

TOLEDO POLICE DEPARTMENT



Photo by Scott Grau

Bias Free Policing Administrative Review 2025

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Bias Free Policing Administrative Review

Introduction

It is the policy of the Toledo Police Department that all services be delivered impartially, respectfully, and without bias, in a manner that promotes community engagement, trust, and public confidence. The Department strictly prohibits bias-based profiling and employs comprehensive management and oversight measures to ensure such practices do not occur. Bias-based profiling is defined as the stopping, questioning, detention, arrest, or other disparate treatment of an individual based solely on race, ethnicity, national origin, age, gender, gender identity or expression, sexual orientation, disability, religion, economic status, cultural affiliation, limited English proficiency, or any other identifiable characteristic.

Law enforcement agencies shall not permit bias-based policing within any enforcement program. Such conduct may result in violations of constitutional rights, undermine legitimate law enforcement objectives, and lead to civil rights violations. Additionally, biased policing erodes public trust, alienates communities, invites media scrutiny, and may result in legislative or judicial intervention.

Law enforcement personnel are required to base all enforcement decisions on observable conduct and articulable facts, rather than on generalized traits or characteristics, unless such traits are directly linked to a specific suspect or a documented pattern of criminal activity within a defined geographic area. This practice, known as criminal profiling, is distinct from bias-based profiling and, when properly applied, may serve as a legitimate investigative tool. Criminal profiling must be grounded in factual information known to the officer at the time of the encounter, including witness statements, victim reports, or physical evidence. Officers are expected to understand and adhere to the distinction between lawful criminal profiling and prohibited bias-based profiling.

To further ensure compliance with fair and impartial policing standards, the Toledo Police Department has implemented multiple procedural safeguards. Central to these efforts is comprehensive training. Department personnel receive instruction on bias-based policing during academy training and through mandatory annual in-service training. This instruction emphasizes equitable treatment of all individuals and reinforces that traffic stops, field contacts, and other enforcement actions must be supported by probable cause or reasonable suspicion. Officers also receive training on implicit bias to increase awareness of how unconscious attitudes or stereotypes may influence decision-making.

Any officer with sustained findings of bias-based or discriminatory conduct is subject to remedial training and the Department's internal disciplinary process. The identification and resolution of policy or training deficiencies related to fair and impartial policing is an ongoing priority. An annual review of the Department's bias-based profiling policy and related practices is conducted by the Toledo Police Department's Accreditation Unit to ensure continued compliance and effectiveness.

Training

Law enforcement agencies should implement comprehensive, ongoing, top-down training programs for all sworn personnel on cultural diversity and related subjects to promote trust, legitimacy, and equitable service within diverse communities. Such training should underscore the detrimental effects of biased

policing on individuals, community relationships, and organizational integrity. Agencies should also recognize the potential for members of the public to attempt to engage law enforcement personnel in biased actions against others. Accordingly, agencies should establish appropriate training, policies, and procedural safeguards to mitigate the impact of biased circumstances originating from external sources.

The Toledo Police Academy delivers bias-awareness and bias-prevention training to all cadets during the “Stops and Approaches” component of academy instruction. Additionally, all department personnel receive annual training on topics related to bias-based policing, including cultural diversity, implicit bias, human relations, communication, and de-escalation techniques.

Policy & Procedure

Department Manual Directive 103.10, titled “Bias-Based Profiling,” has been established in accordance with the standards set forth by the Commission on Accreditation for Law Enforcement Agencies (CALEA) and comprehensively addresses all aspects of bias-based profiling. This directive is publicly accessible via the City of Toledo’s official website as well as the Toledo Police Department’s website.

Inspections and Supervisory Review

In accordance with department policy, all vehicle pursuits and incidents involving response-to-resistance are subject to multiple levels of supervisory review. This review process includes an examination of all reports, body-worn camera footage, in-car camera recordings, and interviews with relevant witnesses.

If a potential policy violation is identified during the review process, the Internal Affairs Bureau shall be notified, and an administrative investigation shall be initiated.

To ensure compliance with departmental policies and procedures, the commander of the Inspections Unit shall conduct quarterly reviews of randomly selected in-car and body-worn camera recordings.

Citizen Complaints

Allegations of bias-based profiling shall be documented, tracked, and investigated by the Internal Affairs Bureau. The Department utilizes video recording systems, including in-car cameras and body-worn cameras, to support the investigation of such allegations.

The Commander of the Internal Affairs Bureau reported that no citizen complaints alleging bias-based profiling occurred in 2025.

Analysis of Traffic Stop and Field Interview Data

The department collects traffic stop data by documenting disposition codes assigned by officers at the conclusion of each interaction. These disposition codes identify the perceived race and gender of the vehicle operator at the time of contact. Additionally, the codes note the outcome of the traffic stop, including arrest, citation, or warning. Historically, annual traffic stop totals were compared to aggregate census data for the City of Toledo. However, the use of aggregate population percentages does not

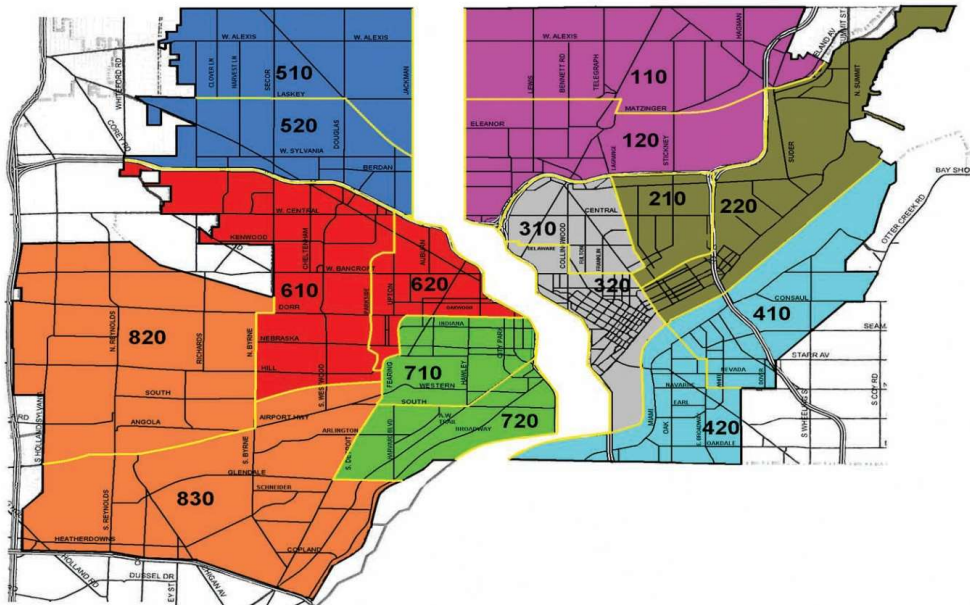
accurately reflect racial or ethnic population distribution at the neighborhood or geographic level. Many areas within the city are predominantly comprised of a single racial or ethnic group, which can result in apparent disparities when traffic stop data are compared solely to citywide census figures.

In addition, law enforcement deployment strategies are influenced by factors such as calls for service, reported crime levels, and population density. As a result, when a greater proportion of personnel are assigned to areas where residents and motorists are predominantly of a particular race or ethnicity, a correspondingly higher number of traffic stops involving individuals from those groups may occur. To address these limitations and support a more comprehensive evaluation, additional data have been compiled to facilitate a more detailed analysis of traffic stop, subject stop, and field interview activity within the City of Toledo.

