



2023-2024 DE-ESCALATION TRACKING PROJECT

PHASE TWO
ANALYSIS REPORT

**LEON COUNTY SHERIFF'S OFFICE
TALLAHASSEE, FLORIDA**



This report was prepared by the Research, Analysis, Planning, and Innovation Division of the Leon County Sheriff's Office.



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2 MESSAGE FROM THE SHERIFF

Citizens of Tallahassee-Leon County,

As we consider the ongoing efforts of the Leon County Sheriff's Office (LCSO) to ensure the safety and well-being of our community, I am pleased to share a key research focus for 2023-2025. In our unwavering commitment to excellence, LCSO is placing significant emphasis on the research and analysis of de-escalation training and techniques within our agency by engaging in a major, multi-faceted De-escalation Research project.

Our de-escalation research is groundbreaking, filling a significant information gap in the academic and law enforcement communities. After surveying existing de-escalation studies, we found that research measuring successful de-escalation was sorely lacking. Partnering with Florida State University College of Criminology, we embraced the opportunity to set a new standard for de-escalation excellence here in Leon County, Florida.

We recognize the importance of understanding and analyzing these de-escalation strategies, not only to enhance the safety of both citizens and deputies but also to strengthen trust within our community.

It is important to acknowledge that, while the use of force by law enforcement is often sensationalized in the media, it is not reflective of the vast majority of interactions our deputies have with the public. In fact, within this LCSO De-escalation Research project, data indicates that over 97% of interactions with the community are calm, routine, and professional. Of all incidents to which deputies responded, only 1.76% resulted in an arrest, with less than 3% of those arrests involving the use of force as a response to a citizen's resistance. These findings illustrate our dedication to resolving situations peacefully and highlight the success of our ongoing de-escalation efforts.

In the coming months, you can expect a heightened focus on studying and refining de-escalation practices during routine law enforcement activities. While the data in this report provides a strong foundation, it represents only the surface of what we plan to achieve. We are actively diving even deeper, identifying specific factors that contribute to successful de-escalation, improving how these techniques can be effectively trained, and working with the community to create safe interactions in every situation and circumstance.

Just as we have successfully undertaken initiatives in the past, the LCSO remains steadfast in its commitment to providing world-class service to our community. We consider the prioritization of de-escalation research a professional obligation to the citizens of Tallahassee-Leon County. Under our collaborative initiative, "ALLin LEON," we seek to unify people, agencies, and organizations in prioritizing de-escalation as a fundamental element of community-oriented policing. This collaboration empowers us all to contribute to the shared goal of a making and sustaining a safer Tallahassee-Leon County.

I extend my sincere gratitude not only to the dedicated members of the LCSO who work tirelessly toward the betterment of our community, but also to you, the citizens of Tallahassee-Leon County. Your continued trust, engagement, and commitment to fostering a strong, safe community are vital to our shared success. Together, we will continue to advance safety through the research and analysis of de-escalation techniques for the well-being of our beloved community.

Sincerely,



Walt McNeil, Sheriff



3 KEY FINDINGS

The following are the summarized key findings of this report. These findings highlight the overall calm nature of interactions between citizens and deputies, the effectiveness of LCSO de-escalation efforts, and the critical role of trained officers in managing more challenging situations involving mental health and chemical impairment.

Majority of Calm/Cooperative Interactions:

- Out of 109,152 citizen interactions, 97.26% were calm/cooperative, with only 2.69% classified as agitated/uncooperative.
- Interactions that escalated to a reportable response to resistance were extremely rare (0.05%).

Experience and Role in Citizen Interactions:

- 59.87% of all citizen interactions were handled by Uniform Patrol Deputies with less than ten years of experience, indicating that these officers are often on the front lines of citizen engagement.

Geographic and Time Distribution:

- Citizen interactions were evenly spread across four sectors in Leon County, with the Southwest sector having the highest percentage of agitated/uncooperative interactions (35.67%).
- Agitated interactions were more likely to occur during late-night hours.

Successful De-escalation:

- Most agitated and/or uncooperative interactions were de-escalated successfully by the Sample Group Members (SGMs) without requiring a reportable response to resistance.

Interactions with Citizens in Crisis / Chemical Impairment:

- Mental health crises accounted for 2,394 interactions (2.2%), with 17.33% of these being agitated/uncooperative.
- Interactions with chemically impaired individuals were more likely to be agitated/uncooperative (29.15%).
- 51.74% of SGMs had completed Crisis Intervention Techniques (CIT) training, and 57.93% of mental health crisis interactions were handled by CIT-trained officers.

Arrests and Use of Force:

- Only 1.76% of incidents resulted in arrests, and in these cases, most interactions were calm/cooperative. Arrests that involved agitated/uncooperative individuals rarely escalated to a reportable response to resistance (2.76%).

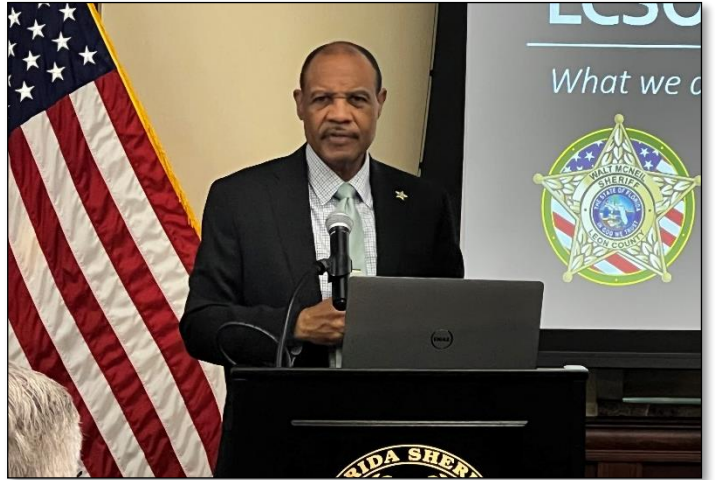


4 INTRODUCTION

The De-escalation Tracking Project (DTP) is a research initiative of the Leon County Sheriff's Office (LCSO) commissioned by Leon County Sheriff Walt McNeil and conducted by the LCSO Research, Analysis, Planning, and Innovation Division (RAPID). The project involves collection of data from interactions between citizens and LCSO deputies.

