# Command, Control, and Coordination: A Quick-Look Analysis of the Charlotte-Mecklenburg Police Department's Operations during the 2012 Democratic National Convention

Approved for distribution:
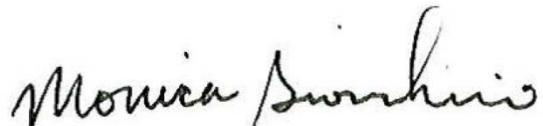
Monica Giovachino, Managing Director

Table of Contents

Executive Summary

National Special Security Events (NSSEs), especially national political conventions, pose unique planning and operational challenges. Due to their high-profile nature (i.e., political, economic, social, or religious nature) and the large number of attendees, national conventions have the potential to adversely impact public safety and security. Though many conventions have occurred, detailed documentation to guide local law enforcement on planning and operational best practices is sparse.

In order to address this gap and in response to requests from law enforcement leaders, the U.S. Department of Justice's Bureau of Justice Assistance (BJA) worked in partnership with the CNA Corporation to provide technical assistance and support to local law enforcement security operations prior to and during the 2012 national conventions. The primary goal of the technical assistance was to develop an after-action report (AAR) that documents key findings of the overall security planning and operations. CNA analysts deployed to Charlotte, North Carolina to support the Charlotte-Mecklenburg Police Department's (CMPD) public safety and security operations for the 2012 Democratic National Convention (DNC) from Sunday, September 2 through Thursday, September 6, 2012.

In addition to this Charlotte Quick Look Analysis report, the lessons learned and best practices from this event will serve as a blueprint for future law enforcement agencies in charge of maintaining security. BJA, with the support of CNA, will document key findings from the 2012 Democratic National Convention and the 2012 Republican National Convention in a comprehensive AAR, titled, *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies.*

Major Observations

During the event, CNA analysts observed discussions and noted key decisions/actions and field operations as they relate to critical functional areas, such as communications; intelligence; public information and media relations; and training.

From these observations, CNA identified a number of best practices and lessons learned. **Best practices** reflect activities and actions that aided in the success of the event. **Lessons learned** reflect areas for improvement and detail some activities or actions that would have improved operations.

Below is a summary of the major observations, which are described in detail in this Quick-Look Report.

Best Practices

- Pre-event Planning: Rigorous and robust planning prior to the event facilitated CMPD's operations for several functional areas (e.g., training, tactical operations, logistics, communications, and traffic) during the 2012 DNC. Twenty-four subcommittees, an Executive Steering Committee, and a local public safety core planning team (including executive decision-makers from CMPD and the Charlotte Fire Department [CFD]) established effective operational plans, policies, and collaborative partnerships during the 16 months prior to the event. The planning process and the operational plans that were developed as part of this multi-jurisdictional collaborative process were often cited as the critical factor in ensuring the success of this event. The following bullets highlight key best practices that most influenced event-related security operations.

- Collaborative Authorities: For the 2012 DNC, the City of Charlotte's public safety agencies (CMPD, CFD, and the Charlotte Emergency Management Agency [EMA]) jointly collaborated in local security planning and operations. CMPD served as the lead liaison between local response partners and the U.S. Secret Service (USSS), a key leader in the Core Planning Team, and coordinated activities such as mobile field operations, traffic, logistics, and prisoner processing. CFD was an important contributor in being a key leader in the Core Planning Team and coordinating security planning related to communication, fire/emergency medical services/public health response, and Hazardous Materials/ EOD support. Charlotte EMA assisted planning and operations related to consequence and emergency management.

- Technologies and Criminal Intelligence: Instrumental and unique to CMPD's operational success was its ability to maintain unparalleled situational awareness through the use of real-time intelligence. Over 600 fixed and mobile video surveillance cameras (including cameras on officers in the field) were deployed throughout the city during the event. By actively monitoring live video feeds, Commanders in the CMPD Command Center essentially had "eyes on the ground," and were able to make quick response and resource-allocation decisions. In addition, intelligence sources interacting with demonstrator groups and extensive criminal intelligence capabilities in CMPD's Video Observation and Intelligence Center (e.g., license plate readers, background checks databases, or social media) strengthened the intelligence operation.

- Personnel Recruitment: CMPD recognized early in the planning process that event security would require a significant number of additional law enforcement personnel.