For the purposes of this analysis, data from the Ohio Incident-Based Reporting System (OIBRS), calls for service, shooting incidents, personnel deployment, and demographic information will be collected and analyzed by individual police beats or sectors. This information will be used to identify beats or sectors with the highest levels of proactive enforcement activity. Once these areas are identified, census data will be examined to determine the demographic composition of the populations residing within those beats or sectors and, therefore, the populations most likely to be subject to enforcement activity. The demographic data will then be compared with actual traffic stop, subject stop, and field interview data, disaggregated by beat or sector, to assess whether observed enforcement patterns align with what could reasonably be expected based on the underlying contextual factors.

Toledo Police Beats

The Department divides the city into designated patrol beats, as illustrated in the accompanying map. The majority of the data referenced in this analysis is organized by either beats or sectors. Each sector is identified by a distinct color and is further divided into two patrol beats. For example, Beat 110 and Beat 120, both identified in purple, collectively comprise Sector 1.



Crime Rates

The data on the following page presents the city's 2025 violent crime rates as reported through the Ohio Incident-Based Reporting System (OIBRS). OIBRS is the State of Ohio's version of the Federal Bureau of Investigation's (FBI) National Incident-Based Reporting System (NIBRS). It is a voluntary reporting program that allows Ohio law enforcement agencies to submit crime statistics directly to state and federal authorities in an automated format. This system has replaced the Uniform Crime Reporting (UCR) program for reporting crime data to the FBI. While both UCR and OIBRS/NIBRS are regulated by the FBI and share similar foundational concepts, there are key differences between them. OIBRS/NIBRS captures all offenses that occur within a single incident, whereas UCR records only the most serious offense. Additionally, OIBRS/NIBRS accounts for each victim involved in an incident, while UCR counts only one victim per incident. OIBRS/NIBRS also includes a broader range of offense classifications.

Violent crime data were collected by the Northwest Ohio Regional Information System (NORIS), the department's automated records management provider. In 2025, there were a total of 1,330 violent crime incidents, a decrease from 1,405 incidents reported in 2024, representing a 5.3% reduction. Violent crime incidents include aggravated assault, homicide, robbery, and sex offenses (rape and gross sexual imposition).

The data show that violent crime was most concentrated in Beat 220, accounting for 8.2% of all incidents. This was followed closely by Beat 310 (8.0%), Beat 830 (7.8%), Beat 120 (7.5%), Beat 620 (7%), and Beat 420 (6.9%). In contrast, the lowest concentrations occurred in Beat 110 (3.2%), Beat 510 (3.5%), and Beat 520 (4.3%).

Based on these findings, the department would be expected to prioritize proactive policing strategies in areas with the highest rates of violent crime. This would likely include deploying additional personnel and resources to those beats to support targeted enforcement and prevention efforts.

SECTOR	BEAT	AGG ASSAULT	HOMICIDE	SEX OFFENSE	ROBBERY	TOTAL	%
Sector 1	110	14	1	13	15	43	3.2
	120	57	3	25	15	100	7.5
		71	4	38	30	143	10.7
Sector 2	210	41	3	14	14	72	5.4
	220	59	2	28	20	109	8.2
		100	5	42	34	181	13.6
Sector 3	310	51	1	37	18	107	8.0
	320	36	0	32	19	87	6.5
		87	1	69	37	194	14.5
Sector 4	410	45	2	21	13	81	6.1
	420	47	0	18	27	92	6.9
		92	2	39	40	173	13
Sector 5	510	20	1	16	10	47	3.5
	520	27	0	20	10	57	4.3
		47	1	36	20	104	7.8

SECTOR	BEAT	AGG ASSAULT	HOMICIDE	SEX OFFENSE	ROBBERY	TOTAL	%
Sector 6	610	28	0	28	24	80	6.0
	620	62	0	17	14	93	7.0
		90	0	45	38	173	13.0
Sector 7	710	42	0	18	20	80	6.0
	720	43	2	17	24	86	6.5
		85	2	35	44	166	12.5
Sector 8	820	35	1	23	29	88	6.6
	830	39	2	41	22	104	7.8
		74	3	64	51	192	14.4
	N/A	1			3	4	0.3
	TOTAL	647	18	368	297	1,330	

<i>Total Calls for Service</i>		
Beat	Calls	Total by Sector
110	6,989	17,353
120	10,364	
210	6,358	16,837
220	10,479	
310	7,587	18,639
320	11,052	
410	8,257	17,375
420	9,118	
510	7,502	16,807
520	9,305	
610	8,764	19,548
620	10,783	
710	9,931	17,717
720	7,786	
820	7,990	16,072
830	8,082	

Calls for Service

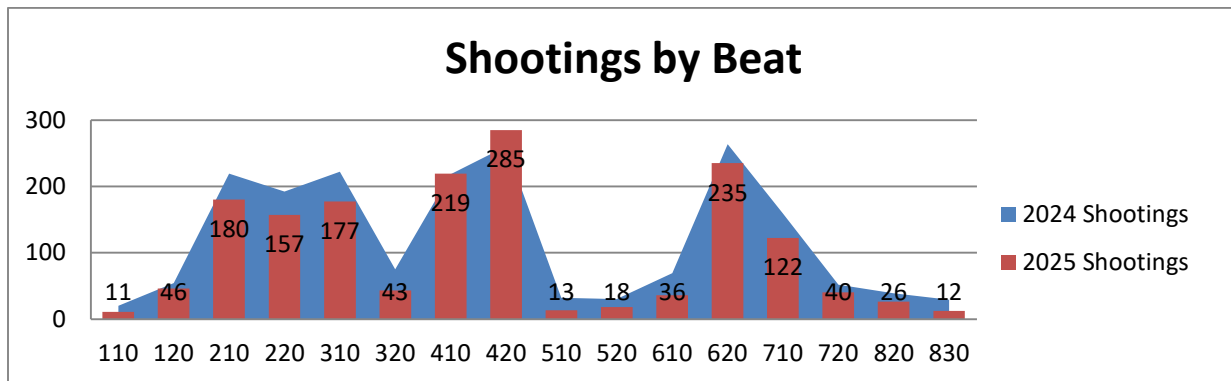
Calls for service data were collected from the Lucas County 9-1-1 Regional Council of Governments. In 2025, Sector 6 generated the highest volume of calls, followed by Sectors 3, 7, and 4. Sector 8 recorded the fewest calls. Compared to 2024, the ranking of sectors by call volume remained largely consistent, with Sectors 6, 3, 4, and 7 accounting for the most calls in descending order.

Calls for service by sector and beat are a key factor in personnel allocation. Based on this data, additional officers are expected to be assigned to Beats 320 and 620. The sector and beat design is intended to balance officer workload across the department. The current distribution of calls suggests this strategy is effective, with service demands relatively evenly spread across all sectors.

Shooting Incidents

In 2025, the city reported a total of 1,620 shooting incidents, reflecting a 16.2% decrease from the 1,934 incidents documented in 2024. For reporting purposes, shooting incidents include aggravated assault, felonious assault, aggravated burglary, aggravated menacing, shootings into habitations, discharge of a firearm, shooting investigations, and criminal damaging.