Tracking de-escalation efforts by law enforcement is pivotal for fostering accountability and transparency within our community. Thoroughly analyzing interactions between citizens and LCSO deputies allows LCSO to identify patterns, refine training protocols, and highlight practices that contribute to safer interactions between law enforcement and the community.

Tracking de-escalation efforts of law enforcement serves as a powerful tool for building trust between law enforcement and the community. Publicly sharing these success stories showcases a commitment to responsible and effective policing, demonstrating to residents that their safety is a top priority. As we navigate the complexities of law enforcement, transparently showcasing instances where de-escalation proves successful reinforces the notion that our deputies are dedicated to resolving situations peacefully and promoting a culture of mutual understanding and respect.



4.1 DEFINITIONS

CITIZEN INTERACTION

A citizen interaction wherein a deputy is involved in an official, face-to-face interaction with a citizen, whether on-duty or off-duty, and official law enforcement business is conducted (i.e., receiving a report/complaint, collection of evidence, taking a statement, conducting an interview, etc.).

COMPLIANT/CALM

A citizen who offers no resistance, complies with all directions/directives given by a deputy, and is not highly emotionally charged or verbally aggressive towards the deputy or others present.

DE-ESCALATION

Strategies and techniques to stabilize a situation, to decrease the likelihood of the need to use physical force, and to increase the likelihood of voluntary compliance.

INCIDENT/INTERACTION

An Interaction refers to individual, face-to-face interactions between a deputy and a citizen in which official law enforcement business took place. An incident refers to a scene or an investigation in which an incident number is assigned in CAD. There might be one interaction on an incident, such as a traffic stop wherein the deputy only speaks to the driver. There might also be multiple interactions during an incident, such as a criminal investigation, wherein the deputy speaks to several subjects, victims, and/or witnesses.



NON-COMPLIANT/AGITATED

When a citizen does not comply with directions/directives given by a deputy. The citizen is engaging in violent or confrontational behavior that is directed toward the deputy, themselves, or others. Here, there is a reasonable expectation that a deputy will use force in response to the citizen's resistance to de-escalate the situation and/or take the citizen into custody.

REPORTABLE RESPONSE TO RESISTANCE (RTR)

Deputies shall complete a Response to Resistance Report (RTR) after applying, using, or administering any lethal/less-lethal force, physical control tactic, or technique other than handcuffing, a simple escort, incidental touch, merely pointing a firearm without discharging such firearm, or discharging a firearm for training or recreational purposes.

4.2 METHODOLOGY

Researchers took a phased approach to this project. Phase 1 of the project was primarily exploratory, focusing on the development and testing of tracking codes to help refine our research methodology. Phase 2 represents the formalization of this methodology, as well as the collection and analysis of the data presented in this report. Phase 3 will provide a deeper dive into specific interactions, with a focus on capturing the detailed de-escalation techniques employed and collecting the demographics of citizens involved in each encounter.

This report specifically analyzes data from Phase 2 of the LCSO De-escalation Tracking Project (DTP). Within the DTP, each interaction was documented and characterized by LCSO deputies. Deputies captured information such as the number of citizens contacted, the citizens' level of cooperation or agitation, the citizens' apparent mental health status, and any indications of the citizen(s) being under the influence of drugs or alcohol. These observations were recorded through the Computer-Aided Dispatch (CAD) system, which also documents the incident type, time of the incident, and location of the incident.

In line with academic research standards, data were regularly inspected by trained data analysts. This inspection process ensured the consistency and accuracy of the information, maintained the integrity of the data, and minimized the risk of bias and error in reporting.

The sample group includes all sworn personnel with a rank of lieutenant or lower, which represents the vast majority of LCSO interactions with the community. By including all deputies who most frequently engage with the public, the study is able to create a comprehensive and realistic representation of law enforcement interactions in Leon County.

A limitation of this phase of the study was the absence of citizen demographic data. Since this study was designed to document information on all interactions—not just those that resulted in a written report—collecting detailed demographic data at this stage was not feasible. The next phase of the study will consider including demographic information to address this limitation and further our understanding of the intersection between de-escalation techniques and demographic characteristics.

Finally, as the study progresses into Phase 3 (supported by federal grant funding), additional data points, such as specific de-escalation techniques, citizen demeanor, and demographic details, will be gathered. This will allow the agency to draw more definitive conclusions about what contributes to successful de-escalation efforts and how those techniques can be refined and applied in future training.

