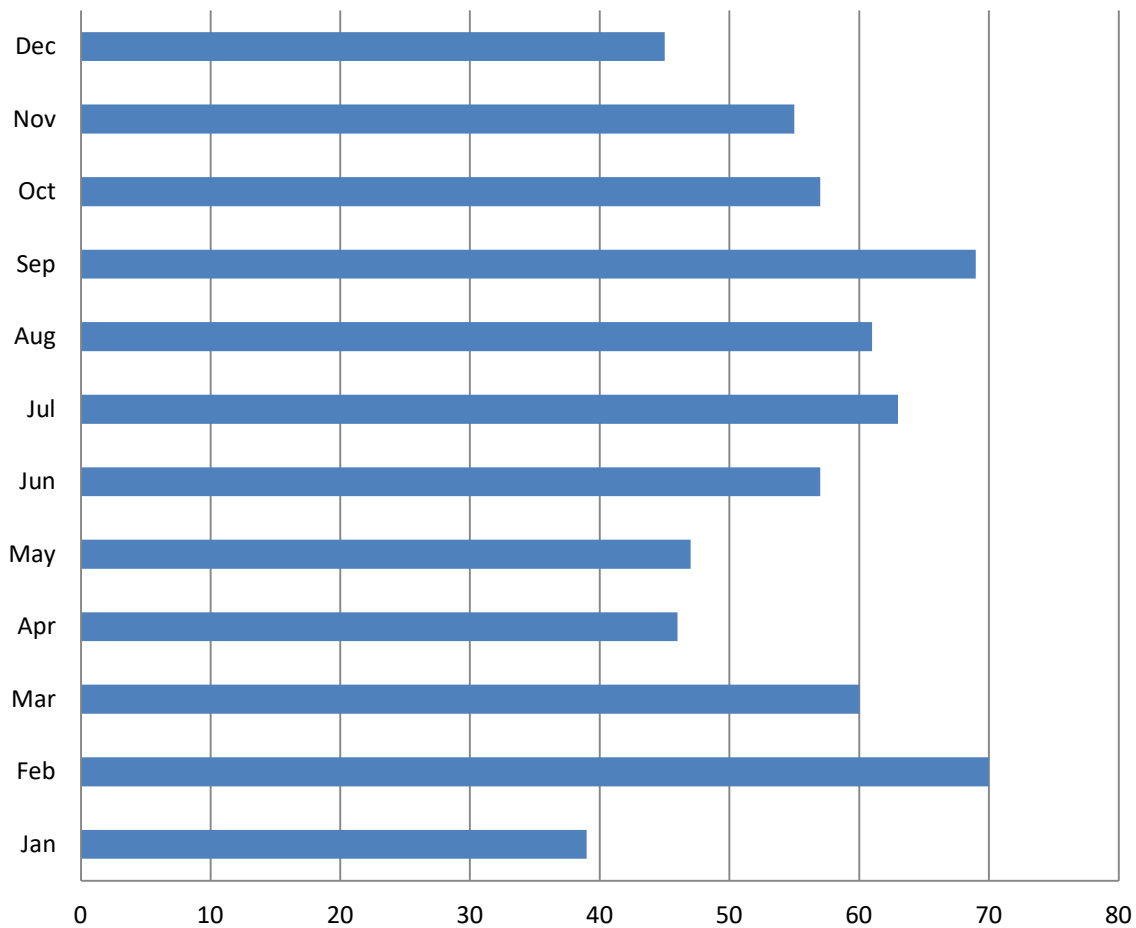


When Response to Resistance Incidents are Occurring



Response to Resistance related incidents had the highest rate of occurrence on Saturdays with 107, followed by Sundays and Thursdays, each with 100. In comparison, 2023 showed Saturdays and Sundays to have the highest rate of response to resistance related incidents with 111 on Saturdays and 110 on Sundays.

Response to Resistance Incidents by Month

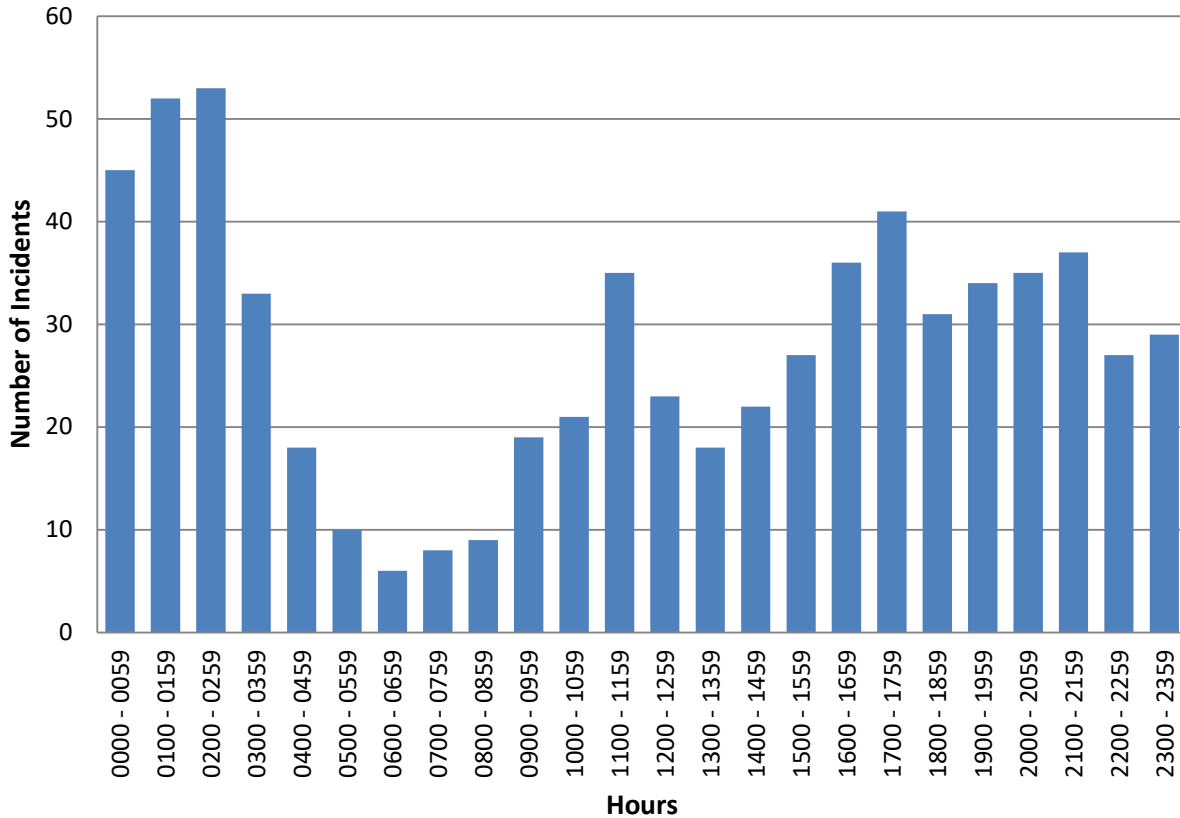


	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Series 1	39	70	60	46	47	57	63	61	69	57	55	45

The month of February represents the highest number of response to resistance related incidents with 70, followed by September with 69. January had the lowest amount with 39. For comparison, in 2023, July had the highest amount of response to resistance related incidents, 70. November had the lowest number in 2023, 42.

