

# FREDERICK COUNTY SHERIFF'S OFFICE

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**CHARLES A. JENKINS**  
SHERIFF

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JLH/jlh

TO: Sheriff Charles A. Jenkins

FROM: Captain Jeremy Holler  
Administrative Services Commander

REF: 2024 Annual Use of Force Analysis

DATE: January 22, 2025

## **Overview:**

In 2024 Frederick County Sheriff's Office deputies responded to 136,587 calls for service and made 3,006 arrests. The calls for service were a combination of 911 responses and self-generated calls by deputies, which can include traffic stops, patrol checks, WIN (What's Important Now) patrols and other various call types. Force was used in 131 of these calls for service. This translates into force being used in approximately 0.09% of the total incidents and 4.3% of all arrest situations.

The Frederick County Sheriff's Office utilizes Law Enforcement Field Training Systems (LEFTA) as the platform to document and track Use of Force incidents. LEFTA provides a variety of systems used by the Sheriff's Office, and FACTS is the reporting platform specific to Use of Force. The Sheriff's Office Use of Force policy requires one Use of Force report (FACTS) to be completed for each incident that required force instead of separate reports for each deputy involved in the Use of Force, as well as only one report if multiple suspects were involved. For example, if multiple deputies were on scene during an incident and multiple types of force were used, only one FACTS report would be completed. The FACTS report captures all personnel who were involved in the Use of Force under one report, and each deputy is required

to complete their own supplement through I-Leads to further document their actions and their individual force justification for the incident. The I-Leads report, which includes each involved deputy's supplement and all available video to include Body Worn Camera (BWC) footage is submitted with the FACTS report. Each deputy's Use of Force is reviewed to determine if their action was consistent with training and policy. An extensive review of each FACTS report is conducted through several levels of the chain of command, which can include up to 6 different levels of review.

The chart below indicates the number of Use of Force reports submitted via LEFTA (FACTS) for the last three years in comparison to calls for service and arrests generated by the Sheriff's Office for each year.

<b>Year</b>	<b>Calls for service</b>	<b>Arrests</b>	<b>Use of Force Reports</b>
2022	140,971	3,328	112
2023	139,098	3,158	137
2024	136,587	3,006	131

**Use of Force Policy:**

The Sheriff's Office Use of Force policy is consistent with Maryland Public Safety Code 3-524, known as the Maryland Use of Force Statute. The sections shown below are only a portion of the Sheriff's Office Use of Force policy.

**FCSO General Order 1.3.2- Use of Force**

- A. Deputies will use the amount of force which is reasonable to control a situation, effect and maintain an arrest, or defend themselves or others from bodily injury or death, and whenever possible, employ de-escalation techniques. (CALEA 4.1.1)
  
- B. Deputies must weigh the circumstances of each individual case and employ only the amount of force which is necessary, proportional, and reasonable to control the situation or individuals.
  
- C. Deadly force may only be used when the deputy reasonably believes the action is in defense of human life, including the deputy's own life, or in defense of any person in imminent danger of serious bodily injury, and, when possible, other means have been reasonably exhausted. (CALEA 4.1.2)
  
- D. Deputies will ensure appropriate medical aid is administered or provided when needed following any use of force.

De-escalation is also included in the Sheriff's Office Use of Force policy, and a regular part of the agencies training curriculum.

#### FCSO General Order 1.3.4 – Progressive Use of Force

##### B. De-escalation of conflict

1. When time, circumstances, and safety permit, officers shall take steps to gain compliance and control a situation without using physical force.
2. Examples may include but are not limited to:
  - a. the use of advisements, warnings, and persuasion;
  - b. attempt to slow down or stabilize the situation so that more time, options, personnel, and resources are available;
3. Deputies should consider whether a subject's lack of compliance is a deliberate attempt to resist or is caused by an inability to comply.