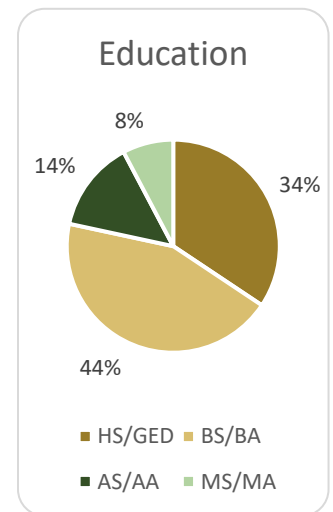
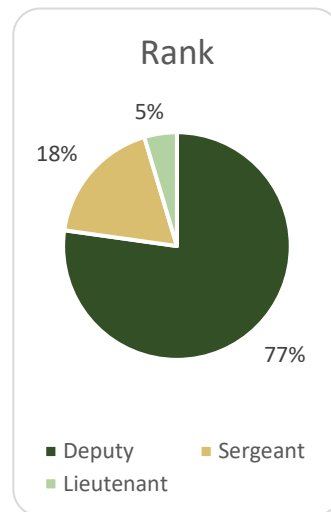
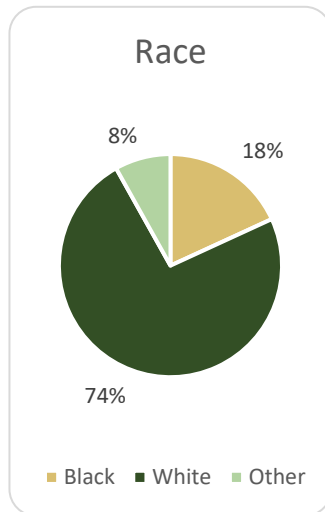
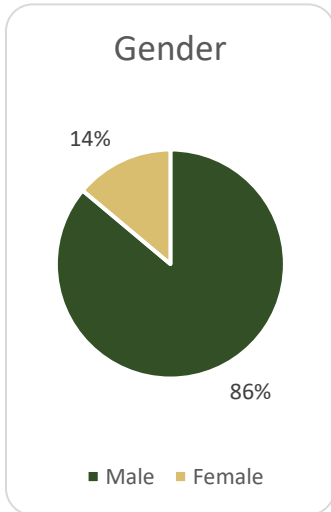
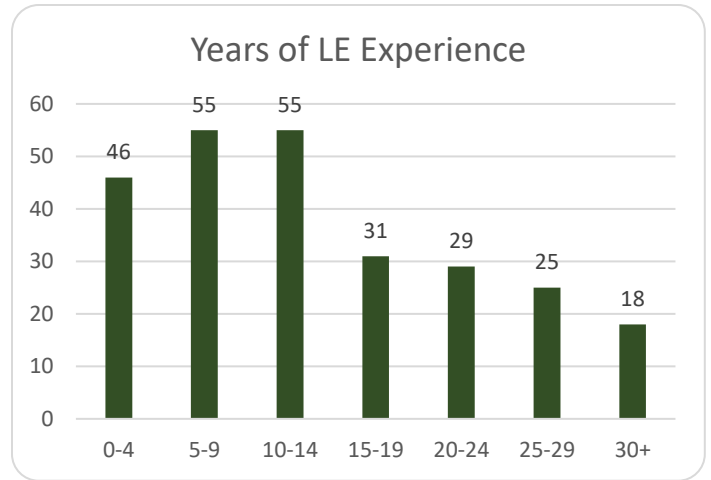
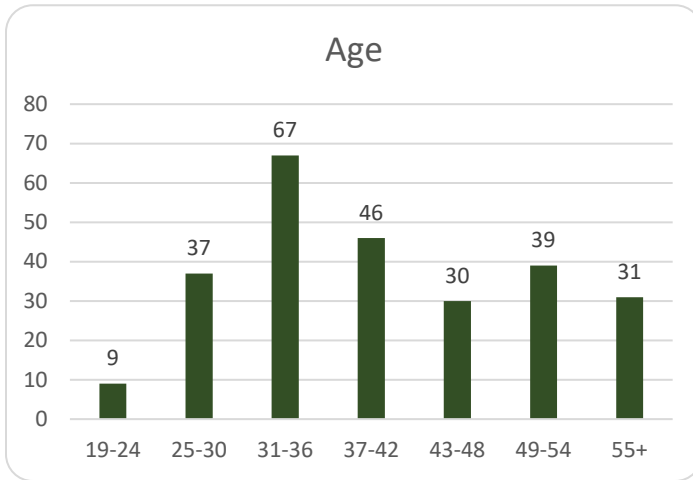


5 SAMPLE GROUP

The LCSO deputies within the sample group include all full-time sworn personnel from the rank of deputy through lieutenant.¹ The DTP utilizes data entered by deputies about incidents² to which deputies are assigned. An LCSO member is included in the study if he or she had at least one incident included in the data. Depending on the SGM’s job assignment, hire date, rank, and other contributing factors, members may have relatively few citizen interactions or many, compared to other members.

“...include all sworn personnel from the rank of deputy through lieutenant...”

259 sworn members comprise the sample group.



¹ Excluding reserve deputies or correctional deputies who are dual sworn.