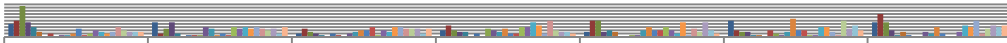
In 2024, the month of February saw the highest response to resistance related incidents with 70. This was an increase from 46 incidents in February 2023, 49 in February 2022, and 47 in February 2021. The month of February 2024, had the lowest number of calls for service in 2024. Generally, with a higher number of calls for service there will be a higher number of response to resistance related incidents due to the increase contact between citizens and law enforcement. Further data would have to be collected and research conducted to determine what may have contributed to the increase of response to resistance related incidents in February 2024.

Number of Reponse to Resistance Incidents by Hour



In 2024, 53 response to resistance related incidents occurred between 0200-0259 hours, making it the time period with the highest rate of response to resistance related incidents by hour. This is an increase from 34, in 2023, between 0200-0259 hours. The time periods with the lowest number of response to resistance related incidents occurred between 0600-0659 hours with 6 response to resistance related incidents and 0700-0759 hours with 8 response to resistance related incidents. The lowest time periods in 2023 were 1000-1059 and 1100-1159 with 11 response to resistance related incidents each. In 2024, between the hours of 0600-0659 hours, there were 6 response to resistance related incidents while 2023 had 41 response to resistance related incidents during that time frame. There were 8 response to resistance related incidents between 0700-0759 hours in 2024 and 29 response to related incidents in 2023 during the same time frame.

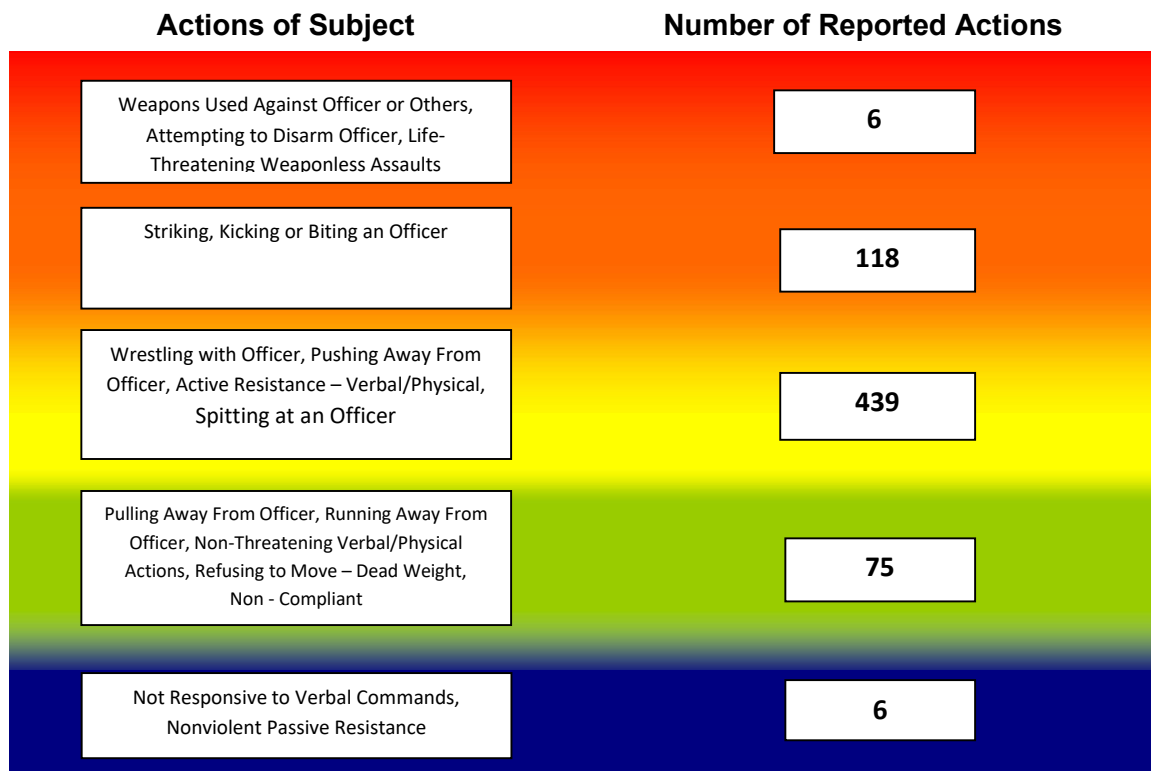
Response to Resistance Incidents by Day / Hour



	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
0000 - 0059	8	9	2	4	3	10	9
0100 - 0159	10	2	5	7	10	4	14
0200 - 0259	19	5	3	4	10	3	9
0300 - 0359	9	9	2	3	3	3	4
0400 - 0459	6	2	1	3	4	1	1
0500 - 0559	3	0	0	0	3	1	3
0600 - 0659	0	1	2	2	0	0	1
0700 - 0759	2	1	1	0	0	4	0
0800 - 0859	0	1	0	5	1	2	0
0900 - 0959	1	6	2	4	1	1	3
1000 - 1059	1	5	3	3	4	3	2
1100 - 1159	2	1	4	5	6	11	6
1200 - 1259	5	2	4	2	4	4	2
1300 - 1359	1	1	6	2	4	4	0
1400 - 1459	2	6	1	6	6	1	0
1500 - 1559	4	5	4	6	4	1	3
1600 - 1659	3	6	3	9	2	6	7
1700 - 1759	2	5	6	7	9	6	6
1800 - 1859	3	6	6	2	1	3	10
1900 - 1959	6	5	5	10	5	1	2
2000 - 2059	4	4	5	4	3	10	5
2100 - 2159	3	5	5	3	9	5	7
2200 - 2259	3	2	2	3	4	7	6
2300 - 2359	3	6	5	2	2	4	7

Sunday between 0200-0259 hours had the most response to resistance related incidents for a day/hour combination with 19. There were also several day/hour combinations when zero response to resistance related incidents occurred.