2

As such, CMPD recruited nearly 3,000 state and local law enforcement officers from across the nation[1] to effectively provide safety to over 50 operational sites, 92 critical infrastructure sites, hundreds of delegates and VIPs, and thousands of event attendees. These additional law enforcement officers gave CMPD a force reserve and flexibility to meet potential or unanticipated challenges related to event security. In addition, CMPD was able to display an impressive show of force with hundreds of police officers, 300 Public Order bicycles, 50 Dual Sport motorcycles, and four-wheel drive utility terrain vehicles (UTVs). These resources allowed CMPD to effectively control parades and demonstrations; provide food and water to officers; and quickly respond to other calls for service, including requests for radio batteries or additional personnel at venues.

- Pre-event Training/Legal Affairs: Training personnel was critical for ensuring that law enforcement officers accomplished their tasks while preserving the CMPD's mission[2] and goal of minimizing disruptions caused by demonstrators and avoiding unnecessary arrest. Training focused on improving officer's understanding of the unique legal and civil rights issues involved in this type of event (e.g. First Amendment rights and privileges), in efforts to protect the rights and civil liberties of demonstrators and ticket-holding attendees (e.g., delegates and invited guests). Training was disseminated in a number of different formats,[3] including web-based training to outside agencies, to ensure that officers clearly understood their roles and responsibilities.

- Crowd Control: Though the number of demonstrators was far less than expected, CMPD still responded to a number of demonstrations throughout the event to ensure public order. Senior command staff and officials worked directly with the demonstrator groups, and this tactic appeared highly effective in quickly reducing tensions by allowing these protestors "to be heard." In addition, the accessibility of senior officers in the field smoothed crowd control issues and allowed for rapid adjustments of strategy. As a result, only 25 individuals were arrested (16 of which were pre-negotiated with the arrestee).

---

[1] This included 1,150 CMPD officers and 2,850 non-CMPD officers.

[2] CMPD's mission stated "The Charlotte-Mecklenburg Police Department will build problem-solving partnerships with our citizens to prevent the next crime and enhance the quality of life throughout our community, always treating people with fairness and respect. (*Law Enforcement Handbook: Operational Period August 20-September 7, 2012*, City of Charlotte and Charlotte-Mecklenburg Police Department.)

[3] CMPD delivered training in many facets: a Microsoft® PowerPoint presentation on the CMPD Plateau system, a direct email from Chief of Police Rodney Monroe, and in-person at the CMPD training academy.

- Command and Control: CMPD, CFD, and interagency partners effectively coordinated command and control of the event through a number of operations centers, daily meetings, and a common radio communication network. Unique to the DNC was the creation of new operations centers—including the Interagency Communications Coordination Center and the city Joint Information Center—to ensure fluid multi-agency coordination for communications and public affairs. Partnerships between local public safety agencies, neighboring local jurisdictions, federal agencies, local businesses, and community organizations also played a significant role in the operational success of the event. For example, in response to the change in venue for the President's speech on September 6, 2012, CMPD and its public safety agency cohorts effectively coordinated with stakeholders to ensure that security-related operations were altered appropriately.

Lessons Learned

The following bullets highlight key lessons learned by CMPD as a result of their experiences during the 2012 DNC:

- Planning Subcommittees: Properly defining the scope, roles, and responsibilities of all planning subcommittees is critical to avoiding duplication of efforts and errors.

- Flexible Operations: Flexibility and adaptability are essential for any event of this size and nature. For example, logistics planned for feeding officers to include mobile feeding operations; officer staffing/lodging/transportation assignments had to be altered up to the start of operations, and alternate traffic plans were utilized in response to unplanned marches and demonstrations.

- Arrest Processing: At arrest scenes, undesirable behaviors can be prevented and deescalated by quickly moving arrestees to offsite locations for arrest processing. In addition, during arrests proper protocols and procedures regarding handling evidence need to be established and clearly communicated to arresting officers prior to the event.

- Financial/Grant Management: Substantial time is needed to apply for federal funds, clear budgets, and obtain approval to begin to obligate and expend funds. This process should be considered carefully as part of the planning process. More details on grant management processes and procedures are outlined in *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies.*

- Other lessons learned included establishing commonly understood screening protocols at security checkpoints by federal agencies and local law enforcement; developing and executing security contingency plans; securing appropriate personnel; and tracking officer assignments.

Conclusion

Overall, CMPD's and its partner public safety agencies' responses throughout the DNC aligned with its planning objectives. Officers were well prepared to deal with the incidents that arose and were able to maintain positive interactions with demonstrators throughout the event.

This page is intentionally blank.

Section 1: Event overview

Due to the size and high-profile nature of the 2012 Democratic National Convention (DNC), the U.S. Department of Homeland Security and the U.S. Secret Service (USSS) classified the DNC as a National Special Security Event (NSSE). NSSEs are events of national significance (due to their political, economic, social, or religious nature) that may be targets of terrorism or criminal activity.