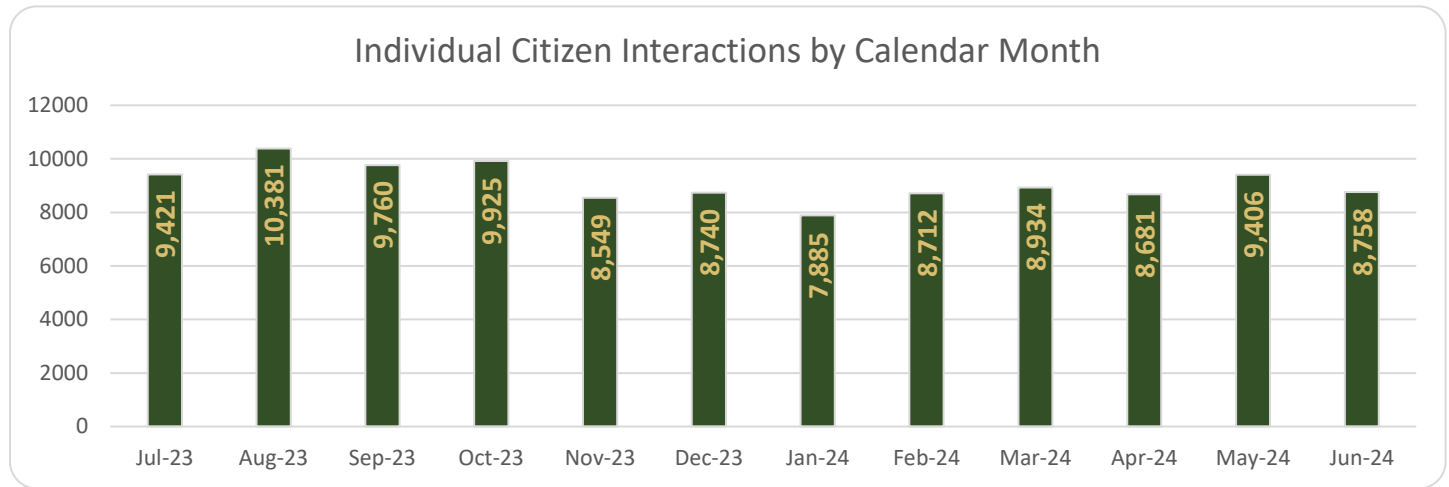
² Certain incident types/conditional exclusions apply, as defined by the DTP Phase 2 Data Management Plan. These exclusions include administrative incident types such as Air Operations, Bailiff Transports, Court Appearance, etc.



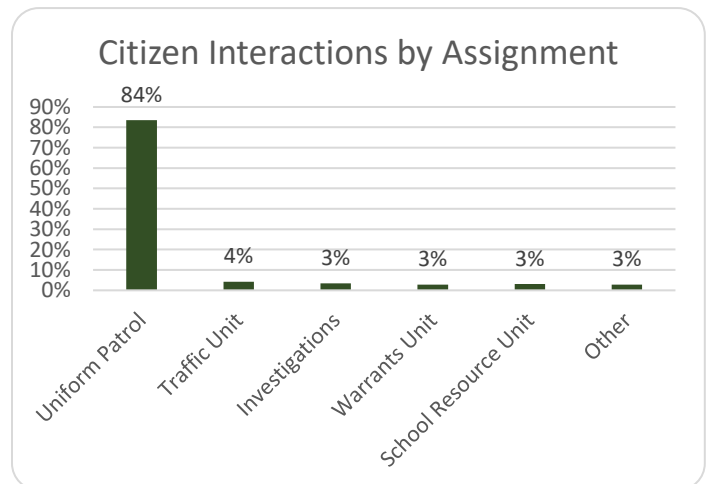
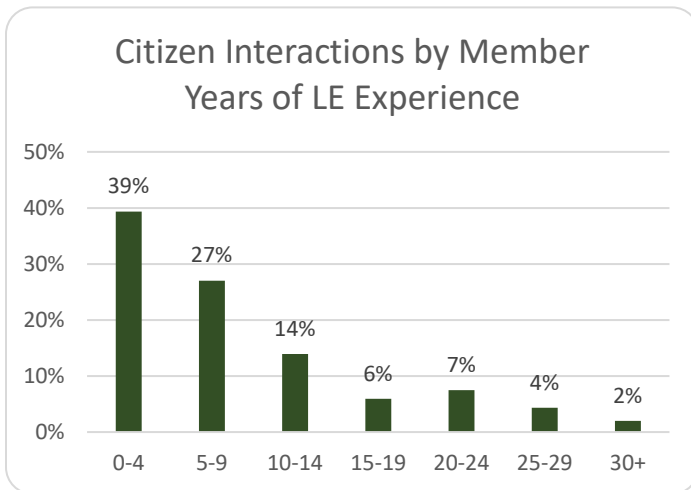
6 FINDINGS

Information collected by SGMs included the number of citizen interactions they had on each call for service and the SGM’s classification of the interaction. SGMs documented each individual interaction as calm/cooperative or agitated/uncooperative. SGMs also documented if the interaction involved an individual who was exhibiting an apparent mental health concern or chemical impairment at the time of the interaction. The following is a representation of the analysis of all individual citizen interactions³.

109,152 individual citizen interactions occurred during 53,535 included incidents within the data collection period.



Most citizen interactions occurred with deputies who had less than ten years of experience. The majority of citizen interactions were conducted by the Uniform Patrol Division. By calculating the intersection of those groups, it was determined 59.87% of all citizen interactions were conducted by a Uniform Patrol Deputy with less than ten years of law enforcement work experience.



³ A ‘citizen interaction’ is defined by the DTP Plan as a face-to-face interaction between a deputy and a citizen wherein law enforcement business takes place, such as reporting a crime, taking a statement, or affecting an arrest. Casual conversations or salutations were not characterized law enforcement interactions for analysis purposes. during the data collection period (July 2023 – June 2024).