Beats 110 and 830 recorded the fewest shooting incidents, with 11 and 12 occurrences, respectively. In contrast, beats 420 and 620 reported the highest volume of shooting incidents, with 285 and 235 occurrences, respectively.

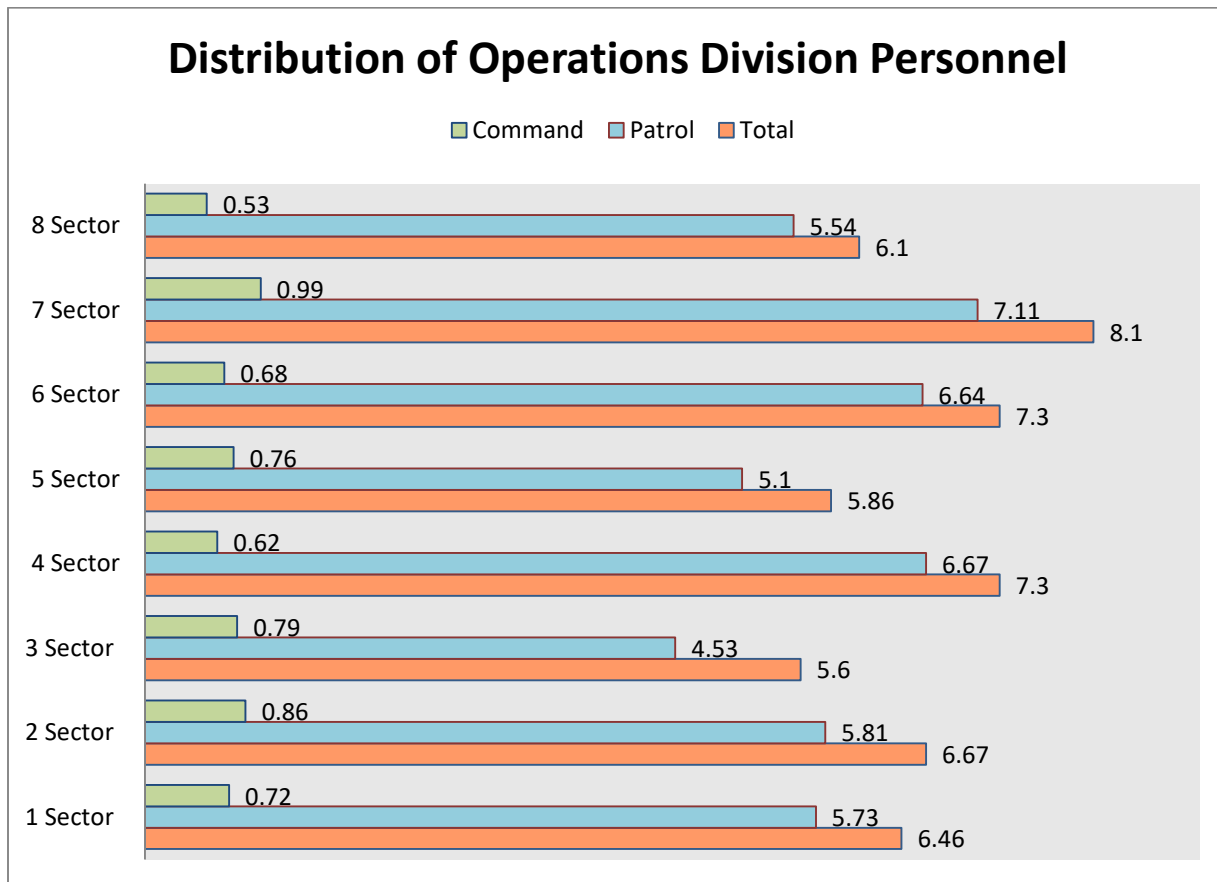


Distribution of Operations Division Personnel

The following graph illustrates the approximate distribution of Operations personnel in 2025. Data was obtained from the Lucas County 9-1-1 Regional Council of Governments and represents an average of officers assigned during June and July 2025 at both district stations. Daily staffing levels across all shifts were included. Only personnel assigned to the Operations Division were counted; officers in specialty units, such as Traffic and Community Services Sections, were excluded.

The chart also reflects the number of command officers assigned to each sector. Command officers supervise patrol personnel and may respond to calls for service or provide backup as needed. Officers assigned to out-of-service details, including bike patrols and hot-spot deployments, were not included in sector/beat assignments.

Sector 7 had the highest average number of patrol officers assigned, with 7.11 officers per shift. This was followed by Sector 4 (6.67) and Sector 6 (6.64). The lowest averages were observed in Sectors 3 (4.53), 5 (5.1), and 8 (5.54).



In addition to assigned officers, the department continues to expand its use of data analyzed by the Criminal Intelligence Section. This approach, known as intelligence-led policing, identifies “hot-spots” where criminal activity is concentrated and helps predict potential future incidents. Department resources—including personnel from Operations, the Gang Task Force, Vice-Narcotics Section, Community Services Section, Traffic Section, SWAT,

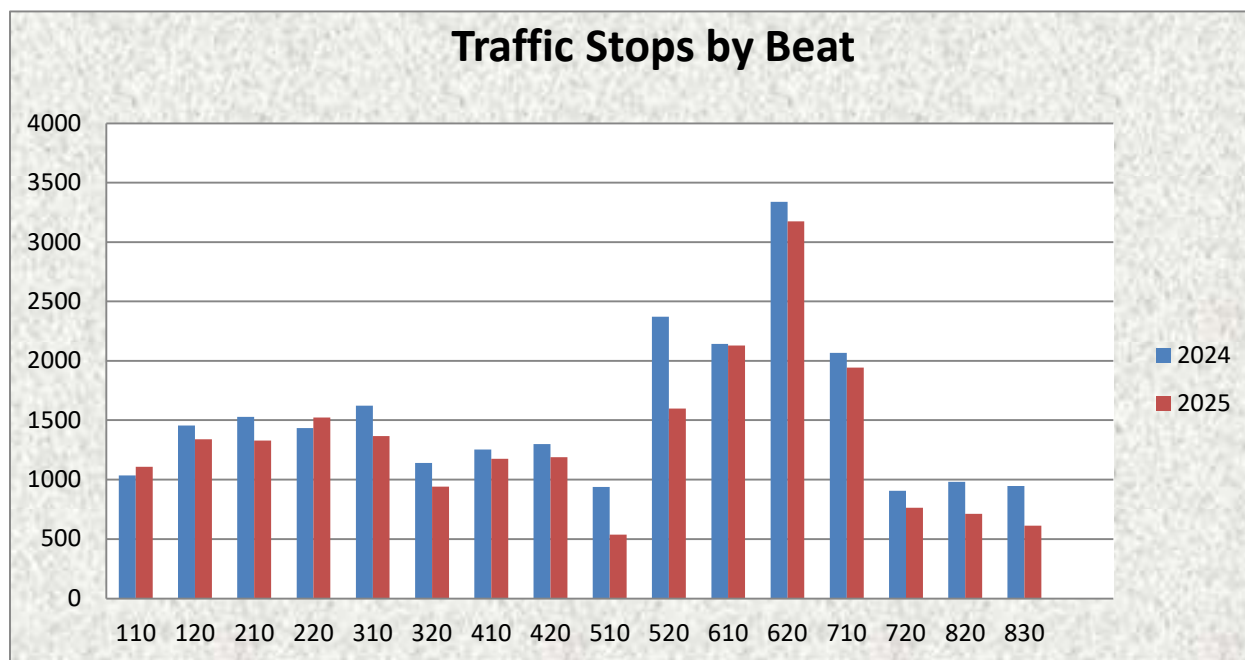
and federal, state, and local task force partners—are strategically deployed to these areas to disrupt criminal activity.