2024 Response to Resistance Graphic Analysis - Subject's Actions



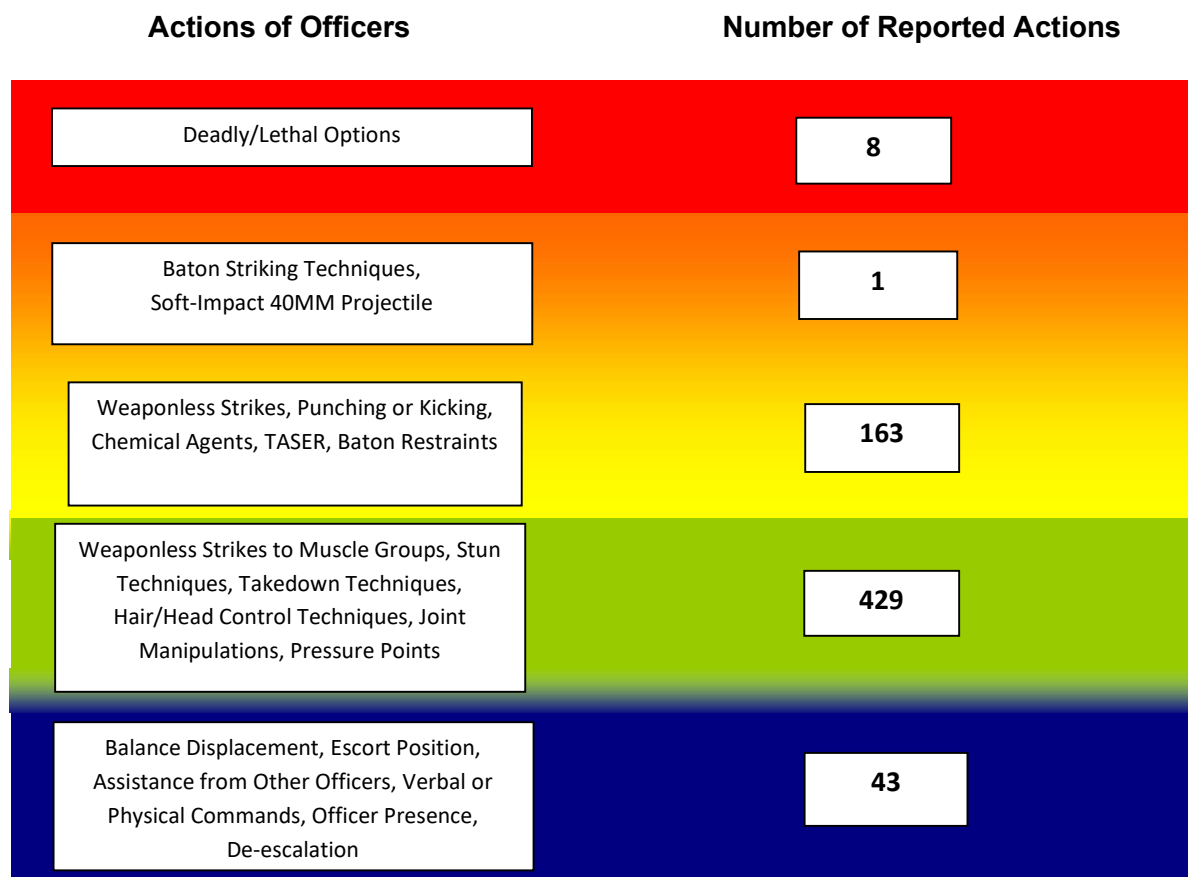
The 2024 Response to Resistance Graphic Analysis illustrates the different actions that subjects used to resist officers. As stated, there were a total of 644 incidents that required the use of force by officers. Of the 644 incidents, 29 incidents involved multiple subjects. Because of additional subjects on the same report, 29 more subjects can be added to the total. In 2024, 673 subjects were involved in a response to resistance related incident with a Toledo Police Officer. Actions of the subjects in the 673 incidents are categorized above. The categories demonstrate the threat levels from the highest (red) to the lowest (blue). Each incident involved numerous actions. Only the highest classified action by the subject from each incident is listed in the above chart. The subject's actions can range from not responding to an officer's verbal commands to using weapons against the officer. The majority of subject actions were categorized as follows:

- Wrestling with Officer
- Pushing Away from Officer
- Active Resistance – Verbal / Physical
- Spitting at an Officer.

In addition to the actions above, there were 118 cases where the subject's actions were categorized as striking, kicking, or biting an officer. In 6 cases the subject used weapons against an officer or others, attempted to disarm the officer, or there was a life-threatening weaponless assault on the officer. This number decreased from 2023, which had 14 incidents. There were 49 response to resistance related incidents when the subject was armed with some type of weapon. This number is down from 2023, which totaled 54 incidents in which the response to resistance related incidents when the subject was armed with some type of weapon. Most often the weapon was a gun, 12 incidents, or an edged weapon, 7 incidents. The subject did not necessarily attempt to use that weapon against the officer but was in

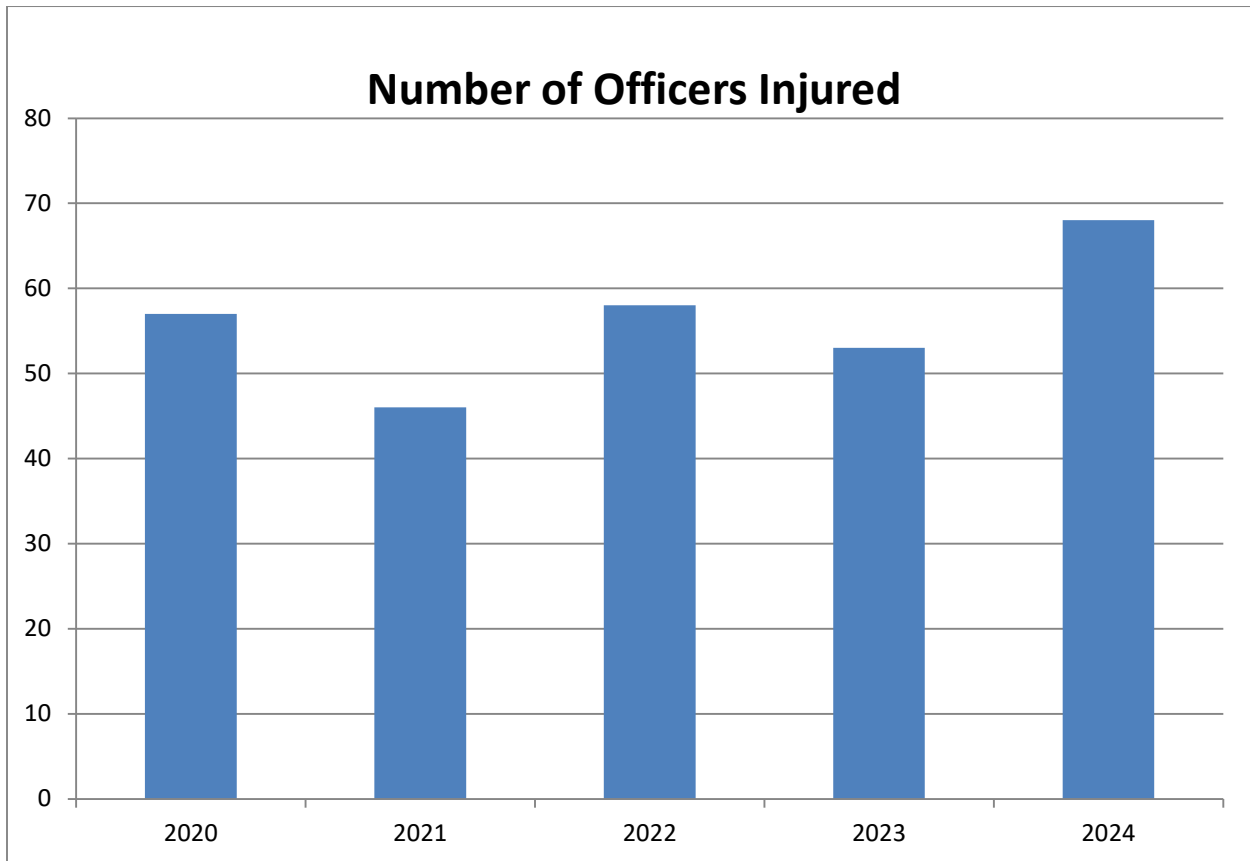
possession of the weapons, displayed the weapon, or threatened to use the weapon against an officer or other person. The remaining incidents involved impact weapons such as a glass bottle, wooden handle, bat, or stick.