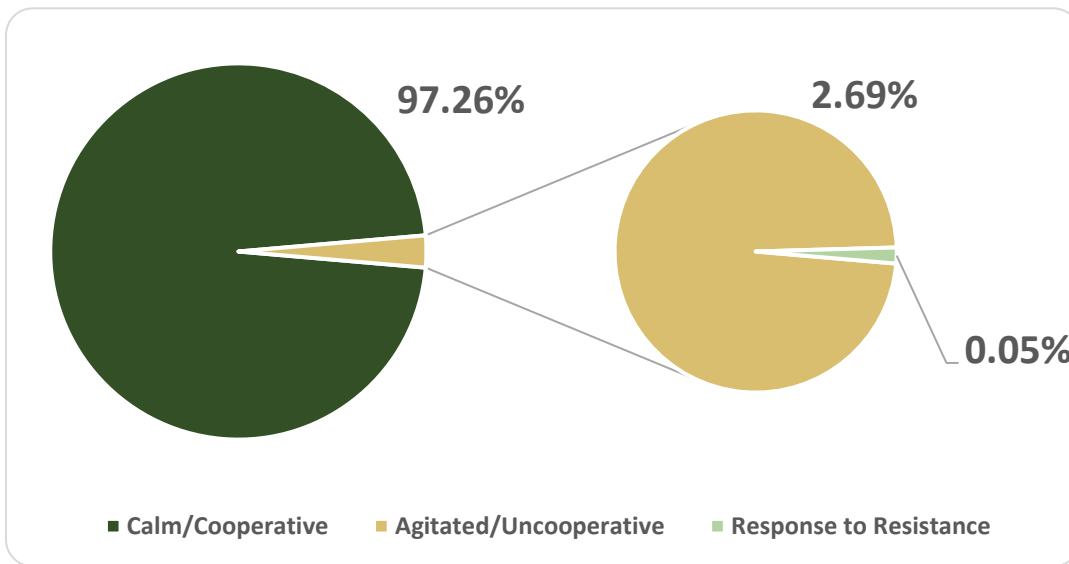


6.1 CITIZEN INTERACTION CHARACTERIZATIONS

The majority of overall interactions between citizens and SGMs were characterized as calm/cooperative⁴. The data indicates that those relatively few interactions characterized as agitated and/or uncooperative were successfully de-escalated by the SGM the majority of the time with rare escalation to a reportable response to resistance⁵.

CITIZEN INTERACTION CHARACTERIZATION BREAKDOWN		
Total Citizen Interactions	109,152	
Calm/Cooperative Interactions (No Mental or Impairment Concern)	103,499	94.82%
Calm/Cooperative Interactions (Citizen with Mental Health Concern)	2,001	1.83%
Calm Cooperative Interactions (Chemically Impaired Citizen)	661	0.61%
Total Calm/Cooperative Interactions	= 106,161	97.26%
Agitated/Uncooperative Interactions (No Mental or Impairment Concern)	2,270	2.08%
Agitated/Uncooperative Interactions (Citizen with Mental Health Concern)	393	0.36%
Agitated/Uncooperative Interactions (Chemically Impaired Citizen)	272	0.25%
Total Agitated/Uncooperative Interactions	= 2,935	2.69%
Interactions with Reportable Response to Resistance	= 56	0.05%

CITIZEN INTERACTION CHARACTERIZATION BREAKDOWN



“The data indicates that those relatively few interactions that were characterized as agitated and/or uncooperative were successfully de-escalated by the SGM the majority of the time...”

- In 97.26 % of all interactions, citizens were calm and cooperative.
- In only 2.69% of all interactions, were citizens agitated or uncooperative.
- Only 0.05% of all citizen interactions result in the use of force by a deputy.

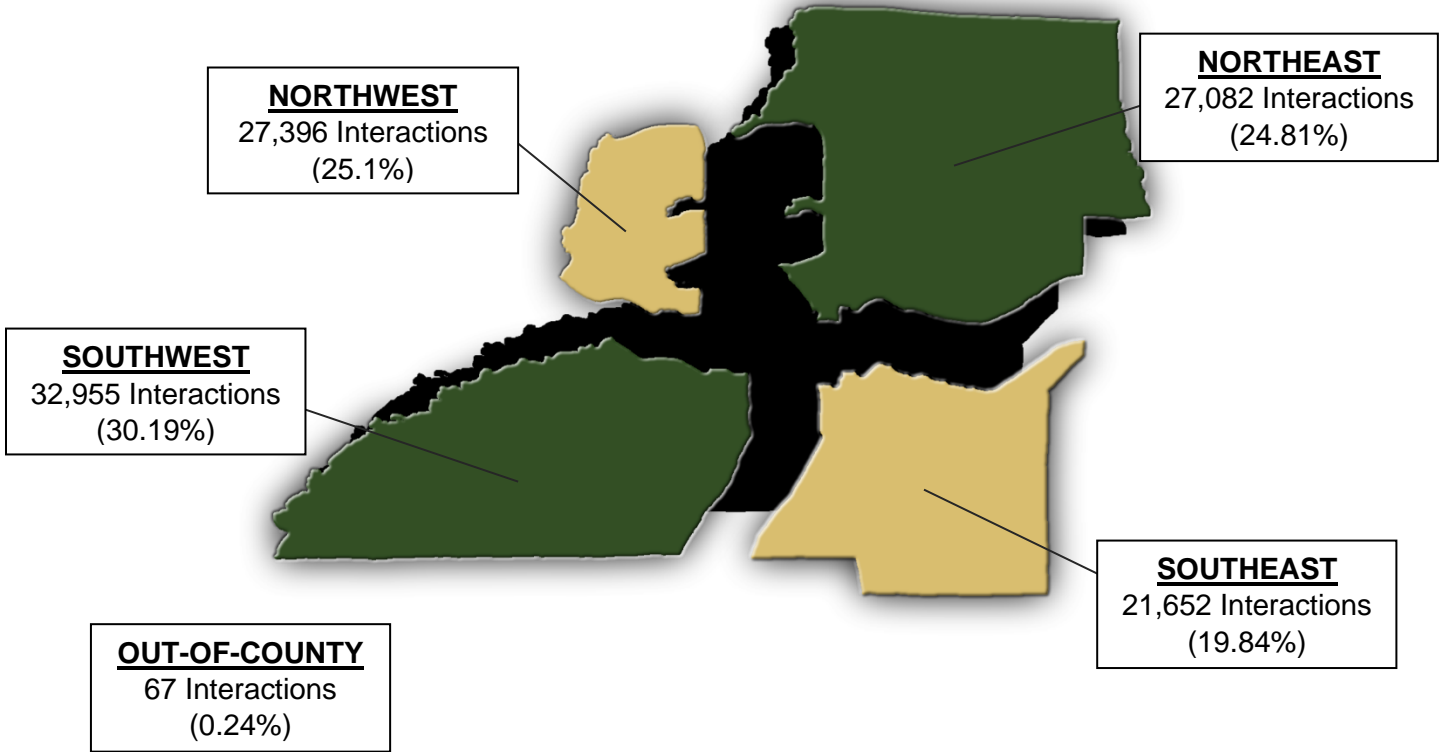
⁴ No agitation, resistance, or lack of cooperation was reported by the SGM.