Deputies are taught to de-escalate a situation whenever possible through a variety of ways. This can include verbal communication, removing additional deputies from the immediate scene, or deputies completely withdrawing from the scene or incident depending on the situation. This is a common practice when encountering subjects during a mental crisis or a threat of suicide. Deputies are also trained to use additional resources outside of the agency to include Mobile Crisis. Members of Mobile Crisis routinely ride with deputies during their patrol shifts, and the Sheriff's Office has a designated phone line with Mobile Crisis. Whether or not de-escalation was attempted is captured in our Use of Force (FACTS) reports. Deputies attempted de-escalation 240 times, and the data captured indicates that it was not attempted 43 times. These totals don't match the overall number of FACTS reports. The difference in numbers can be attributed to multiple deputies on scene, and those incidents when the initial deputies on scene attempt de-escalation but deputies arriving mid-incident may immediately respond to assisting other deputies during a use of force that began prior to their arrival. The data comes from all deputies listed on a FACTS report, and each involved deputy has a selection "box" of whether or not de-escalation was attempted.

Police Officers in Maryland are also required to "intervene to prevent or terminate the use of force by another police officer beyond what is authorized" as part of Public Safety Code 3-524. This is also covered in the Sheriff's Office Use of Force policy and is part of our agency training.

#### FCSO General Order 1.3.8- Duty to Intervene

***Any employee who observes another agency employee or public safety associate engaging in any unreasonable use of force or who becomes aware of any violation of departmental policy, state/provincial or federal law, or local ordinance must intervene and notify a supervisor.***

Maryland Public Safety Code 3-524 also requires every police officer in Maryland to sign an "affirmative written sanctity of life pledge to respect every human life and act with compassion

toward others”. All sworn employees of the Sheriff’s Office signed the affirmation with the following language included:

***“We do hereby pledge that at all times, whether on duty or off duty, we will respect every human life and act with compassion towards others.”***

### **Types of Force:**

The Sheriff’s Office documents and captures data related to all types of force used. This includes displaying a firearm or less lethal weapon, the use of those weapons, and weaponless force which can include strikes, control holds and takedowns. The use of our agency K9’s is also captured under a Use of Force report if the K9 is used for an apprehension or “displayed” on the scene of an incident.

Deputies have a multitude of less lethal weapons available to aid them in resolving a situation without having to use lethal force. The authorized less lethal weapons include Conducted Electrical Weapons (Taser), Oleoresin Capsicum (OC) spray, baton, impact munitions, and chemical munitions. Tire deflation devices (stop sticks) were classified as a less-lethal weapon however the policy was changed in September of 2024 so that it is no longer considered a less lethal weapon, and deploying the device is no longer considered a use of force. This report will contain the statistics on the use of tire deflation devices that were documented as a use of force prior to the policy change. On-duty, uniformed personnel at the rank of Sergeant and below are required to carry on their person at least two less lethal options, and on-duty, plainclothes personnel at the rank of Sergeant and below are required to carry on their person at least one less lethal option.

### **Force Used:**

In 2024, deputies used force a total of 331 times in 131 incidents. This number captures the multitude of force options available to deputies. The significant difference in the total amount of times force was used versus the number of incidents can be attributed to multiple deputies on scene during the given incident or multiple suspects. An example would be 2 deputies displaying their firearms during an incident, and then both of those deputies use weaponless force to gain control of the suspect. This would account for 4 uses of force but would only be documented on one Use of Force (FACTS) report.

Deputies used hands/feet techniques to control and or subdue subjects 98 times in the 131 incidents, which includes control holds, takedowns and strikes. The Monadnock Expandable Baton was not used by FCSO personnel during a use of force incident in 2024. Prior to the change in policy, Stop Sticks which are classified as a tire deflation device were used 6 times. It is important to note that the use of Stop Sticks is still tracked by the Sheriff’s Office, but they are no longer considered a use of force. The remaining statistics are captured in the following chart. The chart indicates the type of force used and differentiates between display only and discharge/deployed of our firearms and less lethal weapons, including K9.

Type of Force	Display Only	Discharge/Deployed
Firearm	173	1
Taser	27	8
OC/Chemical Munitions	0	1
Impact Munitions	6	3
K9	8	0

The Sheriff's Office had one non-fatal officer involved shooting (OIS) in 2024. The incident began with a wanted subject located in a motel. The subject refused to exit the hotel room and advised deputies that he had a gun. A barricade incident was declared, and additional resources responded to include members of the Frederick Police Department. Prior to the arrival of the Sheriff's Office SWAT team, the wanted subject was observed through the window by FPD personnel pointing his weapon at Law Enforcement personnel on the scene. A Frederick Police Officer fired a single round through the window striking the subject, who then exited the room and entered the hallway still carrying the weapon where deputies were positioned. He refused to drop the weapon at which time a deputy fired several rounds striking the subject. Deputies were able to take him into custody and immediately rendered aid. The subject survived his injuries.