2024 Response to Resistance Graphic Analysis - Officer's Actions



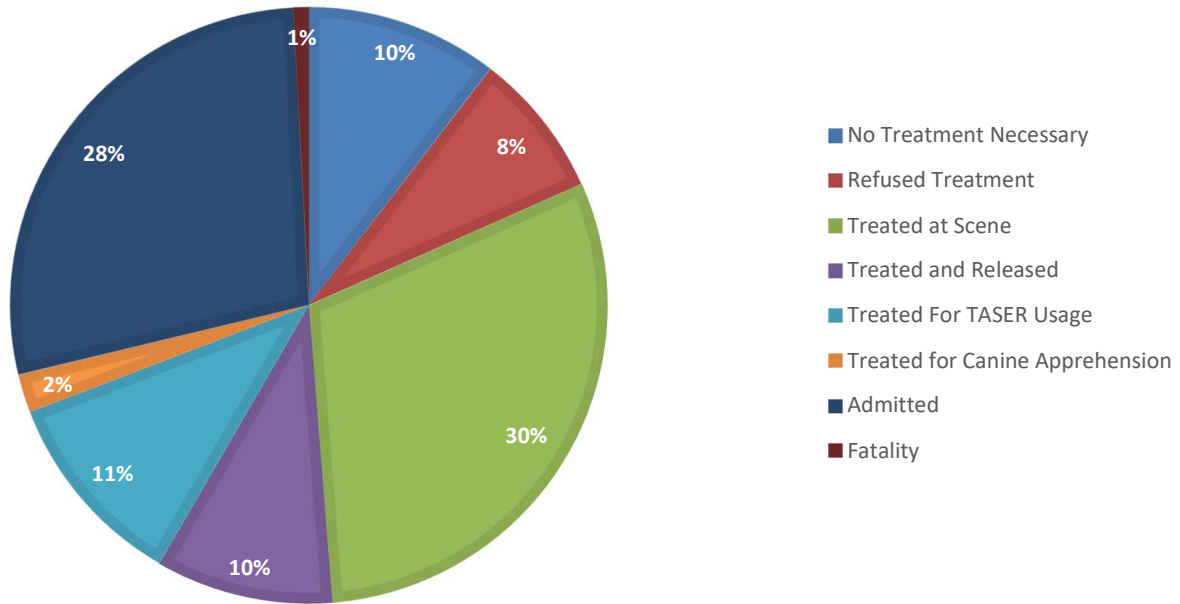
The above chart illustrates the different physical control techniques officers reported using in response to a subject's actions in the same 644 incidents. The response to resistance related incidents categorized above range from the highest level of physical control (red) to lowest (blue). The officers' actions are usually numerous, starting with officer presence and escalating as needed. Data from the submitted response to resistance reports demonstrates that the majority of responses involved some type of physical contact by officers. Of those, officer actions from the green category were utilized most often. As previously stated, this chart only reflects the highest level of action an officer utilized with a subject. More than one officer could potentially be involved in each incident that results in a response to resistance incident. Of the 673 subjects involved in response to resistance related incidents, 232 or 34% of the subjects were suspected of using alcohol or drugs.

Officer and Subject Injuries



In 2024, there were 68 officers who reported injuries as a result of a response to resistance related incident. That figure is up from 53 officers in 2023. This is highest number of officers that have reported injuries in the past 5 years. The 68 officer reported injuries in 2024 is above the five year average of 56. Of the 68 officers that reported injuries, 3 were of a serious nature. The three serious injuries resulted in the officers being removed from duty for a period of time, then transitioning to a light duty assignment until fully recovered. The remaining 65 were relatively minor injuries where the officer was treated and released from a medical facility, treated at the scene, or required no treatment.

NUMBER OF SUBJECTS INJURED



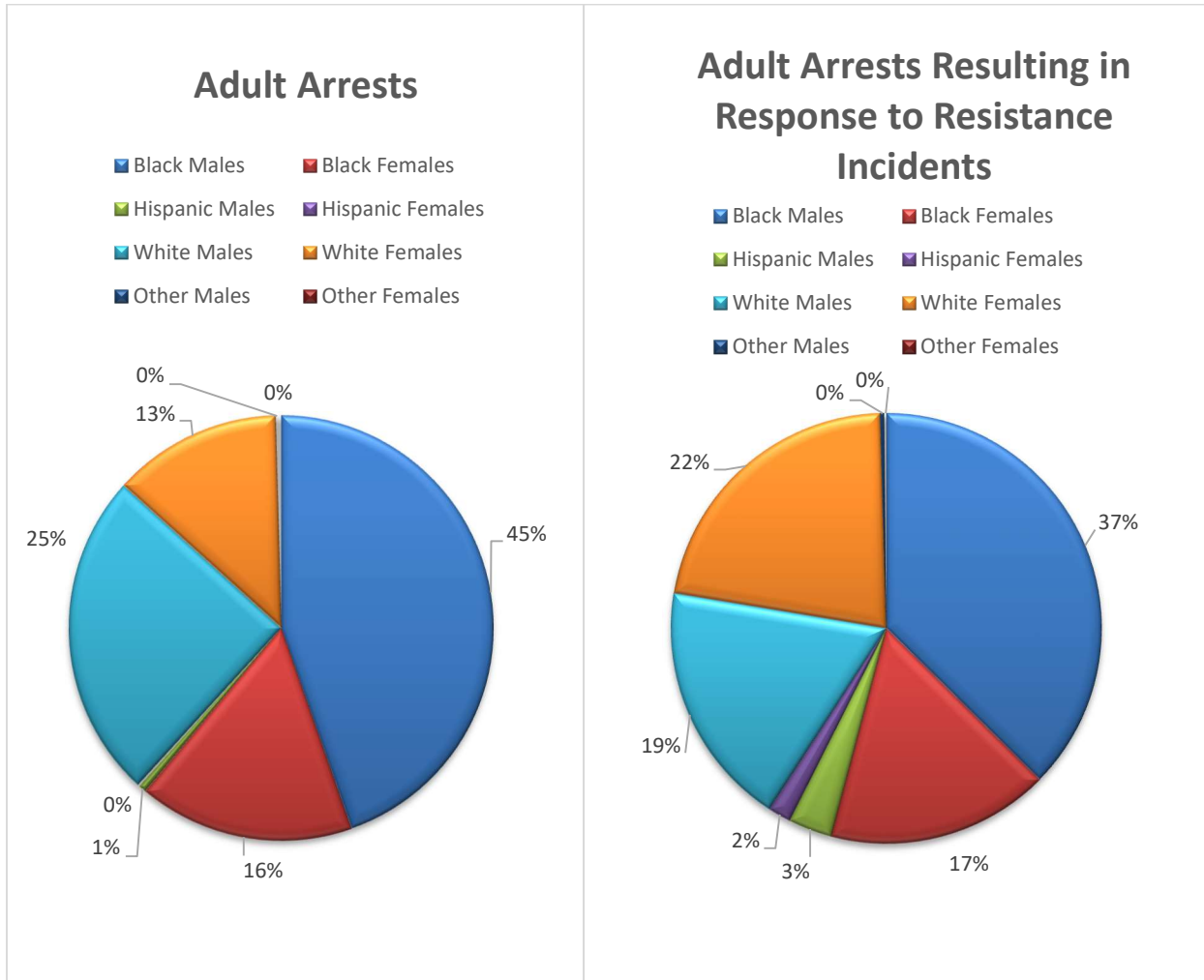
Of the 673 subjects involved in a response to resistance related incident, 12% of the subjects were injured during the incident. Subjects who claimed to be injured totaled 7%. Subjects injured prior to the officer’s intervention was 10%. Subjects who sustained self-inflicted injuries totaled 2%. Self-inflicted injuries include suicide attempts or ingesting drugs. Also included in the category of “Injured Prior to Officer Intervention” were those individuals hospitalized for psychiatric reasons.