The following section provides an overview of event planning and response operations during the DNC, with special attention given to the efforts of the Charlotte-Mecklenburg Police Department (CMPD).

Background

Planning for the DNC began on February 1, 2011, immediately after Charlotte, North Carolina was awarded the convention bid. NSSE planning was primarily coordinated through an Executive Steering Committee, consisting of command-level representatives from the USSS, local public safety agencies (CMPD, the Charlotte Fire Department (CFD), and the Charlotte-Mecklenburg Emergency Management), Federal Bureau of Investigation (FBI), North Carolina Department of Crime Control and Public Safety, and other public safety agencies. Under the Executive Steering Committee, 24 subcommittees (see Appendix A) were tasked with developing specific operational plans for their functional area. CMPD played an important role in identifying the four additional subcommittees (Technology, Logistics/Asset Identification, and Staffing and Housing) that were needed throughout the planning process.

Authorities

Authority for the planning and operations of local security for an NSSE can vary by jurisdiction and is often reflective of the size and capabilities of the local departments and agencies. In many cases, local law enforcement will take the lead due to the security focus of the mission; however, in other jurisdictions the local EMA or the fire department may play a larger role. This was the case for the 2012 DNC where the City of Charlotte's public safety agencies (CMPD, CFD, and Charlotte-Mecklenburg Emergency Management) jointly collaborated in local security planning and operations. CMPD served as the lead liaison between local response partners and the USSS, jointly led the Core Planning Team, and coordinated activities such as mobile field operations, traffic, logistics, and prisoner processing. CFD worked jointly (and seamlessly) with CMPD as a key contributor on their Core Planning Team and coordinated security planning related to communications, fire/emergency medical services/public health response, hazardous materials/Explosive Ordnance Disposal support, infrastructure protection, public works, and

consequence management. Charlotte EM (a CFD led emergency response entity) assisted with planning and operations related to consequence and emergency management.

Other outside partners played a significant role in the event planning and operations, including the USSS, who served as the lead federal agency primarily responsible for the design and implementation of the operational security of the event (at designated venues). A DNC Executive Steering Committee of local and federal law enforcement agencies was responsible for coordinating and sharing planning efforts. Finally, the DNC Committee (DNCC) and DNC Host Committee were responsible for coordinating the actual event. Figure 1 below depicts these major planning authorities.

Figure 1. DNC Planning Authorities
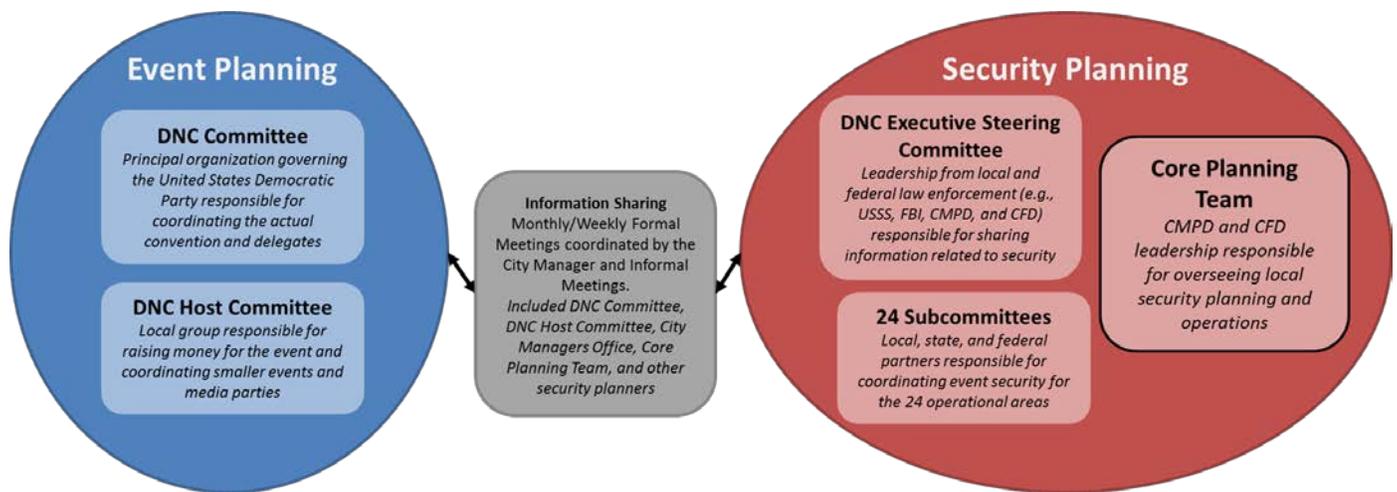
Supporting Agencies and Organizations

To ensure that the 2012 DNC was carried out safely, securely, and efficiently, local, state, and federal agencies and organizations collaborated across missions.