**Injuries:**

Per Sheriff's Office policy, deputies will obtain medical aid for individuals who show signs of injury, complain of injury or request treatment as a result of the Use of Force.

**FCSO General Order 1.3.7- Medical Aid**

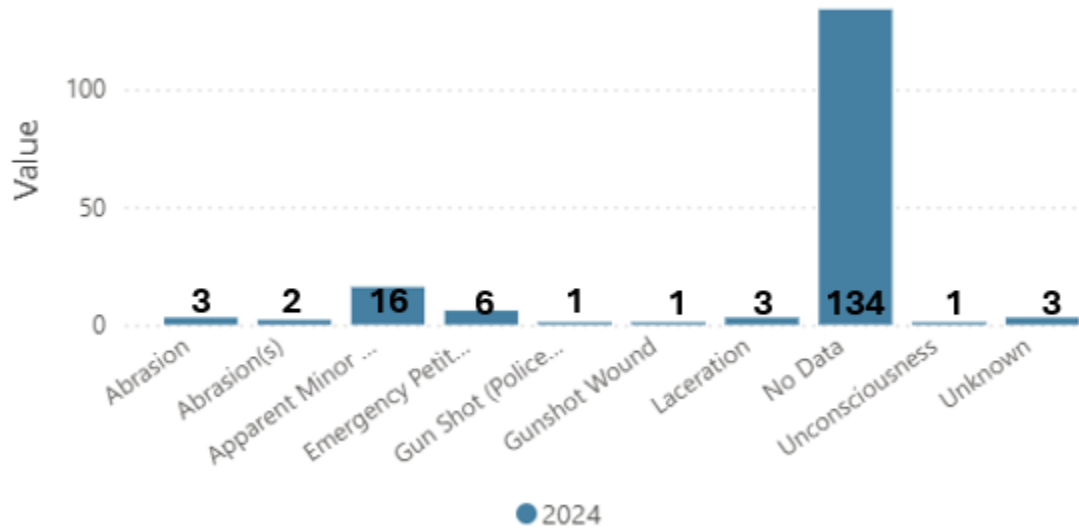
- A. Personnel will render appropriate medical aid consistent, with their training, as quickly as reasonably possible and safe to do so, for individuals
  - 1. Who show signs of injury following any use of force
  - 2. Who complain of injury resulting from a use of force and the person requests it
  - 3. When the involved personnel reasonably believe an individual is in need of medical attention following a use of force
  
- B. Personnel will request emergency medical response via Communications when:
  - 1. The subject has obvious severe injuries
  - 2. Medical distress is apparent
  - 3. The subject is unconscious
  - 4. In any other circumstance that the personnel on the scene feel the subject needs emergency medical services (CALEA 4.1.5)

The injuries reported by suspects during Use of Force incidents ranged from abrasions to gunshot wounds.

The chart below indicates the types and number of suspect injuries as a result of the Use of Force. The column labeled "no data" represents no injury was reported or observed as a result of the Use of Force. The "unconsciousness" category was generated during an incident Sheriff's Office personnel responded to. The subject was unconscious when Sheriff's Office personnel arrived on scene, but control holds were later used on him to take him into custody for an emergency evaluation which generated the use of force report. The chart shows two separate