⁵ A reportable Response to Resistance includes any response by a deputy to a resisting citizen that includes the application or use of any lethal/less-lethal force, physical control tactic, or technique, other than handcuffing, a simple escort, or an incidental touching.



6.2 CITIZEN INTERACTIONS BY SECTOR

Leon County is divided by the Leon County Consolidated Dispatching Agency (CDA) into four primary patrol sectors based on call volume. Citizen interactions are distributed relatively evenly between the four sectors of Leon County, Florida.



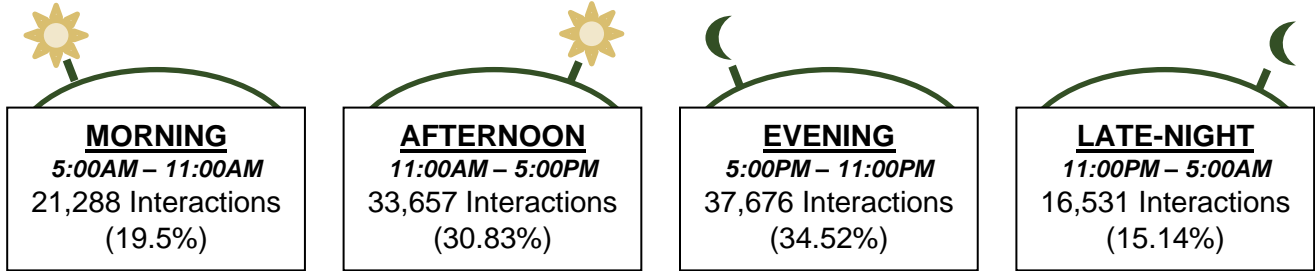
Within the total count, the following citizen interactions were characterized by the deputies as interactions wherein the citizen was agitated and/or uncooperative (see below). Citizen interactions which were so characterized occurred more frequently in the southwest district of Leon County, Florida.

AGITATED AND/OR UNCOOPERATIVE INTERACTIONS BREAKDOWN		
Total Northwest Agitated and/or Uncooperative Interactions (De-escalated)	686	23.37%
Total Northeast Agitated and/or Uncooperative Interactions (De-escalated)	602	20.51%
Total Southwest Agitated and/or Uncooperative Interactions (De-escalated)	1047	35.67%
Total Southeast Agitated and/or Uncooperative Interactions (De-escalated)	600	20.44%
Total Out-of-County Agitated and/or Uncooperative Interactions (De-escalated)	0	0.00%



6.3 CITIZEN INTERACTIONS BY TIME OF DAY

Most citizen interactions occurred during evening hours. While fewer citizen interactions occurred during late-night hours (11:00 PM – 5:00 AM), those citizen interactions were more likely to be characterized by the SGM as agitated and/or uncooperative, relative to other times of day.



MORNING INTERACTIONS BREAKDOWN (0500 – 1100)		
Total Morning Interactions	21,288	
Calm and Cooperative Interactions	20,834	97.87%
Agitated and/or Uncooperative Interactions	445	2.09%
Interactions with Reportable Response to Resistance	9	0.04%

AFTERNOON INTERACTIONS BREAKDOWN (1100 - 1700)		
Total Afternoon Interactions	33,657	
Calm and Cooperative Interactions	32,759	97.33%
Agitated and/or Uncooperative Interactions	883	2.62%
Interactions with Reportable Response to Resistance	15	0.04%

EVENING INTERACTIONS BREAKDOWN (1700 - 2300)		
Total Evening Interactions	37,676	
Calm and Cooperative Interactions	36,606	97.16%
Agitated an/or Uncooperative Interactions	1,048	2.78%
Interactions with Reportable Response to Resistance	22	0.06%

LATE NIGHT INTERACTIONS BREAKDOWN (2300 - 0500)		
Total Late-Night Interactions	16,531	
Calm and Cooperative Interactions	15,962	96.56%
Agitated and/or Uncooperative Interactions	559	3.38%
Interactions with Reportable Response to Resistance	10	0.06%



6.4 INCIDENTS WITH ARREST

The following is an analysis of SGM-involved incidents wherein arrests were affected⁶. The majority of arrest incidents were characterized as calm and cooperative, and those that were characterized as agitated and/or uncooperative were most often de-escalated without a reportable response to resistance.