Some of the injured did not require medical treatment, 25 individuals or 10%. A number of the subjects refused treatment, 19 or 8%. Another 73 subjects, 30% were treated at the scene by Toledo Fire and Rescue. A number of subjects were treated and released from a medical facility, 23 or 10%. The number of subjects treated for Taser exposure tallied 26 or 11%. There were 5 subjects, 2% that received medical treatment for injuries sustained after a canine deployment. A total of 67 subjects were admitted to a medical facility, 28%. In the majority of these incidents the subjects were admitted to the hospital for observational purposes only, and often due to some non-injury related circumstance such as extreme intoxication or impairment from ingesting an illicit substance. There were six officer involved shootings in 2024, two that resulted in a fatalities. These will be summarized later in this report.

It should be noted that some subjects can potentially account for more than one injury category, as in the case where a subject is injured prior to officer intervention and during the incident or where the subject is injured prior to officer intervention and the injury was self-inflicted. Likewise, some subjects can potentially account for more than one treatment category, as in the case where the officer documented that the subject was treated at the scene and then admitted to a medical facility This is evident in the difference between the number subjects injured or who claimed to be injured adding up to 278 and the number of treatment categories adding up to 356.

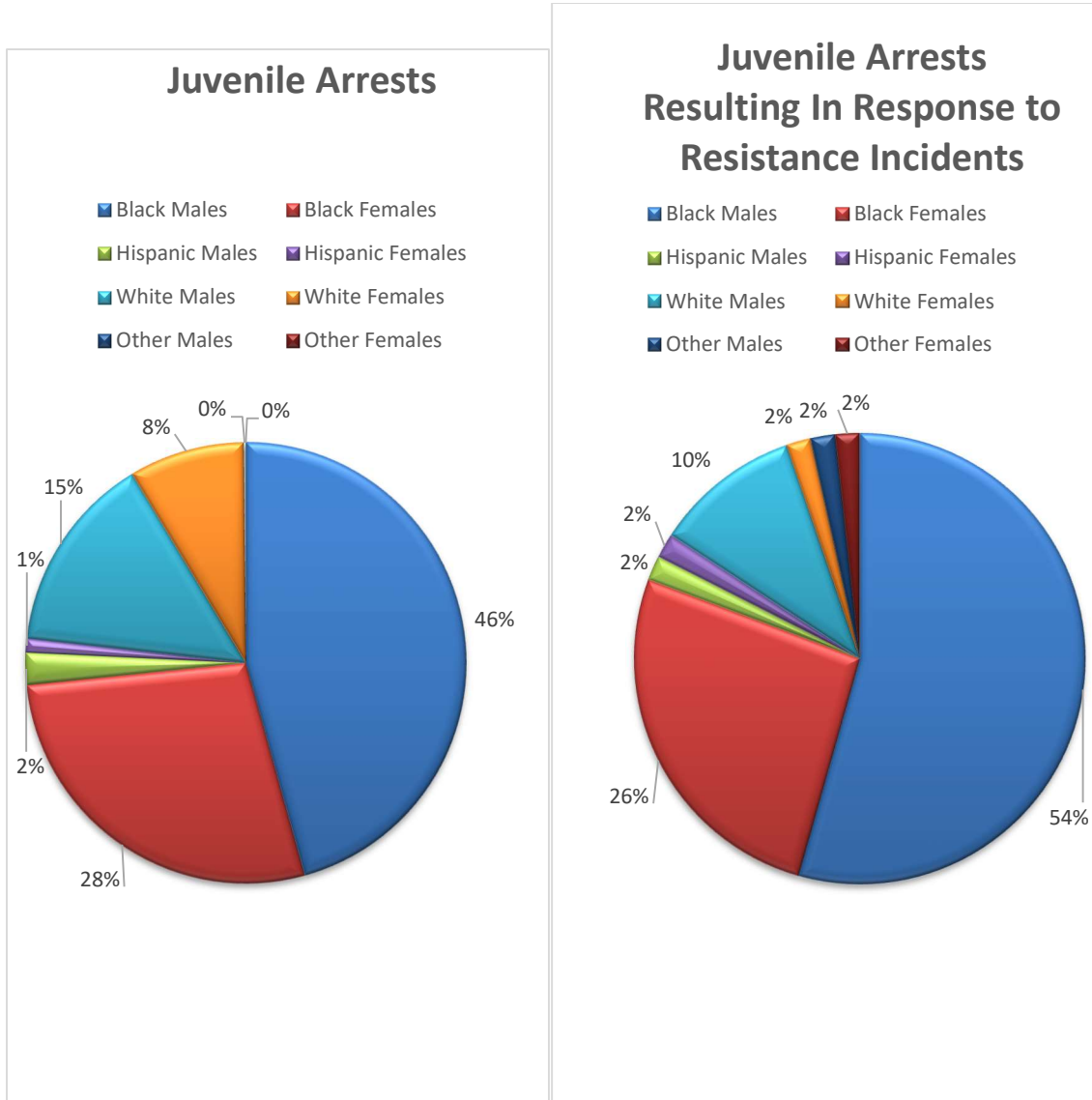
ARREST TOTALS ADULTS

There were 12,378 adults who were arrested in 2024 by a Toledo Police Officer. This number is down approximately 7% from 2023 with 13,272 adult arrests. Those numbers are broken down below by race and gender. Not all response to resistance related incidents end in arrest. Some incidents involve subjects who are admitted to a hospital due to various reasons as well as situations that involve subjects who had warrants issued in lieu of arrest at the time of the incident.