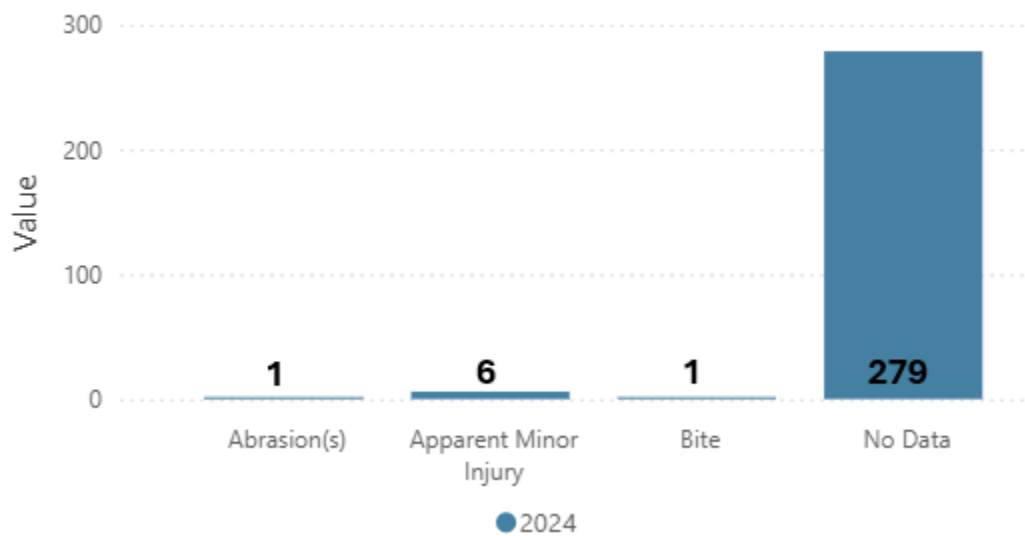
categories for gunshot, after further review these are both from the OIS incident, so only one subject was injured with gunshot wounds during a use of force in 2024.

### Suspect Injury Type



The Sheriff’s Office had 8 reported deputy injuries during a Use of Force Incident. Six of the injuries were categorized as apparent minor injuries, one was categorized as an abrasion, and one was a bite. The category titled “No Data” means that no deputies were injured.

### Officer Injury Type



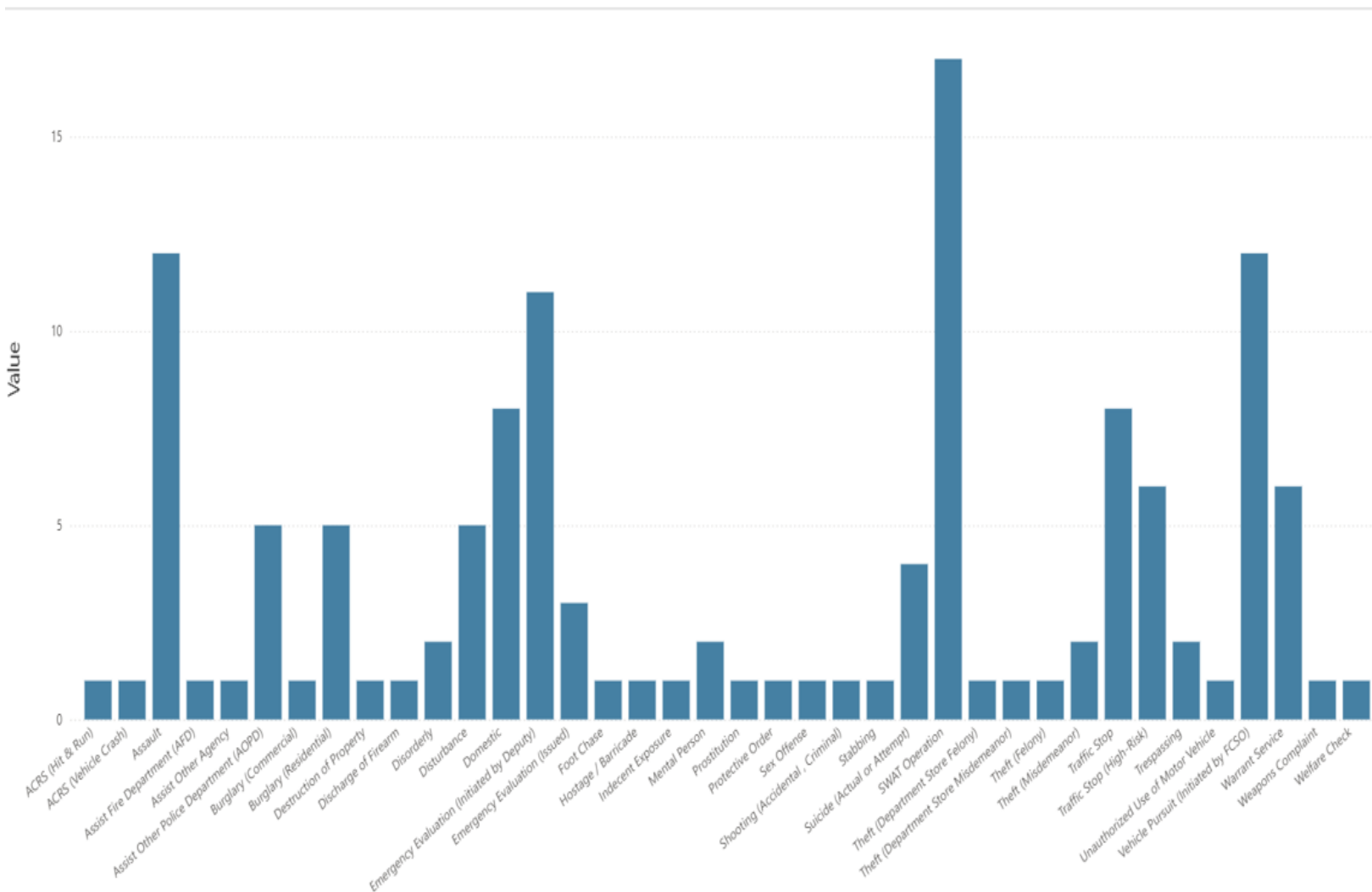
## Summary of Use of Force Incidents:

The data captured in FACTS reports allows the Sheriff's Office to conduct statistical breakdowns related to uses of force to include, types of incidents, day and time of the week, uses of force by month, location of incidents, race and ethnicity breakdowns, gender breakdowns, ages of suspects, and whether the subject involved was a resident of Frederick County.

## Types of Incidents:

In 2024 the leading number of Use of Force incidents were generated by calls for service related to SWAT Operations (17) and mental person (17) calls for service. The mental person statistics are a combination of several categories: mental person, welfare checks, court ordered emergency evaluations and calls for service resulting in an emergency evaluation initiated by deputies. SWAT conducted 21 operations during 2024, and of the 17 Facts reports generated all were display of weapons except for one deployment of an impact round during a barricade incident. The second highest Use of Force incidents occurred during vehicle pursuits (12) and assault calls (12). The chart below includes all incident types that resulted in a Use of Force.

TYPE OF INCIDENT



**Day and Time of the Week:**

The below chart depicts the number of uses of force incidents per hour and day of the week. Wednesday was the day of the week with the highest number of Use of Force incidents (27). The time of day with the highest number of incidents (12) occurred during two timeframes 2200-2259 and 2300-2359 hours.

Hours	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	Percent
00:00 < 00:59	0	1	1	1	0	1	2	6	4.58%
01:00 < 01:59	0	0	1	2	1	0	0	4	3.05%
02:00 < 02:59	1	0	0	0	0	0	0	1	0.76%
03:00 < 03:59	0	0	0	0	1	0	1	2	1.53%
06:00 < 06:59	1	0	0	0	0	1	0	2	1.53%
07:00 < 07:59	1	0	1	2	1	0	2	7	5.34%
08:00 < 08:59	0	1	0	2	1	1	0	5	3.82%
09:00 < 09:59	0	1	2	2	1	0	1	7	5.34%
10:00 < 10:59	1	0	4	0	1	0	0	6	4.58%
11:00 < 11:59	0	0	3	3	1	0	1	8	6.11%
12:00 < 12:59	1	1	1	0	0	2	0	5	3.82%
13:00 < 13:59	0	2	2	1	1	1	0	7	5.34%
14:00 < 14:59	0	0	1	0	0	0	0	1	0.76%
15:00 < 15:59	0	1	1	0	0	1	2	5	3.82%
16:00 < 16:59	2	0	1	1	0	1	2	7	5.34%
17:00 < 17:59	0	1	2	1	0	2	0	6	4.58%
18:00 < 18:59	1	1	1	1	1	1	4	10	7.63%
19:00 < 19:59	1	1	1	1	0	0	0	4	3.05%
20:00 < 20:59	0	0	2	3	0	1	1	7	5.34%
21:00 < 21:59	1	3	0	0	0	1	2	7	5.34%
22:00 < 22:59	1	1	2	2	2	1	3	12	9.16%
23:00 < 23:59	2	1	1	3	2	2	1	12	9.16%
<b>Total</b>	<b>13</b>	<b>15</b>	<b>27</b>	<b>25</b>	<b>13</b>	<b>16</b>	<b>22</b>	<b>131</b>	<b>100.00%</b>