Of 53,535 included incidents, only 942 (1.76%) resulted in at least one arrest⁷.



ARREST INCIDENT BREAKDOWN		
Incidents with Arrest(s)	942	
Arrest Incidents with Agitated and/or Uncooperative Interactions	156	16.56%
Arrest Incidents with Reportable Response to Resistance	26	2.76%

6.5 CITIZEN INTERACTIONS BY INCIDENT TYPE

6.5.1 Disturbance Incidents

A “disturbance”⁸ was one of the most common calls-for-service to which SGMs responded. During many of these incidents, violence is either imminent or already occurred prior to deputy arrival. Citizen interactions that were characterized by SGMs as uncooperative and/or agitated of occurred on disturbances incidents.

Of 53,535 included incidents, 3,335 were characterized as disturbances. Of these incidents, at least one arrest was affected on only 173 (5.19%)⁹.

Although citizen interactions on disturbances incidents were more likely to be characterized by SGMs as agitated and/or uncooperative, these interactions were still most often de-escalated by the SGM without a reportable response to resistance.

DISTURBANCE INCIDENT BREAKDOWN		
Disturbance Incidents	3,335	
Disturbance Incidents with Agitated and / or Uncooperative Interactions	378	11.33%
Disturbance Incidents with Reportable Response to Resistance	9	0.27%

⁶ Does not include all agency arrests, only those on incidents included within the scope of the de-escalation research project.

⁷ Some incidents may have resulted in more than one person being arrested.

⁸ Includes incident types from CAD related to Active Assaults, Domestic Disturbances, Disturbances (not including nuisances/noise complaints), Physical Disturbances, Physical Domestic/Family Disturbances, Verbal Disturbances, Verbal Domestic/Family Disturbances, Harassment in Progress, Road Rage.

⁹ Some incidents resulted in more than one person being arrested.



6.5.2 Traffic Stop Incidents

A “routine” traffic stop is a law enforcement encounter with which most citizens are familiar. As such, how traffic stop interactions are characterized is of public interest.

The following analysis relates to traffic stops the SGM initiated or in which the SGM participated.

SGMs initiated or participated in 14,557 individual traffic stops during the data collection period (July 2023 – June 2024). During these stops, SGMs interacted with 19,000 motorists/passengers.

Of the 14,557 individual traffic stops, only 201 (1.38%) resulted in an arrest¹⁰. Most of these arrests were characterized as calm and/or cooperative. Traffic stops resulted in an arrest wherein some or all of the citizens present were reportedly agitated and/or uncooperative on thirty-one occasions (0.21%). Of these arrest situations, 98.51% were de-escalated without a reportable response to resistance by the SGM.



TRAFFIC STOP INCIDENT BREAKDOWN		
Traffic Stop Incidents	14,557	
Traffic Stops with Agitated and/or Uncooperative Interactions	134	0.92%
Traffic Stops with Reportable Response to Resistance	3	0.02%

Of the 14,557 individual traffic stops, the majority were conducted by the Uniform Patrol Division followed by the Traffic Unit.

TRAFFIC STOPS BY UNIT		
Traffic Stop Incidents	14,557	
Initiated by members of the Uniform Patrol Division	10,145	69.69%
Initiated by members of the Traffic Unit	3,560	24.46%
Initiated by members of all other assignments	852	5.85%

¹⁰ Some traffic stops may have resulted in more than one person being arrested, and some arrests are “notice-to-appear” arrests (criminal citations).



6.6 INTERACTIONS WITH CHEMICALLY IMPAIRED CITIZENS

SGMs were trained to characterize interactions with individuals who appeared to be chemically impaired by drugs or alcohol. Interactions in which chemical impairment was reported were characterized as agitated and/or uncooperative at a relatively higher rate than citizen interactions wherein chemical impairment was not reported to be a factor.

INTERACTIONS WITH CHEMICALLY IMPAIRED (C.I.) CITIZENS BREAKDOWN		
Total C.I. Interactions	933	
Calm and/or Cooperative Interactions	661	70.85%
Agitated and/or Uncooperative Interactions	272	29.15%

The majority of interactions with citizens who were characterized by SGMs as chemically impaired occurred with highest frequency during evening hours (5:00 PM – 11:00 PM) and with second highest frequency during late-night hours (11:00 PM – 5:00 AM).

INTERACTIONS WITH CHEMICALLY IMPAIRED (C.I.) CITIZENS – BY TIME-OF-DAY		
Total C.I. Interactions	933	
Morning C.I. Interactions	91	9.75%
Afternoon C.I. Interactions	159	17.04%
Evening C.I. Interactions	395	42.34%
Late-Night C.I. Interactions	288	30.87%