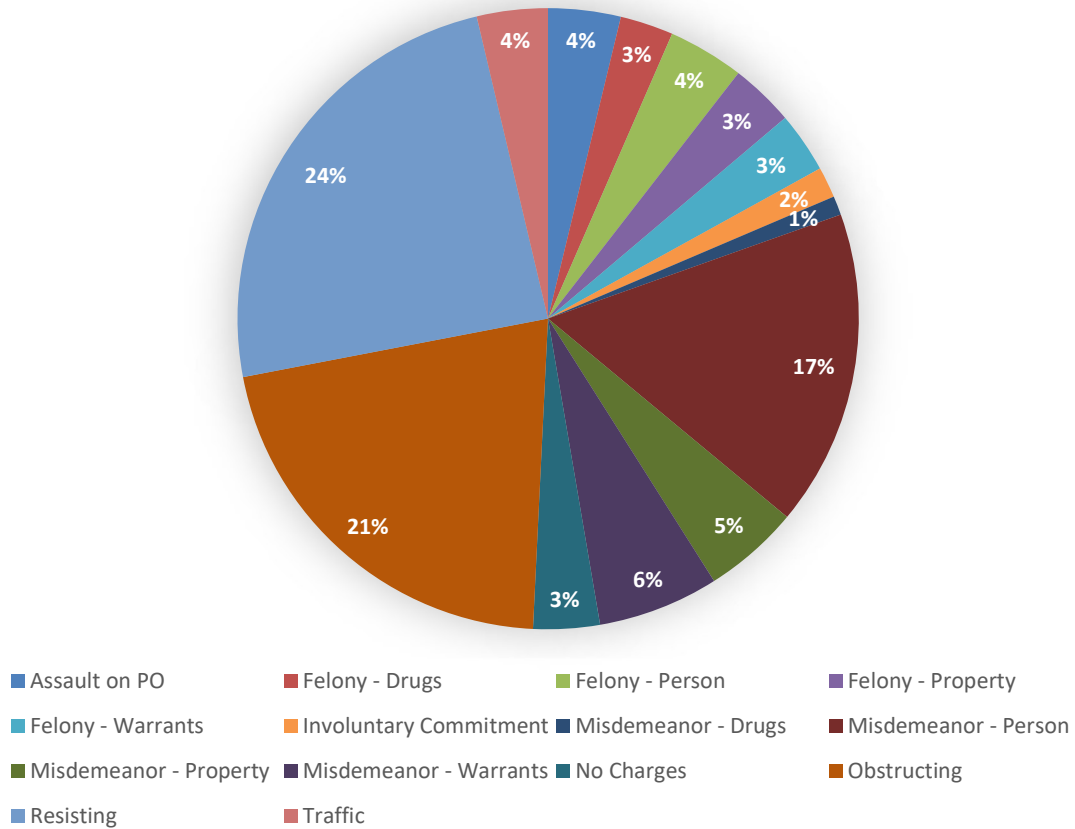


ARREST TOTALS JUVENILES

There were a total of 1,126 juveniles who were arrested by a Toledo Police officer in 2024. This number is down approximately 14% from 2023 which had 1,290 juveniles arrested. From those incidents, 81, or roughly 7% required some sort of action by the police that resulted in the completion of a Response to Resistance report. Those numbers are broken down below by race and gender. As previously explained, not all incidents end in the subject being charged with a crime.



CHARGES ASSOCIATED WITH RESPONSE TO RESISTANCE INCIDENTS



The above chart displays the crime category that each subject involved in a response to resistance related incident was charged with. Not all crimes are accounted for and some subjects had multiple charges. Resisting is the highest category with 24% of the total. The next highest category is obstructing with 21%. Misdemeanor - Person represents 17%, Misdemeanor - Warrants charges represents 6%, Misdemeanor - Property crimes account for 5%, and Felony – Person make up 4%. Data provided by the Toledo Police Criminal Intelligence Section shows that 6,148 total tracked crimes occurred in 2024 (this includes Homicides, Shootings, Robberies, Burglaries, Auto Thefts, and Thefts from a Motor Vehicle). This is a 14% decrease from 2023 which had 7,153 total tracked crimes.

2024 Review of Response to Resistance Incidents

Below is a summary of response to resistance related incidents from 2024 that involved officers using deadly force against a subject.

RB#003812-24 – On January 01, 2024, at approximately 15:54 hours, officers attempted to conduct a traffic stop on a suspect who was believed to be armed and prohibited from possessing a firearm. The suspect momentarily stopped, at which time an assault rifle was observed in his vehicle. The suspect drove away from officers and a vehicle pursuit ensued. The suspect crashed his vehicle and fled on foot with the assault rifle. Officers pursued the suspect on foot, at which time the suspect pointed the rifle at an officer. An officer fired his department issued handgun at the suspect. The suspect was not struck and continued to run from officers. Officers caught the suspect a short time later. The suspect was not injured.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

RB#001719-24 - On January 14, 2024, at approximately 14:58 hours, SWAT officers conducted a felony stop on a suspect, who was wanted for murder. The suspect briefly stopped, but when officers began to give him commands, he fled in his vehicle. After a brief pursuit, the suspect turned onto Avondale from Byrne, slowing as if he was going to stop, and pointed a handgun out of the driver's window. The officer who was driving the patrol vehicle, called out "Gun!" Due to the extreme circumstances, the passenger officer, fired one round from his rifle through the patrol vehicle's windshield and into the rear window of the suspect vehicle. Both vehicles were moving slowly, at the time, approximately 9-13 mph. The suspect quickly accelerated and turned the corner onto an adjoining roadway, where he immediately exited the vehicle and pointed a handgun at officers. Officers had stopped their vehicle behind the suspects' vehicle. Officers fired multiple rounds from their department issued handguns and rifles. As the suspect pointed his weapon at officers, an officer tactically positioned his vehicle behind the primary units patrol vehicle and fired multiple rounds from his department issued rifle. As the other officers were firing at the suspect, the suspect fell to the ground once and got back up while still pointing his handgun at officers. The suspect then fell on his stomach while still pointing his handgun at officers. Officers provided aid to Alderman; however, he was pronounced deceased at the scene.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

RB#014305-24 – On April 16, 2024, at approximately 11:22 hours, officers were working with the U.S. Marshals Violent Fugitive Task Force, conducting surveillance on a home of a wanted suspect. Officers knocked on the front door and made contact with an occupant, the mother of the male suspect. The mother stated that the wanted suspect was inside the home, in his bedroom. An officer advised the mother that they had a warrant for her son. The mother allowed officers to enter her home. The mother was asked if her son had access to any weapon, to which she stated he did. Officers observed the suspect hiding behind his bedroom door with just his

head visible. Officers directed the suspect to exit his bedroom; however, the suspect refused to exit. As officers attempted to get the suspect to exit the bedroom, an officer observed a machete scabbard hanging on his bedroom door. Believing the suspect could be armed with a machete, officers forced open the bedroom door, causing the suspect to move back several feet. As officers moved forward into the bedroom, the suspect brandished a revolver and pointed it at an officer. Upon seeing the revolver pointed at him, the officer fired several rounds, from his department issued handgun, as the suspect pushed the bedroom door shut. The suspect was struck by one round. The suspect fell to the ground and was directed by officers to show his hands. The suspect refused to comply. An officer deployed his taser at the suspect with little effect. An officer reported that as they were standing outside, the suspect fired multiple shots towards him. The suspect could be heard moving about in the bedroom and he was observed holding a gun in one hand and a hunting arrow in his other hand. An officer proceeded to move back, away from the bedroom and as they were moving back the suspect opened the bedroom door. An officer fired his department issued handgun through the door and struck the suspect. The suspect could be heard screaming "put me down." Officers directed the suspect to open the door. The suspect stated that there was too much stuff in front of him to move and his leg was broken. Officers were able to make entry into the suspect's bedroom, place him into custody, and begin life-saving measures. The suspect was transported to the hospital.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

RB#014416-24 – On April 17, 2024, at approximately 08:58 hours, SWAT officers were requested at a scene for a barricaded suspect. When SWAT officers arrived the subject was barricaded in the attic of the home with several children. The suspect had attempted to stab an officer when an officer fired his department issued handgun at the suspect. The suspect retreated to the attic with several children. Swat officers were given details of the incident and the decision was made to breach the attic door and make entry into the attic. Upon breaching the attic door, the suspect was observed making an advance on the children, in a threatening manner, with a sharp object. An officer discharged his department issued pistol, several times, at the subject. Officers carried the suspect from the attic and took her to the first floor where aid was rendered and medical was requested. The subject was transported to the hospital where she was pronounced deceased.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

RB#02174-24 – On June 19, 2024, at approximately 14:20 hours, an officer responded to an incident involving a person reportedly waving a gun and threatening people. Upon the officer arriving on scene, the suspect fled on foot and the officer pursued him, on foot. The officer gave the suspect several commands to drop the firearm. The suspect refused and continued running. As the suspect was running away, he pointed the gun at the officer. The officer fired his department issued handgun at the suspect. The suspect fired his handgun at the officer and continued running away. The suspect was later found lying on the ground behind a home. The suspect was uninjured.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

RB#046311-24 – On November 17, 2024, at approximately 02:20 hours, an officer was monitoring the area around outside a bar, after responding to an earlier shots fired call the location. The officer observed a suspicious vehicle circling the area. The suspicious vehicle parked, partially out of the officer's view. A short time later, the officer heard multiple gun shots. The officer drove his patrol vehicle to the bar and upon arriving he observed the suspect shooting a rifle at the bar. The officer fired his department issued handgun, at the suspect. The suspect ran back to the suspicious vehicle and fled the scene. The suspect was apprehended by officers a short time later, uninjured.