**Incidents by Month:**

In 2024, the month of March accounted for the highest number of Use of Force incidents (22), followed by January (17), November (13), December (12), May and June (11). The incidents in the remaining months were all 10 or below.

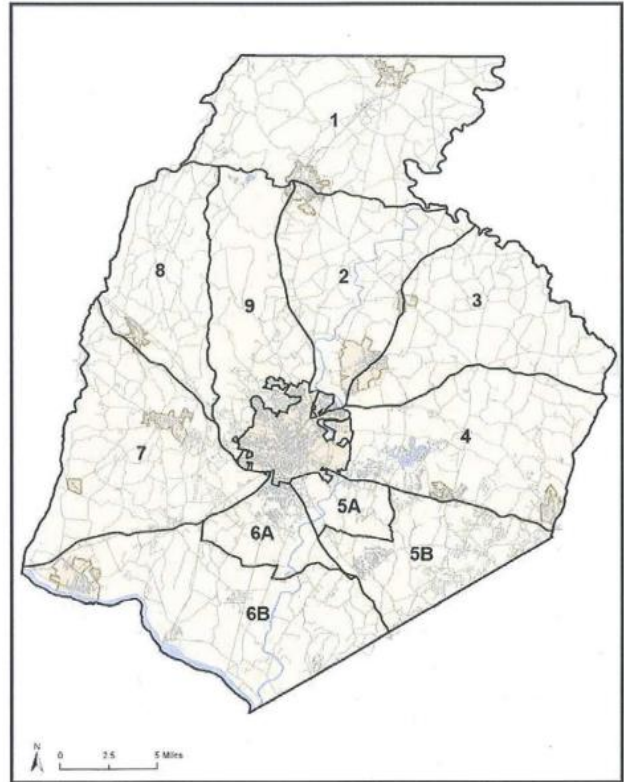
Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Count	17	10	22	5	11	11	8	5	7	10	13	12
Percent	12.98%	7.63%	16.79%	3.82%	8.4%	8.4%	6.11%	3.82%	5.34%	7.63%	9.92%	9.16%



## **Location of Incidents:**

The Sheriff's Office divides Frederick County into 12 assigned patrol areas to deploy their personnel. This allows the Sheriff's Office to effectively assign the appropriate number of personnel to each area based on call volume and the size of the geographic area. Area 10 accounted for the highest number of Use of Force incidents for the Sheriff's Office (24). Area 5A accounted for the second highest Use of Force incidents (18), followed by area 6A (17). Areas 5A and 6A are closely alligned geographically and generate the highest number of calls for service and are staffed with the most deputies due to call volume.

**Area 10** encompasses Frederick City, which is primarily patrolled by the Frederick Police Department (FPD). The Sheriff's Office does have several areas of responsibility within the city limits that include the courthouse and several schools. The Sheriff's Office will respond to assist FPD on calls for service, serve warrants within the city, an often times criminal investigations will occur within the city limits. Further review of the 24 use of force incidents has provided the following breakdown.



- Arrest warrant service (3)
- Assist FPD (4)
- Vehicle purusit, concluding in area 10 (4)
- Search and Seizure Warrant/SWAT (4)
- Traffic Stop (1)
- Criminal investigation at the Child Advocacy Center (1)
- Courthouse (1)
- School incident (5)
- Call for service originating in the county but ending in area 10 (1)

The following chart captures all use force incidents in the corresponding areas throughout Frederick County.