Officers conduct traffic stops, suspect stops, surveillance, and community outreach as part of these efforts. Focusing on high-crime areas allows the department to maximize the efficiency of personnel, partnerships, and technology in reducing crime across all neighborhoods.

Traffic Stops by Beat

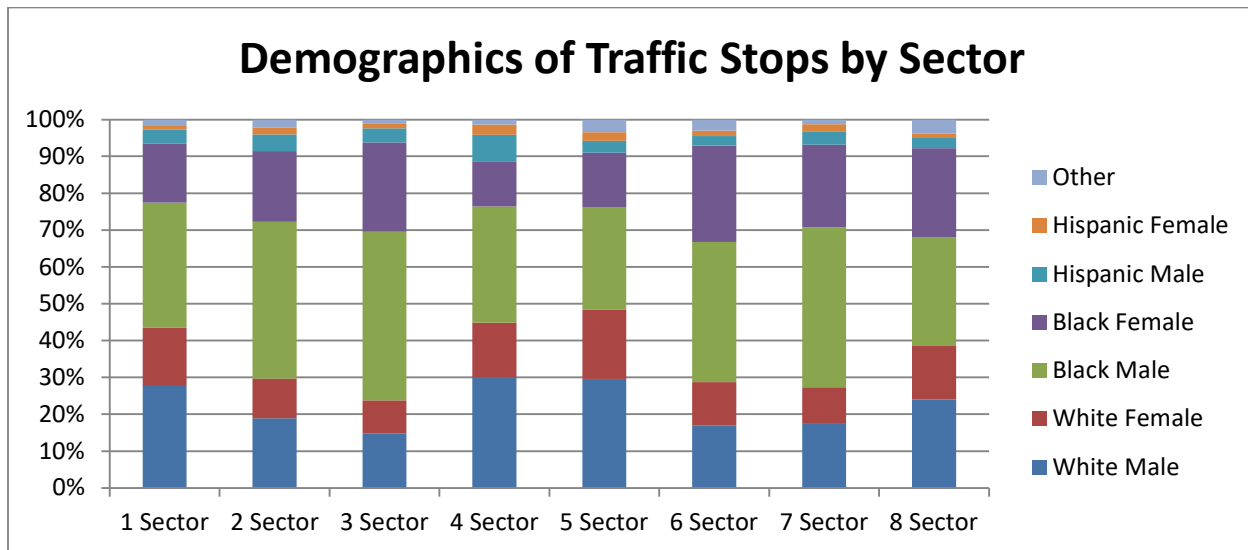
The chart below shows the number of traffic stops conducted in each beat in 2025 and 2024. Total traffic stops decreased in 2025, with 21,441 stops compared to 24,457 in 2024.

In 2025, Beat 620 recorded the highest number of traffic stops (3,176), followed by Beats 610 (2,128) and 710 (1,944). In 2024, Beats 620 and 520 had the highest totals. The lowest number of traffic stops in 2025 occurred in Beats 510 (537), 830 (612), and 820 (712).



Demographics of Traffic Stops by Sector

The following graph presents the demographics of traffic stops by sector. For example, in one sector, traffic stops included 592 white males (27.7%), 339 white females (15.8%), 726 Black males (33.9%), 343 Black females (16%), 80 Hispanic males (3.7%), 27 Hispanic females (1.3%), and 32 individuals categorized as “Other” (including Asian, Middle Eastern, Native American, and unknown), representing 1.5% of stops.



Traffic Stops – Warnings, Citations, Arrests

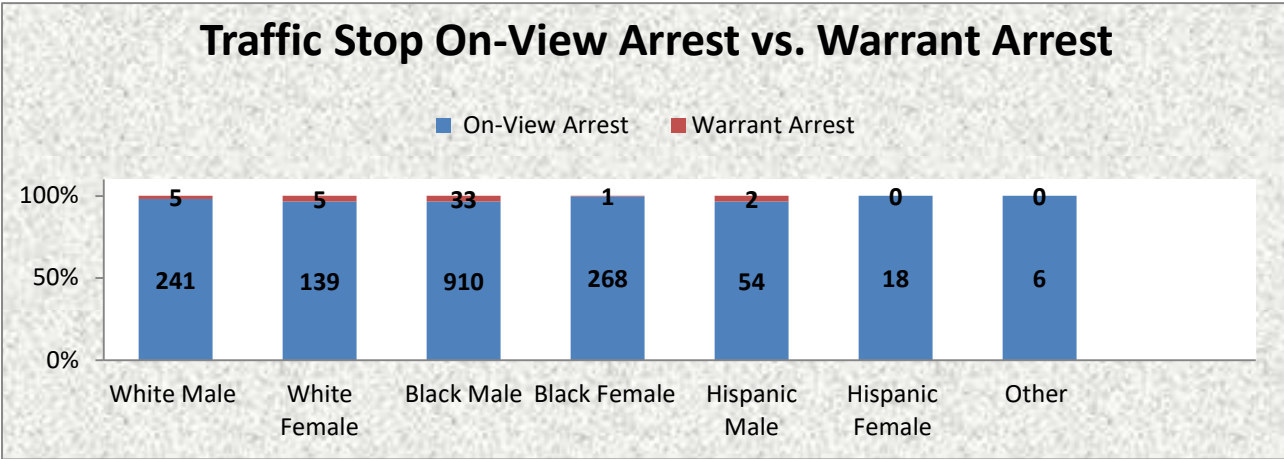
Result of Traffic Stop	Stops Resulting in Arrest		Stops Resulting in Citations		Stops Resulting in Warnings	
	2024	2025	2024	2025	2024	2025
White Male	9%	9%	43%	43%	48%	47%
White Female	8%	9%	44%	45%	48%	46%
Black Male	15%	14%	30%	29%	55%	56%
Black Female	10%	9%	32%	37%	58%	53%
Hispanic Male	7%	9%	35%	32%	57%	59%
Hispanic Female	9%	8%	43%	38%	48%	53%
Other	3%	2%	35%	41%	62%	56%

The table above presents the dispositions of traffic stops by race and gender. For example, in 2025, among white males subjected to traffic stops, 47% received a warning, 43% received a citation, and 9% were arrested.

Officers exercise discretion when issuing citations, and that discretion appears to be applied consistently. In 2025, 55.9% of all traffic stops resulted in a warning. A comparison of 2024 and 2025 data indicates a slight increase in citations issued to white females, black females, and individuals identified as other races. Despite these increases, the majority of motorists stopped continued to receive warnings rather than citations, regardless of race or gender. In 2025, 10,451 drivers received warnings, compared to 6,551 drivers who received citations.

The total percentage of drivers arrested during traffic stops in 2025 remained relatively consistent across demographic categories, with most categories differing by only 1%. Hispanic males were the exception, increasing from 7% arrested in 2024 to 9% in 2025. Arrests in this context do not necessarily involve physical detention. Individuals cited for non-violent on-view violations or outstanding warrants may be issued a summons to appear in court and are still classified as arrested for reporting purposes.