After an internal review by the firearms review board, the officers' actions were determined to be within agency policy and it does not appear that a change in policy or training would have produced a different outcome. The incident was presented to the Lucas County Grand Jury and no indictment or criminal charges were filed.

Unnecessary Use of Physical Control Techniques

In 2024, there were 6 complaints filed with the Internal Affairs Section against an officer (or officers) for unnecessary use of physical control techniques. This number remained the same from 2023, which also had 6. The total for 2024 accounts for 1 complaint that originated from a citizen and 5 complaints that originated administratively from supervisory review of the incidents.

The first incident, initiated administratively, involved an officer who arrested a suspect for criminal trespass, due to non-compliance of the youth supervision policy at Franklin Park Mall. The suspect was non-compliant during and immediately after being handcuffed. The suspect was repeatedly directed to sit down but refused. An officer struck the suspect in the midsection in order to get him to sit down.

After a thorough investigation of the allegation, the complaint was sustained and the officer received a formal counseling.

The second incident, initiated administratively, involved a canine officer who released his canine on a subject who was stopped for driving a suspected stolen vehicle. During the course of the traffic stop, the subject was non-compliant with the officers repeated orders to shut of his vehicle and exit. After the subject exited his vehicle, he continued to refuse to abide by the officers repeated orders to face away and step backwards towards the officer. Instead of complying with the orders, the subject faced the officer and held his cellphone in his hand. The subject was repeatedly ordered to lie on the ground, to which he refused. The canine officer advised the subject that if he did not comply with the orders the canine would be used. The subject continued to refuse to comply and the canine officer released his canine. The subject was apprehended and taken to the ground. The subject was taken into custody.

After a thorough investigation of the allegation, the officer was exonerated on the complaint of Unnecessary Use of Physical Control Technique. A finding of sustained resulted from a complaint of failing to verify records. The officer received a verbal reprimand for the sustained complaint.

The third incident, initiated administratively, involved an officer who responded to a report of an unwanted person. The subject was found to have a Larceny warrant. When the officer attempted to take him into custody, the subject did not comply and began actively resisting his arrest and pulling his arms away from the officer. An officer continued to give the subject orders to turn around but the subject ran from the officer and the officer pursued him. The officer repeatedly told the subject that he would be tased. As the subject was running away, he slowed down and abruptly turned around to face the officer, at which time the officer deployed his taser. The taser was ineffective and the subject continued running. As the subject was running, he looked back at the officer a second time and the officer deployed his taser. The subject fell to the ground. The officer immediately rendered medical aid and the subject was transported to Toledo Hospital.

After a thorough investigation of the allegation, the complaint was exonerated.

The fourth incident, initiated by a citizen, involved a suspect who failed to immediately stop his vehicle when an officer activated his patrol vehicles overhead emergency lights and siren to stop the suspect's vehicle. A short vehicle pursuit ensued and ended when the subject stopped his vehicle behind a home. The officer directed the subject to exit the vehicle. The suspect complied. While conducting a pat down of the driver, a second unknown suspect approached the subject's vehicle and leaned into the vehicle's passenger window. The officer ordered the second suspect to get out of the vehicle. The second suspect refused to comply, leaned in further into the vehicle, and removed the keys from the ignition. The second suspect then began to walk away from the vehicle. The officer directed the second suspect to come over to him. The suspect refused to comply. The second suspect continued to walk towards the home, at which time the officer pursued him and conducted a takedown. The second suspect resisted and the officer utilized several strikes as he attempted to gain control of the second suspect and take him into custody. The second suspect was eventually taken into custody.

After a thorough investigation of the allegation, the complaint was exonerated.

The fifth incident, initiated administratively, involved the use of force against a subject who was driving his vehicle when he was stopped by officers. During the course of the traffic stop, officers repeatedly directed the driver to put his hands outside of his window and he failed to do so. An officer grabbed the driver's hands in an attempt to take control of the driver. The driver resisted by pulling his hands away from the officer and causing the officer to be pulled in closer to the vehicle. An officer assisted by attempting to gain control of the driver's hands. During the course of the driver resisting, the driver pressed down on the vehicles gas pedal causing the engine to rev up; however, the vehicle was in park. Fearing the driver was going to flee in the vehicle, an officer struck the driver multiple times, in the head, with a closed fist. The driver continued to resist officers. Additional officers assisted with taking the driver into custody after they were able to unlock the vehicle and escort the driver from the vehicle. The driver sustained a minor cut to his lip that did not require treatment.

After a thorough investigation of the allegation, the complaint was exonerated.

The sixth incident, initiated administratively, involved an officer and the use of force against a suspect who was arrested after being dispatched to a check safety call. The suspect was arrested and had been denied booking into the Lucas County Jail due to a self-inflicted injury. While in custody the suspect removed her handcuffs and officers removed the suspect from the patrol vehicle to reapply her handcuffs. During the reapplication of the handcuffs, the suspect reached for the officers weapon, threatened to bite officers, attempted to bite officers, and spit on them. Once the suspect was handcuffed an officer grabbed

the suspect by the back of her hair/shirt and pushed her face into the patrol vehicle seat to stop her assaultive behavior.

After a thorough investigation of the allegation, the complaint was sustained and the officer received a written reprimand.

The meaning of the findings are listed below:

- **SUSTAINED** – The investigation established sufficient evidence to clearly show that the wrongful act alleged in the complaint did occur.
- **SUSTAINED NO PENALTY** – The investigation established sufficient evidence to clearly show that the act alleged in the complaint did occur. However, the chief of police, at his/her sole discretion based on mitigating circumstances, has decided not to issue discipline.
- **NON-SUSTAINED** – The investigation was unable to find sufficient evidence to prove or disprove the allegation of a wrongful act made in the complaint.
- **EXONERATED** – The act described in the complaint did occur however, the investigation revealed the act was lawful and in accordance with established department policy and procedures.
- **UNFOUNDED** – The investigation proved conclusively that the alleged act did not occur and/or the accused officer did not commit the act or there is no credible evidence to support the complaint.
- **INSUFFICIENT EVIDENCE** -- The Chief of Police has determined that an investigation is unable to proceed due to lack of cooperation on the part of the complainant, or an inability to contact the complainant.

Conclusions

Police officers regularly encounter individuals at their worst, and often during times of great stress and conflict. The emotions of a subject can be extremely elevated, they may have mental or psychological disabilities, be under the influence of alcohol and drugs or a combination of all these factors. Regardless of the reason, circumstances such as these can impair judgement and decision making, resulting in poor choices being made or making poor choices out of desperation. This is not to say that every subject encountered by a police officer who is distraught or impaired will physically resist but the potential is there and it does happen even when the individual appears normal and exhibits no outward signs to indicate that they will resist. Officers are frequently faced with entering a dangerous situation, sometimes with little or no information and often have little or no time to assess that situation. Officers are called on to make split second decisions, all while taking into account the safety of the subject, the community and themselves. There are built in disadvantages to officers when dealing with a subject that chooses to resist. First, the officer's response is reactionary to the actions of the subject. Second, the subject, unlike the officer has no rules or guidelines to follow. They can use whatever means or method they see fit to accomplish their goal. Despite the difficult circumstances and disadvantages that officers deal with, after analysis of the previously presented data, one factor remains clear and consistent. Toledo Police officers are by and large administering response to resistance techniques appropriately, based on each situation. When considering the "Subject vs. Officer" actions, this data is presented with the purpose of determining as closely as possible how an officer responds to a subject's actions. As was previously discussed, each incident is broken down into the highest action level the subject displayed, compared to the highest action level the officer displayed (the total amount of officer actions will always be higher since multiple officers could have been involved in each incident).