### ANALYSIS BY AREA

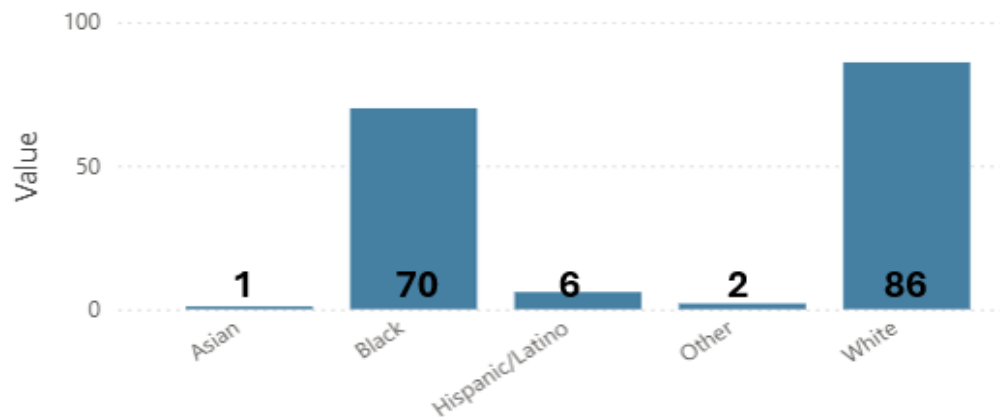
Area	Percent	Incidents
1	6.87%	9
10	18.32%	24
2	6.11%	8
3	1.53%	2
4	10.69%	14
5A	13.74%	18
5B	12.21%	16
6A	12.98%	17
6B	4.58%	6
7	7.63%	10
8	2.29%	3
9	1.53%	2
Other Maryland County (describe in Narrative Section Below)	1.53%	2
<b>Total</b>	<b>100.00%</b>	<b>131</b>

There were two incidents where force was used by the Sheriff's Office that occurred outside of Frederick County. One of the incidents involved the Sheriff's Office SWAT team. The SWAT team assists Washington County with various operations as part of our mutual aid agreement. The second incident was a vehicle pursuit that was initiated within Frederick County, and ended in Montgomery County where the use of force occurred.

### Race and Ethnicity Breakdown:

In 2024, a total of 165 people were included in FACTS reports of either having force used on them or were subject to display of lethal or less lethal weapons. Of the 165 people, 86 were white, 70 were black, 6 were Hispanic/Latino, 1 was Asian, 2 were listed as other.

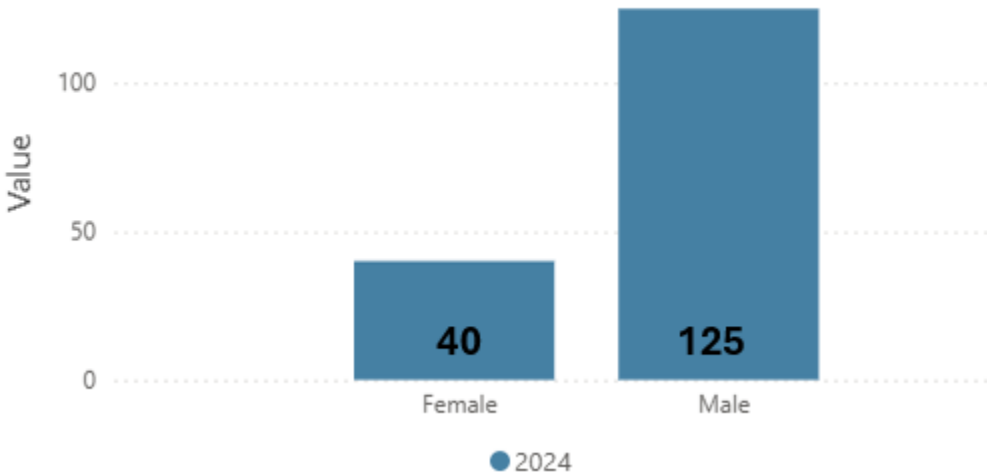
#### Suspect Race



### **Gender Breakdown:**

Of the 165 people included in FACTS reports of either having force used on them or were subject to display of lethal or less lethal weapons, 125 were male and 40 were female.