Officers do not have discretion when a driver has an active arrest warrant, as the arrest is mandatory. The table below details arrests resulting from traffic stops and distinguishes between warrant-based arrests and on-view arrests arising directly from the traffic stop. For reporting purposes, officers are required to indicate whether an arrest was warrant-based; all other arrests are classified as on-view arrests.



Comparison of 2025 Data by Sector

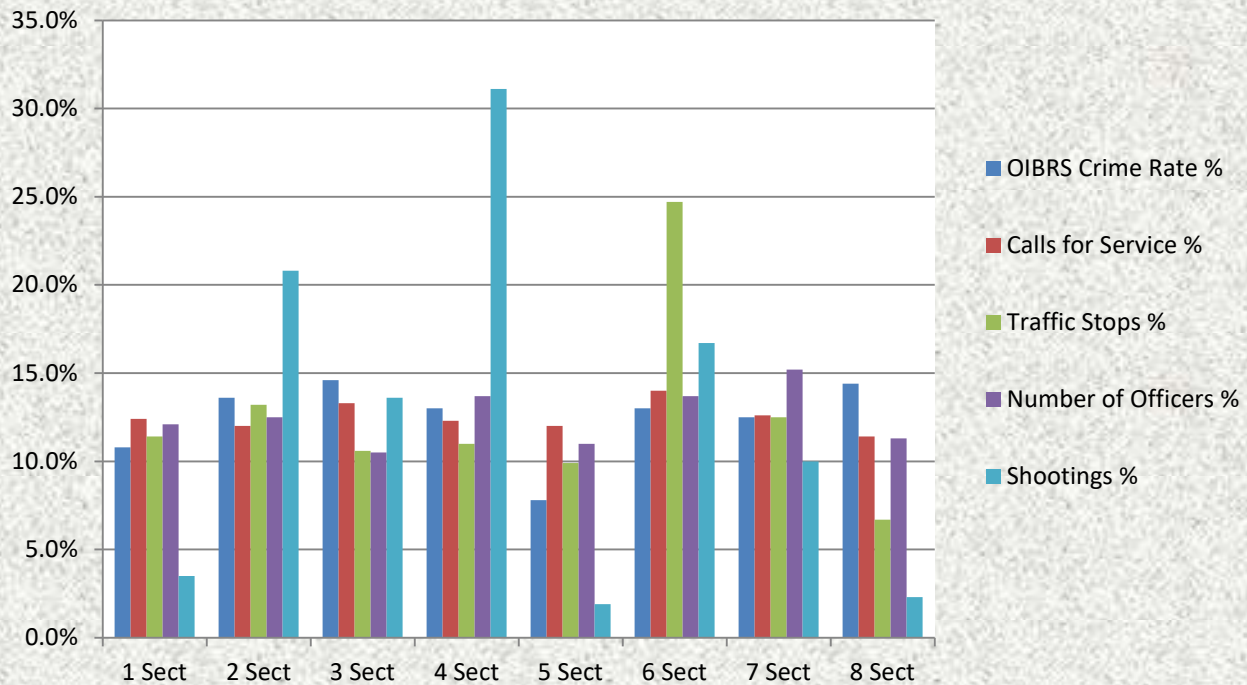
The following chart compares the percentages of calls for service, traffic stops, violent crime, and shootings across each sector. For example, Sector 1 accounts for 10.7% of OIBRS violent crimes, 12.4% of calls for service, 11% of traffic stops, 3.5% of the city’s shootings, and 12.1% of officers assigned to the Operations Division during June and July 2025.

Because violent crime rates generally correlate with calls for service, traffic stops, and officer deployment, these percentages should be generally proportional within each sector. In 2025, most metrics align closely, with the exceptions of shootings in sectors 2 and 4, and the number of traffic stops in Sector 6. The high volume of traffic stops in Sector 6 may reflect the sector having the highest percentage of calls for service.

Gunshot detection technology (ShotSpotter) likely contributed to the higher reported shootings in Sector 4, as the technology is primarily deployed in this area. Conversely, lower shooting counts in Sectors 1, 5, and 8 may result from the absence of this technology. Deployment decisions were based on historical crime data.

The following graph identifies Sector 4 as an area with elevated shooting activity. Not reflected in the chart are proactive strategies implemented by the Toledo Police Department to reduce violence in East Toledo. In 2025, the department, in partnership with local, state, and federal agencies, conducted Blazer 3.0, Star 2.0, and Faser 3.0. These operations were part of the Toledo Enhancement Area Method (T.E.A.M.) initiatives. These initiatives are intended to improve quality of life by addressing gun violence, narcotics activity, traffic violations, juvenile offenses, and community blight.