When you compare the overall numbers (as displayed in the Response to Resistance Graphic Analysis for each group), one can see that Toledo Police officers are generally responding with less force than they are permitted to use, based on the subject's actions. This can be illustrated by observing that in 2024, the highest level of physical actions for subjects, 439, comes from the "yellow" level. Included in these actions are the following: Wrestling with an officer, pushing away from an officer, active resistance (both verbal and physical), and spitting at an officer.

On the surface, it would be safe to assume that the highest level of response to the subject's physical actions would also be "yellow" for officers. What is remarkable, is that the officer's highest level of response to these actions, 429, came from the "green" level, one level below yellow. Simply put, it appears that even though officers are justified to respond with the same level that the subject is in, they are predominately engaging the subject with a lower level of force.

A reason for this can be due to the way Toledo Police officers are trained, which is discussed further in the recommendations section and how our Response to Resistance policy directs officer actions. Department Manual policy 103.2 - *Response to Resistance* states that "At times, an officer may be justified in moving to a higher or lower response than recommended on the continuum. Just as officers must be prepared to respond to rising levels of action(s) by the subject, they must likewise be prepared to promptly de-escalate their response when appropriate. The Response to Resistance Continuum is not a rigid, inflexible guide. It provides for ranges of reasonable officer responses, and allows for the unique circumstances of each incident. The decision to move to a higher or lower level on the continuum shall be based on the totality of the circumstances."

Finally, it is interesting to note that 73% of officer's actions came from the "blue" and "green" levels, the two lowest levels, while 87% of the subject's actions came from the "yellow", "orange" and "red" levels, the three highest levels. Based on the information presented above, it is evident that Toledo Police officers are doing an exceptional job of assessing the level of resistance that is presented to them and applying an appropriate level of response to effect the arrest.

The department tracks when an officer perceives that a subject is experiencing "suspected mental health issues," or if the subject self-reports "mental health issues." Of the 644 response to resistance related incidents in 2024, 127 subjects or 20% were suspected to have mental health issues. That is a significant number and it is crucial that Toledo Police officers are continually prepared to deal with individuals experiencing a mental health crisis.

The Toledo Police Department has taken the appropriate steps to ensure that officers are capable of handling encounters with those experiencing mental health issues, appropriately. CALEA standard 41.2.7 - *Mental Health Issues* requires there to be "documented entry level training of agency personnel" as well as "documented annual refresher training." The entry level training is accomplished in the Toledo Police Academy when the academy cadets go through their initial training. Sworn personnel also received their annual mental health training during 2024 in-service training.

In addition, 232 officers on the department are also trained Crisis Intervention Team (CIT) Officers. CIT is a group of officers who have received specialized training in dealing with mentally ill individuals. Once their training is complete, they are available to respond as specialist to incidents involving the mentally ill. This is a crucial component of the department since these specially trained officers are well equipped to handle situations that may not be criminal or unlawful in nature, but do pose a risk to the community if not addressed. It is highly recommended that the department continue to follow the guidelines

established by CALEA while also continuing to bolster its Crisis Intervention Team. By doing so, the department prioritizing safely and effectively aiding individuals experiencing a mental health crisis.

The Toledo Police Department has a number of policies and procedures in place to assist officers who deal with mentally ill individuals. These policies have been an excellent guide for officers, giving them direction on such topics as recognizing characteristics of mental illness, approaching and interacting with people who have mental illness, hospitalization of people with mental illness, and transporting people with mental illness, to name a few.

Recommendations

It is recommended that the department focus on and continue to prioritize four specific areas that directly relate to and influence response to resistance outcomes. The first area is training. Providing officers with timely, updated, worthwhile and innovative training is a must and improves an officers' proficiency no matter the task. A well trained officer is better equipped and more successful when implementing what he or she has learned. The department provides yearly training on the use of force policy, lethal weapons, Taser, mental illness and agency wellness. Biennial training is provided for ethics, subject control and less than lethal weapons. Each of these areas encompass overlapping elements across a wide spectrum of techniques ranging from verbal communication and de-escalation to lethal force.

The second specific area is supervision. Proper, continuous and competent supervision actually begins with the patrol officers themselves. Being aware of one's own strengths and weaknesses, and those of your immediate peers allows for self-reflection, critique and improvement in an instant, rather than when reviewed later by a supervisor. The task of supervision then moves to the sergeant, the first line supervisor, and eventually up the chain of command. Thorough review of response to resistance related incidents by ascending levels of supervisors provides for a check and balance effect. It also allows the opportunity for each incident to be examined from various perspectives. Feedback can be provided to acknowledge and reward the proper handling of a situation, provide an opportunity for further training or clarification, or to address a potential problem. This practice is being accomplished. Of the six complaints involving unnecessary use physical control techniques, five complaints were initiated internally as a result of supervisory review, while only one complaint was initiated by a citizen. Regardless of the origin of the complaint, appropriate action was taken when deemed necessary. While this practice is being accomplished, it needs to continue as it is essential to maintaining effective policing and building community respect and trust.

The third specific area is the department's Early Intervention System. This system is a component of the department's new data management system, IAPro. It has the ability to track numerous specific data points relating to each individual officer's actions or behaviors. It then alerts to potentially negative patterns and trends before they become a larger problematic issue. This allows the department to take proactive steps to develop a course of action that actively involves the officer and various supervisors to get the officer back on track.

The fourth specific area is agency wellness. The Toledo Police Department provides the opportunity for all sworn and civilian personnel of the Toledo Police Department to receive emotional and tangible support at a time when personal or professional difficulties may interfere with work, family, or daily life. Stress associated with the law enforcement profession may impact the health, well-being and job performance of all involved individuals. In order to help department personnel deal with such stressors, the department created the Wellness Unit in October of 2021. The Wellness Unit promotes mental, physical and emotional wellness of sworn members of the Toledo Police Department. This is accomplished

by encouraging officers to engage in positive physical and emotional practices that will lead to increased job satisfaction and productivity. The program is dedicated solely to the well-being of Toledo Police Department personnel. The Wellness Unit provides department personnel with professional, objective and non-judgmental resources. Through the Wellness Unit, both the Critical Incident Stress Management (CISM) Team and a Peer Support Team are administered. Through privileged confidentiality, these teams are available to assist employees and their families with individual and family support for both critical incidents and daily stressors. As the Wellness Unit continues to evolve and expand, it affords officers a greater opportunity to utilize resources that are offered to achieve the goal of overall agency wellness. An example of this is the fitness incentive tiered (FIT) program which began in 2022 and rewards officers for maintaining physical fitness.

While the decision of a subject to resist an officer cannot be controlled by the officer, continuing to focus, prioritize and enhance these four areas will benefit the department. This ambition should prove beneficial when considering response to resistance incidents. The goal is to reduce the overall number of incidents themselves, the level of force required by the officer, and to reduce the number and severity of injuries to the subjects and officers alike.