6.7 INTERACTIONS WITH CITIZENS IN MENTAL HEALTH CRISIS

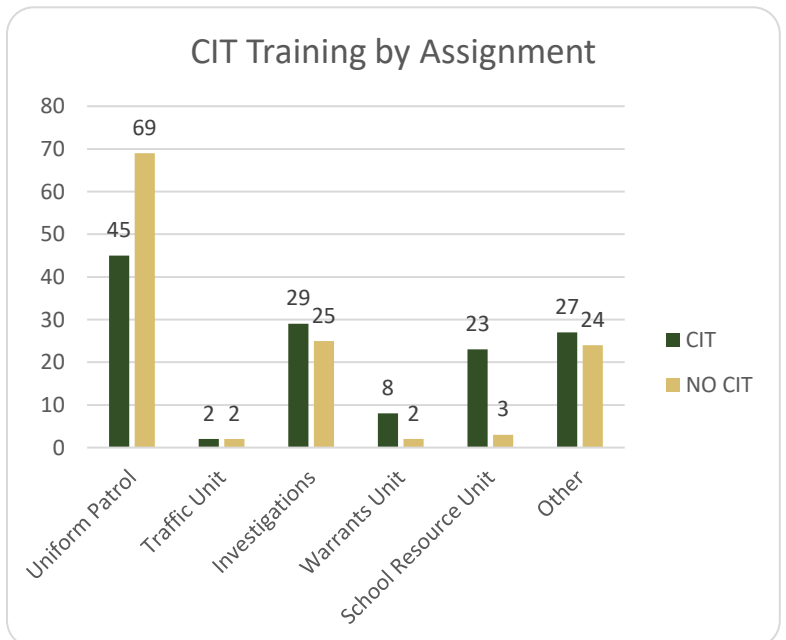
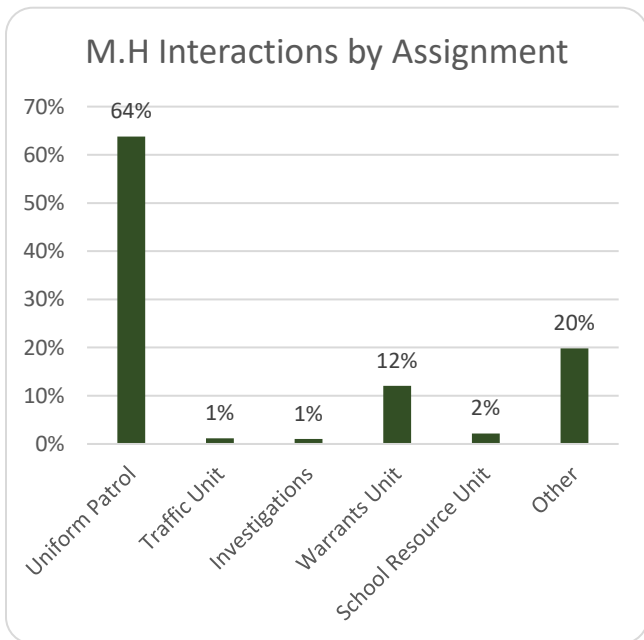
SGMs were trained to characterize interactions with individuals who were apparently experiencing a mental health crisis or suffering from other mental health concerns. Interactions in which an apparent mental health crisis was reported were characterized as agitated and/or uncooperative at a relatively higher rate than citizen interactions wherein mental health was not deemed to be a factor.

INTERACTIONS WITH CITIZENS IN MENTAL HEALTH (M.H.) CRISIS BREAKDOWN		
Total M.H. Interactions	2,394	
Calm and Cooperative Interactions	2,001	82.67%
Agitated and/or Uncooperative Interactions	393	17.33%

Location data from interactions with individuals who were apparently experiencing a mental health crisis or suffering from other mental health concerns was gathered to populate the following table. SGMs documented a higher number of interactions with individuals who were apparently experiencing a mental health crisis in the Northeast and Southwest sectors.

INTERACTIONS WITH CITIZENS IN MENTAL HEALTH (M.H.) CRISIS – BY SECTOR		
Total M.H. Interactions	2,394	
M.H. Interactions in Northwest Sector	408	17.04%
M.H. Interactions in Northeast Sector	866	36.17%
M.H. Interactions in Southwest Sector	676	28.24%
M.H. Interactions in Southeast Sector	444	18.55%
M.H. Interactions Out-of-County	0	0.00%

LCSO has prioritized Crisis Intervention Techniques (CIT) training for sworn personnel for the last several years. Of the 259 SGMs involved in citizen interactions represented in this report, 134 (51.74%) had successfully completed a CIT training course (see tables below).



Of the 2,394 interactions with individuals who appeared to be experiencing a mental health crisis or suffering from other mental health concerns, 1,387 (57.93%) were interactions with SGMs who had successfully completed a CIT training course.



7 ACKNOWLEDGEMENTS AND QUALIFICATIONS



This report is a product of the Leon County Sheriff's Office (LCSO) De-escalation Tracking Project (DTP). The DTP was commissioned by Sheriff Walt McNeil with the primary objective of measuring the successful de-escalation efforts of Leon County Sheriff's deputies. The DTP was sponsored by Executive Director Sara Bourdeau, of the LCSO Research, Analysis, Planning, and Innovation Division (RAPID). Sergeant James Pittman, a sworn special projects manager of the LCSO RAPID, served as the Project Manager. Ms. Rachel Strickland, the senior data analyst, led the process of data aggregation and certification.

This report is one of several products of the DTP. Data for this product was collected from multiple sources, including the CAD system, LCSO's response to resistance reporting system, LCSO's body-worn camera video collection and storage system, employee management databases, and questionnaires. The data was aggregated, merged, and inspected for quality in accordance with the DTP plan.

A special thanks goes to Florida State University College of Criminology for their ongoing and extensive collaboration throughout the project. Their partnership with our researchers, assistance with quality management, and contributions to the research methodology were crucial to ensuring the study's rigor and accuracy.

We also extend a heartfelt thank you to the supervisors and managers across the agency who played a vital role in overseeing the quality and aggregation of data. Their diligence in ensuring the integrity of the information was critical to the success of the project.

Finally, we would like to express our deepest gratitude to the deputies who consistently and accurately entered the disposition codes that formed the foundation of this research. Their commitment to recording interactions with care and precision made this entire study possible by providing us with the data necessary to measure and improve our de-escalation efforts.

FOR INQUIRIES, CONTACT LCSO RAPID:

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