2025 Crime Rate, Calls for Service, Number of Officers, and Traffic Stop Comparison



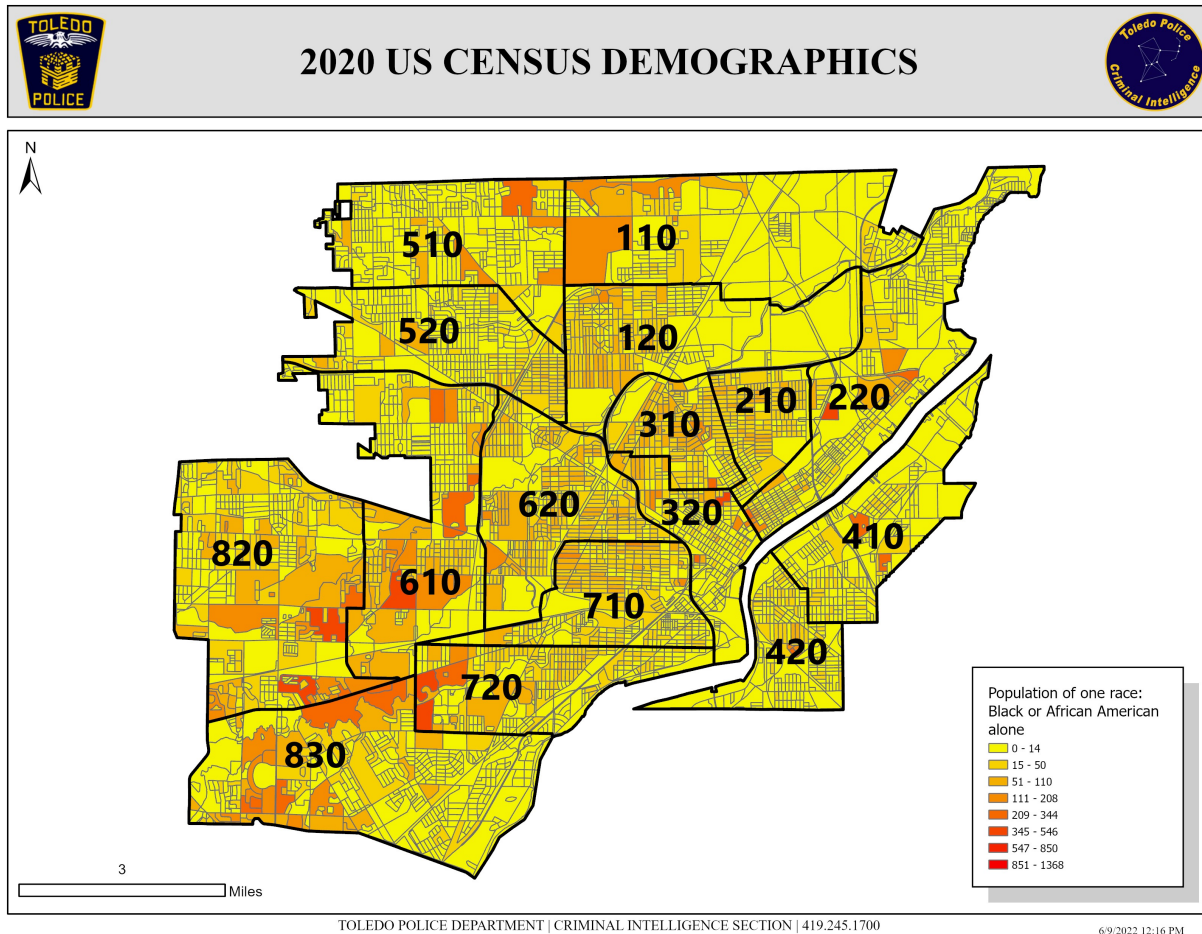
Census Bureau Demographic Data

The data presented on the following page is derived from the United States Census Bureau, reflecting the 2020 Census. The U.S. Census is conducted every ten years, and 2020 represents the most recent completed census.

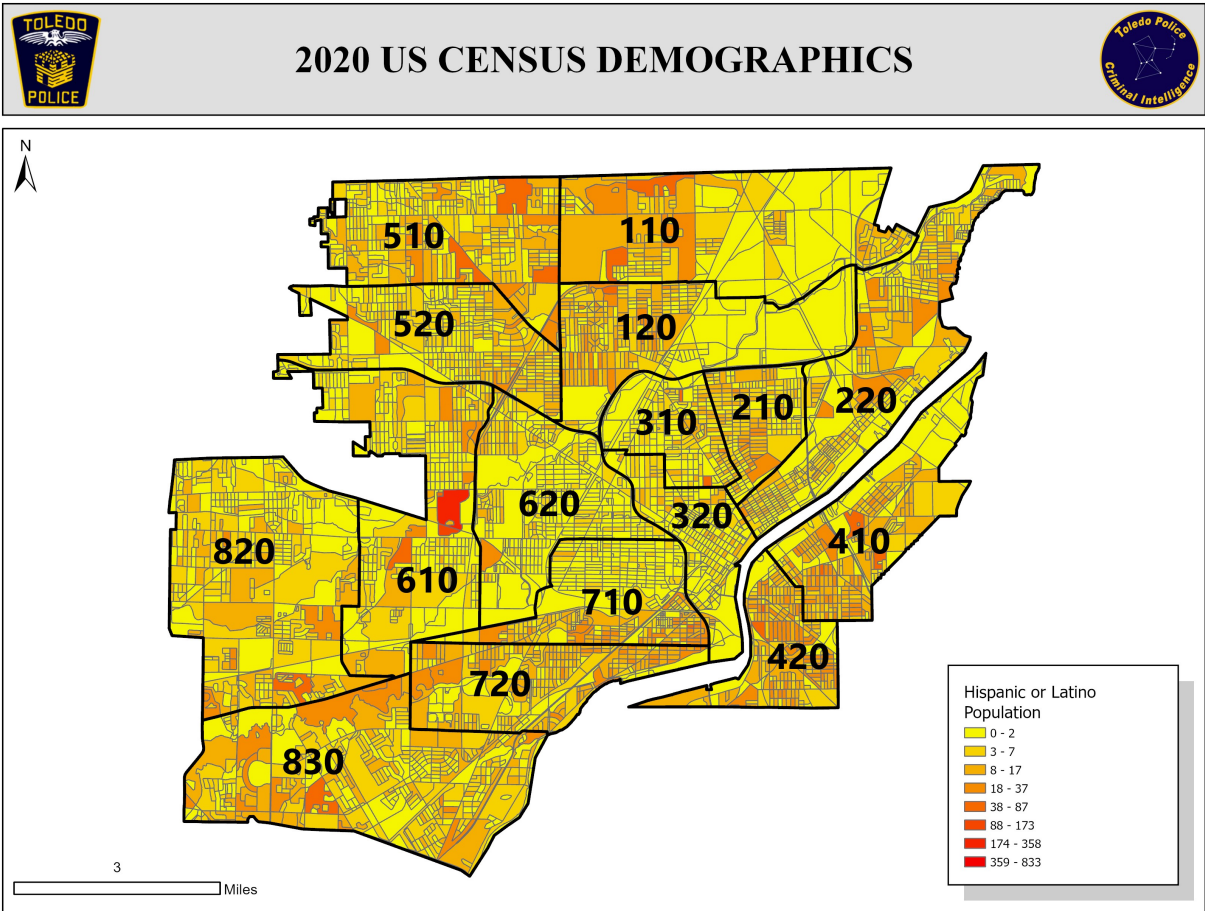
While census data provides an official count of residents in a given area, it does not account for population mobility. Additionally, according to the National Organization of Black Law Enforcement Executives in *Racial Profiling: What Does the Data Mean*, “the census is also known to have high ‘miss’ rates in the minority community, and like all statistical studies, the census also has an error rate.” Therefore, actual demographic data in areas analyzed may be underreported.

The demographic maps were created by the Criminal Intelligence Section using 2020 Census data and show the percentage of Black or African-American, Hispanic or Latino, and White residents in the City of Toledo. These three groups represent approximately 98% of the city’s population. The Toledo Police Department beat map is overlaid on each map, with darker shades of red indicating higher concentrations of the respective racial demographic.