Law enforcement agencies

126 state and local law enforcement agencies from South Carolina, Georgia, Virginia, Chicago, Washington D.C, Philadelphia, Denver, Fort Worth, and Milwaukee supported local safety operations throughout the 2012 DNC. This support resulted in over 4,000 officers participating in various public safety operations. Appendix B provides a complete list of the law enforcement agencies that provided officers to assist CMPD during the 2012 DNC.

Local businesses, media, and community organizations

CMPD spent 14 months meeting and working with a number of local businesses, such as Bank of America, Wells Fargo, hospitals, and building managers/tenants, as well as the media and community organizations to review security plans and to explain to them the expected event

operations. Local catering companies assisted in providing food for officers. In addition, local businesses (e.g., Family Dollar) donated individual sunscreen and other first aid supplies for the care of law enforcement officers.

DNC Operations

CMPD event operations began on August 30, 2012 as specialized equestrian units and intelligence sources from out of town began to arrive, resources were staged, and pre-event festivities began on August 30, 2012.

The DNC was held from Saturday, September 1 through Thursday, September 6, 2012. Due to pre-convention events scheduled by the DNCC and the anticipated departure times of the U.S. President and Vice President, CMPD designated the operation period as August 30 through September 7, 2012. During this time, the City of Charlotte received an estimated 50,000 to 75,000 visitors, including delegates, dignitaries, media outlets, demonstrators, and supporting personnel (NSSE and assisting law enforcement). Security management for the event was a large task, which required coordinated communications and execution of each subcommittee's operational plans.

CMPD event operations concluded on September 7, 2012 after event attendees and the U.S. President and Vice President departed Charlotte.

Event venues

During the DNC, there were three primary event venues (listed in Table 1), as well as over 150 event sites, such as delegate hotels, that were open to the public.

Table 1: Primary Event Venues

Venue	Address	Dates of Operation
Time Warner Cable Arena	333 East Trade Street Charlotte, NC 28202	September 2-6, 2012
Charlotte Convention Center	501 South College Street Charlotte, NC 28202	September 2-6, 2012
Uptown Charlotte – CarolinaFest	Tryon Street, from 5th Street to Stonewall Street	September 3, 2012

Event operations centers

CMPD took the lead for local public safety operations. On August 31, 2012 at 7:00 a.m., CMPD opened its Command Center, which remained open 24 hours a day/7 days a week until noon on September 7, 2012. CMPD used a unified command structure in order to establish and maintain command and control throughout the event. Additional command centers were activated throughout the event. These command centers allowed each agency/stakeholder to establish an

all-hazards response and maintain situational awareness both internally and externally. Table 2 lists the command centers activated during the convention.

Table 2: Event Command Centers

Command Center
Air Security Operations Center
Bomb Management Center
Broadside and Venue Security Room
Charlotte City Joint Information Center
Charlotte Fire Department Operations Center
Charlotte-Mecklenburg Police Department Command Center
Critical Infrastructure Resource Group
City of Charlotte Emergency Operations Center
CMPD Dignitary Protection
CMPD Intelligence Operations Office
Critical Incident Response Center
Federal Bureau of Investigation's Hostage Rescue Team
Federal Bureau of Investigation's Intelligence Operations Center
Federal Bureau of Investigation's Joint Operations Center
Interagency Communications Coordination Center
Joint Medical Operations Center
Multi-agency Communications Center (MACC)
North Carolina National Guard
Protective Intelligence Command Center
Public Works Command Center
Tactical Security Room
Traffic Management Center
U.S. Secret Service Joint Information Center

Secure zones

Two major secure zones were established within Uptown Charlotte. The USSS controlled a higher security zone ("hard zone") in and around the main convention venues (e.g., Time Warner Cable Arena) with CMPD providing the majority of personnel. This zone perimeter was secured with temporary 8-foot steel fences and concrete barriers. In addition, security personnel conducted car-sweeps and credential checks at various access points. An outer secure zone was maintained by CMPD directed law enforcement personnel.