Suspect Gender



### **Ages of Suspects:**

The statistical analysis conducted by LEFTA systems separates the ages of suspects whom force was used on or were subject to a display of firearms and or less lethal weapons in the FACTS reports by groups. The highest age group (10-20) accounted for 25.45% of the uses of force. The second highest age group (31-35) accounted for 15.76% of the uses of force. The next age group (36-40) accounted for 12.73%, followed by age group (21-25) at 11.52%. The remaining age groups were all less than 10% of the reported uses of force.

### **Residency:**

In 2024, out of the 165 subjects that force was used on or were subject to display of weapons, 133 provided an address within Frederick County, 25 provided an address outside of Frederick County, and 7 were listed with an unknown residency.

### **Use of Force Analysis:**

The Frederick County Sheriff's Office has a stringent review policy regarding Use of Force reports. Once the report is completed and reviewed through the deputy's chain of command, the final report goes to Training Services for review, and to analyze the statistical data collected through LEFTA Systems FACTS reports. While conducting this review, there were no patterns or incidents based on the statistics that were out of the ordinary or raise any concerns regarding

Use of Force by Sheriff's Office personnel. All the reports during 2024 were classified as "Consistent with Training and Policy". The total number of Use of Force incidents were slightly lower in 2024 compared to 2023. The reportable calls for service in 2024 were lower as well, but the percentage of force being used during calls for service and those calls that resulted in an arrest has remained consistent the last two years. While the percentages and number of incidents resulting in a Use of Force has remained consistent, it is important to note that the number of times force has been used by Sheriff's Office personnel has decreased each year for the last three years. In 2022 number of times force was used by deputies was 404, in 2023 it was 366 and in 2024 it was 331.

This document provides a variety of categories used to analyze and or identify any patterns concerning Use of Force, including race and ethnicity, gender, age, geographic areas, and days and times of the week. Review of these demographics shows that there are no discernable patterns on whom force was used against. Force was used on 0.09% of our calls for service in 2024 and 2023 versus 0.08% in 2022 and 0.07% in 2021. These statistics show there has been an increase each year, however the increase is so minimal it doesn't raise a concern with our training and policies. Again, while there is a slight increase in the percentage, during the inception of LEFTA, the total number of times force is used has continued to decrease which re-enforces that there are no concerns identified.

### **Recommendations:**

After conducting this analysis, I do not feel that the Sheriff's Office needs to make any additional changes to our policies at this time. Training is continuously provided to personnel through various applications at the Sheriff's Office. Force applications and de-escalation are significant part of agency training. In 2024 the Sheriff's Office partnered with Mobile Crisis during in-service training. They assisted with classroom instruction as well as practical applications during "scenario-based" training. Personnel are provided multiple force options during the "scenario-based" training, as well as incorporating de-escalation techniques to resolve the "scenario". The training focuses on increasing the stress level encountered to prepare personnel to perform during high stress incidents, and the "debriefs" conducted during the training focused on the deputy articulating the force used and why it was used. Following one of the training days, Sheriff's Office personnel responded to an incident very similar to one of the training "scenarios". They attempted de-escalation with a suicidal subject armed with a knife, and when they realized that de-escalation wasn't going to be effective, they acted quickly and decisively and were able to utilize the necessary amount of force to control the subject and prevent them from harming themselves. This is a direct result of the training provided by the agency in conjunction with Mobile Crisis.

The Sheriff's Office captures all footage obtained from their Body Worn Cameras (BWC) which are included in all FACTS reports. The footage has been invaluable in the review of UOF incidents and serves as a training tool for all personnel.

### **Summary:**

In 2024, the Sheriff's Office was consistent with training and policy regarding Use of Force which is consistent with state-wide legislation. As mentioned throughout this document, all aspects of Use of Force are part of the agency's training program. These include, de-escalation,

policy and case law review, and the appropriate applications of force. The use and training of de-escalation is covered several times throughout this document and is an integral part of the Sheriff's Office training, policy, and daily practices. This document only captures data on calls for service resulting in a use of force, which was less than 1% of all calls handled by the Sheriff's Office. This document doesn't capture the "successful" uses of de-escalation with a chart or statistic on all the other calls for service where force was not used. De-escalation and compliance is always the goal of Sheriff's Office personnel when responding to calls for service. The statistics and analysis in this document support that our personnel are using force, which is necessary, proportional, and reasonable to control the situation or individuals.