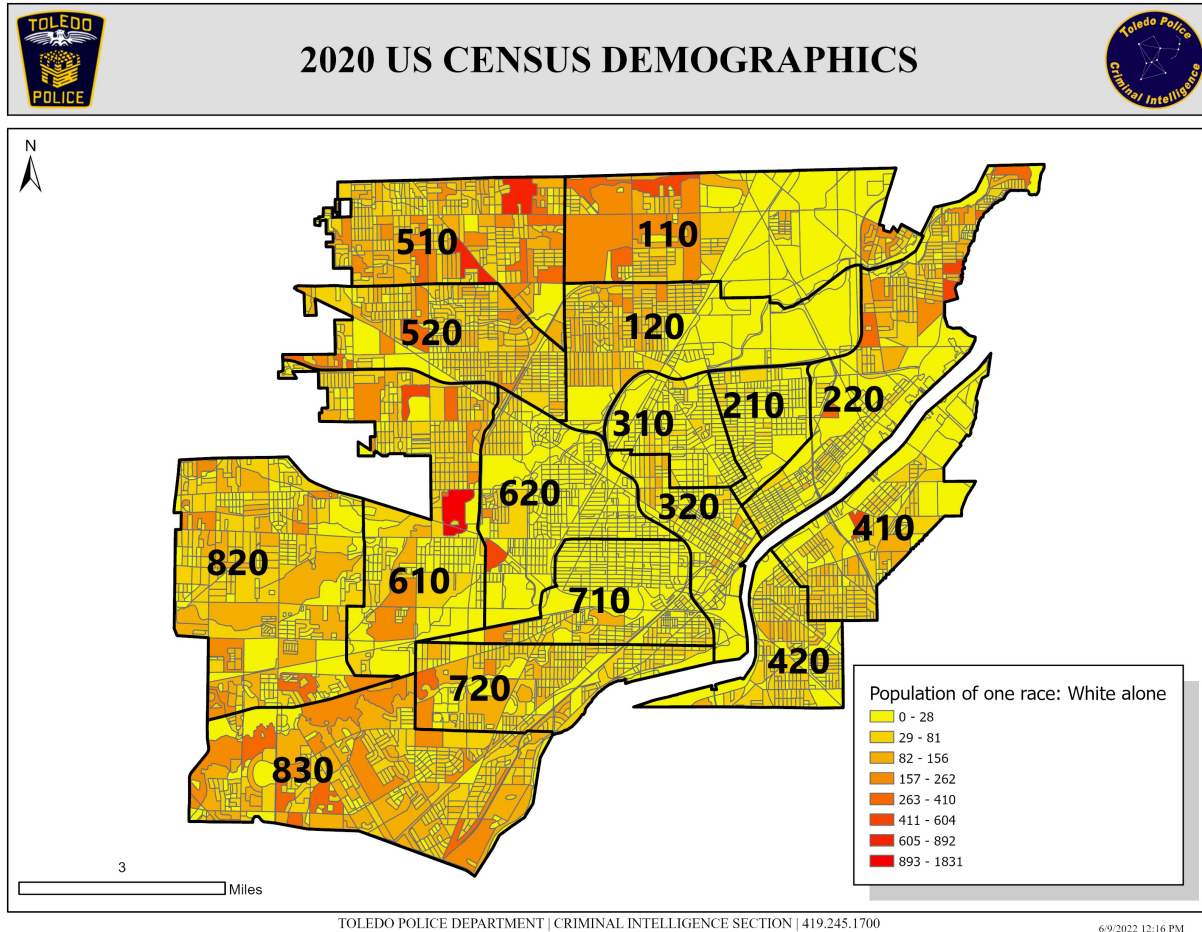
Black or African-American Population



Hispanic or Latino Population



White Population



Field Interviews and Subject Stops

The following tables present data on subject stops and field interviews conducted by Toledo Police officers in 2025. A subject stop occurs when an officer stops an individual or group in a public place, excluding stops in a moving vehicle. This may occur during patrol or in response to a call. Field Interview (FI) reports are completed when an officer believes a person may have information related to a crime, a pattern of crimes, or potential criminal suspects, or when the officer has reasonable suspicion that an individual has committed, is committing, or is about to commit a crime.

Subject stop data is collected from the Central Square CAD system when an officer logs a stop. Field interview data comes from FI reports submitted by officers and is tabulated by the Criminal Intelligence Section. A single encounter may be counted in both totals.

Field interview reports have increased in recent years, with 487 in 2025, 279 in 2024, and 234 in 2023. This growth reflects Chief Troendle's proactive approach to crime reduction.

In 2025, Beat 320 generated the most FI reports (72), followed by Beat 120 (59). Sector 3 recorded the highest total FIs with 90. Black males were the most frequently recorded group, with 265 individuals (54.4%), up from 139 (49.8%) in 2024. White males were the second most recorded group, with 143 individuals (29.3%) in 2025, up from 97 reports (34.8%) in 2024.

Race and gender do not appear to influence which individuals are stopped or interviewed. Officers are generally assigned to patrol hot-spots, areas with higher calls for service, or locations with identified crime trends, resulting in a higher number of field interviews in these areas.

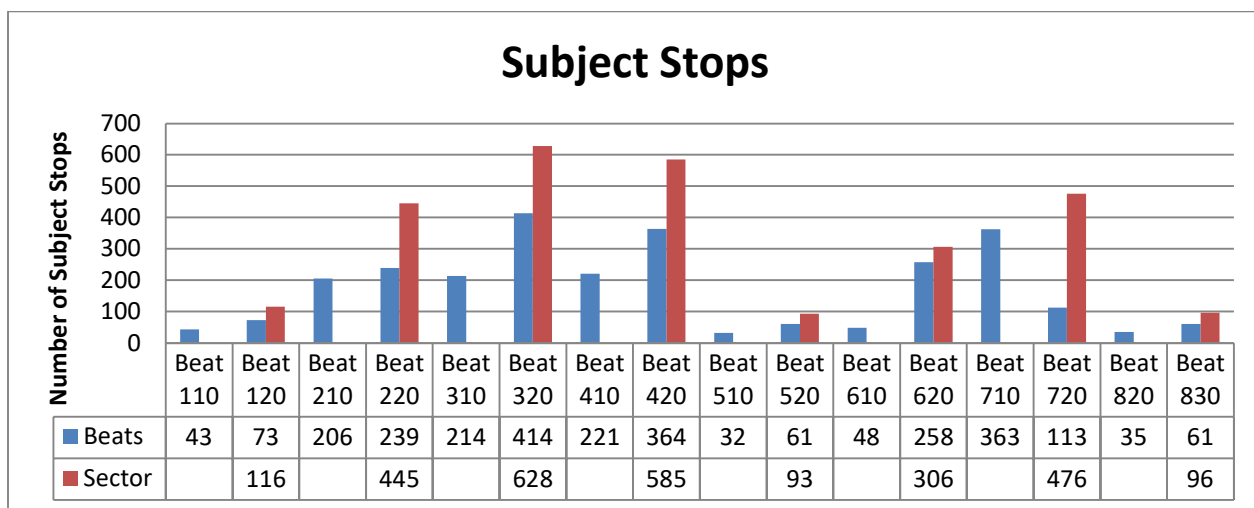
While property offenses are not the primary focus of this analysis, numerous crime series supported by the Criminal Intelligence Section involve such offenses. In 2025, a total of 20 crime series were initiated, including four citywide series, with the remaining series assigned to specific sectors.

Of the 20 series, 12 were assigned exclusively to night shift personnel, four to the afternoon shift, two to both day and afternoon shifts, one to both afternoon and night shifts, and one to all shifts for investigation and follow-up.

Suspect descriptors were identified in the majority of cases. Fifteen series identified a White or Black male as a potential suspect, two identified a male of unknown race, and in three series no suspect information was available. Suspect information is derived from witness statements and/or video evidence.

Field interviews and subject stops are utilized as both investigative and deterrent measures when a crime series is identified.

2025 Field Interviews By Race/Gender																	
	110	120	210	220	310	320	410	420	510	520	610	620	710	720	820	830	Total
White Male	5	17	1	12	1	18	6	10	11	11	17	5	12	5	6	6	143
White Female	1	2	0	2	1	8	2	3	3	2	1	1	0	0	1	3	30
Black Male	7	34	10	27	16	43	9	8	15	22	17	7	30	9	4	7	265
Black Female	0	6	6	1	0	2	0	5	7	6	1	3	2	2	0	2	43
Hispanic Male	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1	0	2
Hispanic Female	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Unknown Male	0	0	0	2	0	1	0	0	0	0	1	0	0	0	0	0	4
Unknown Female	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Beat Total	13	59	17	44	18	72	17	26	36	41	37	16	45	16	12	18	
Sector Total		72		61		90		43		77		53		61		30	487

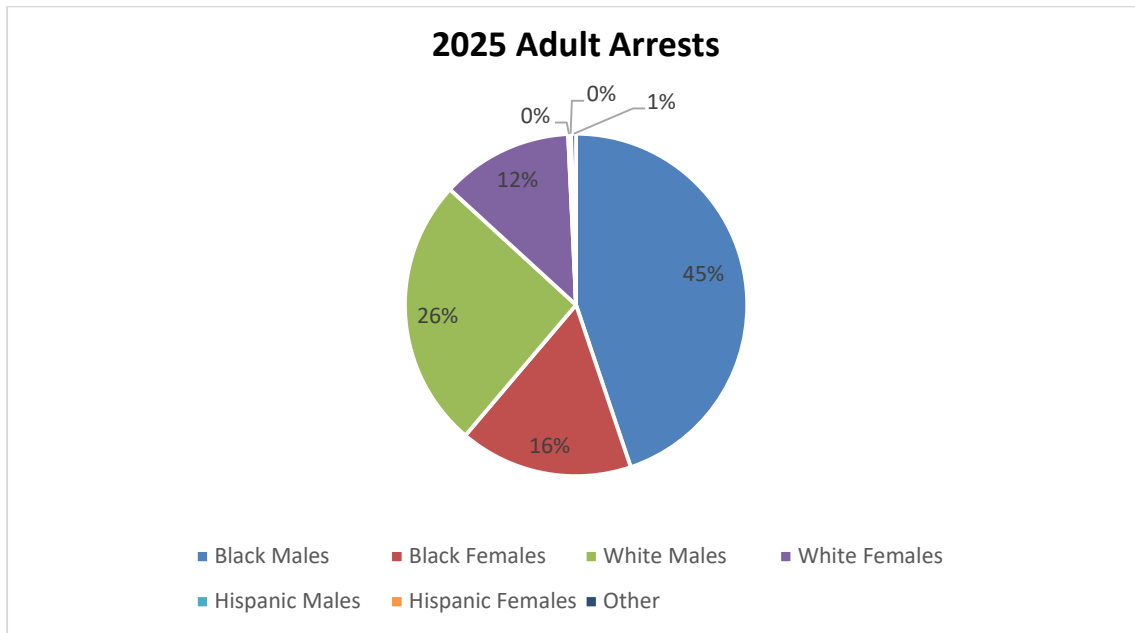
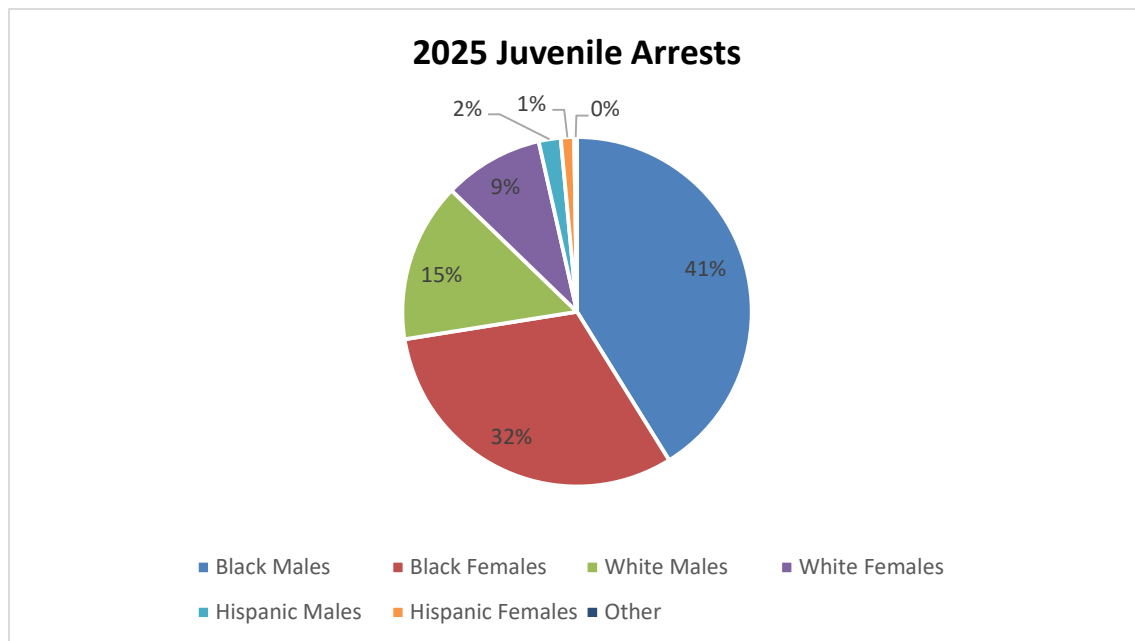


In 2025, Toledo Police officers conducted 2,745 subject stops, a 12.4% increase from 2,443 stops in 2024. Sector 3 recorded the highest number of subject stops with 628.

Sector 5 had the lowest rate of violent crime in 2025 and had the fewest subject stops. Again, sectors 1, 5, and 8 experienced the lowest number of shootings, and Sectors 1, 5, and 8 had the fewest subject stops.

The available data does not provide a breakdown of subject stops by race or gender.

Arrests



In 2025, the Toledo Police Department made a total of 13,101 juvenile and adult arrests, a 4% decrease from 13,653 arrests in 2024. The above graphs display 2025 arrests categorized by adult and juvenile, and further broken down by race and gender.

As noted previously, an arrest does not necessarily indicate physical detention. Individuals arrested for non-violent on-view violations or outstanding warrants may be issued a summons and released at the scene, with the expectation that they will appear in court at a later date.

Conclusion

Bias-free policing is achieved through comprehensive strategies emphasizing training, policy, data analysis, and community engagement. This includes ongoing implicit bias training, clear policies defining inappropriate conduct, systematic data collection and analysis to identify and address disparities, and proactive community partnerships.

Based on the analysis conducted for the Bias-Free Policing Administrative Review, there is no evidence of bias-based policing within the department.

Recommendations

The Toledo Police Department will continue to foster open and transparent relationships with the community. Ongoing dialogue through community events, partnerships, and outreach initiatives has proven beneficial to both the Department and the public. The department's website, through the Community Engagement and Reports portal, provides extensive information, including departmental goals and objectives, and reports related to use of force, pursuits, bias-free policing, Internal Affairs, calls for service, The Toledo Police Department Annual Report, and the CALEA Accreditation Public Comment Portal. Access to public crime maps and anonymous crime reporting can also be found on the department's website. Maintaining transparency and prioritizing community engagement remain essential objectives.

The department will also continue recruiting and hiring officers who reflect the diversity of the community and demonstrate a commitment to bias-free policing and public service. The 71st Toledo Police Academy Class, hired in 2024 and graduated in January 2025, produced 28 graduates. Of those, five (18%) were female, and eight (29%) identified as Black, Hispanic, or other. The 72nd Toledo Police Academy Class, hired in 2025 and graduated in November 2025, produced 35 graduates. Of those, eight (23%) were female, and nine (26%) identified as Black, Hispanic, or other. The department remains committed to recruiting qualified minority and female candidates to promote diversity within its ranks.

Although no evidence of bias-based policing was identified, continued monitoring is essential. The department utilizes IAPro, an advanced professional standards and early intervention system, to track and review data related to vehicle pursuits, use-of-force incidents, and internal affairs complaints. This system enhances oversight and supports comprehensive analysis of officer and subject interactions.

The department will continue to provide annual training on bias-related issues and cultural diversity to ensure members understand and respect the perspectives of the community. Ongoing training addresses the impact of bias on police activities and decision-making, including subject stops, traffic stops, searches, asset seizure, asset forfeitures, and interviews.