Critical infrastructure

10

In preparing for the convention, CMPD conducted a comprehensive risk assessment of its critical infrastructure (e.g., utilities, hotels, and buses). In addition, the U.S. Department of Homeland Security (DHS) led an Infrastructure Assurance Task Force to conduct risk analysis and modeling of various cyber infrastructures to determine vulnerabilities, regional communication characteristics, and resiliency. The Critical Infrastructure subcommittee developed and gave host site entities a Cyber Resiliency Review survey tool in order to assess their infrastructure and determine their strengths and weaknesses. These reviews were coordinated through the Presidential Inauguration Committee, with the assistance of other partners, including the U.S. Department of Defense, CFD, FBI, and U.S. Transportation Security Administration (TSA). During the event, the North Carolina National Guard provided security at 92 critical infrastructure sites.

Demonstrations

CMPD planners anticipated 2,000 to 10,000 demonstrators at the DNC and 70 demonstrator groups from across the country, and estimated that only a few thousand demonstrators actually arrived. Major protest groups included Occupy Wall Street, Occupy Charlotte, UndocuBus, Free Bradley Manning, Christian Defense Coalition, Charlotte Coalition for Life, Code Pink, March for Liberty, and Operation Save America's Christian Witness, Greenpeace, and EarthFirst.

In anticipation of protest activity, the City of Charlotte passed new ordinances, including the Extraordinary Event Ordinance, allowing the city to create designated areas for large gatherings and restricting the possession and use of particular items.

Financial management

Approximately $50 million in federal funds for the DNC were awarded to Charlotte in April 2012 (see the Appendix for more information on the federal funding process, including a timeline and one-page overview). Beginning December 2011, BJA convened monthly conference calls with the host site to coordinate grant management activities and to quickly identify concerns as they arose. During the planning process, BJA also dedicated staff to expediently meet the needs and requests of the host city and conducted fraud prevention training to help ensure all expenditures were adequately documented and approved in accordance with regulations. The federal budget was passed in November 2011, and following an application and budget clearance process, Charlotte began receiving funds in April 2012. Afterward, the Department of Justice (DOJ) Office of the Inspector General (OIG) conducted an audit of the funds used.

This page is intentionally blank.

Section 2: Operational Assessment

This section of the report reviews the efficacy of law enforcement operations for the 2012 DNC.

Observations are organized by functional area, which were identified using the U.S. Department of Justice (DOJ) Office of Community Oriented Policing Services' *Planning and Managing Security for Major Special Events: Guidelines for Law Enforcement*, as well as by the subcommittees established for the 2012 DNC. Observations are listed in alphabetical order and are not ranked in order of importance. Observations are also categorized as a best practice ("BP") and/or lesson learned ("LL"). A **best practice** reflects activities and actions that aided in the success of the event, and a **lesson learned** reflects areas for improvement, detailing activities or actions that would have improved the operations.

As previously mentioned, the observations and discussions presented in this Quick-Look Report will be expanded upon in a comprehensive After-Action Report (AAR) titled *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies* presenting best practices and lessons learned from both the 2012 Democratic National Convention and the 2012 Republic National Convention.

2.1 Access Control: Screening and Physical Security

This functional area is responsible for ensuring the safety and security of the lives and property—as well as the protection of civil liberties—of all patrons, citizens, VIPs, and USSS protectees during the DNC.

Observation 2.1.1 (BP): Early planning, regular meetings, and sufficient personnel led to the success of venue security.

Event venues were effectively secured, with no major incidents during the DNC. This success can be attributed to a number of planning activities. First, the Venue subcommittee began holding weekly meetings with federal partners and outside agencies 16 months prior to the event. This gave the subcommittee ample time for planning and for establishing relationships with key stakeholders.

Second, subcommittee personnel conducted site visits and walkthroughs of all event venues in order to plan for daily operations and special circumstances.

The Venue subcommittee had a sufficient number of personnel during the DNC, allowing for flexible allocation of resources. Command staff was able to reassign additional resources as needed, especially during VIP visits or during the times when potential security problems were anticipated. Inside each venue was a Security Control Room staffed by a Deputy Police Chief, a Deputy Fire Chief, a Senior Fire Inspector, and a USSS Agent. CFD staged 8-12 Fire Brigades (with a crash cart of equipment) inside each venue to provide fire watch and Emergency Medical

Services (EMS). These Fire Brigades were staffed with two firefighters and a Fire Inspector. In addition, two ambulances were stationed at each venue for patient transportation.

Observation 2.1.2 (BP): Venue security planning and execution for contingencies were comprehensive.

Contingency plans for venue security were comprehensive. For example, due to weather concerns of holding the President's acceptance speech in an open venue (Bank of America Stadium), contingency plans for changing the event's venue to Time Warner Cable Arena were established and documented prior to the event. As a result, CMPD planners and executives were able to seamlessly transition operations the day before the speech.

Observation 2.1.3 (BP): Assignment of sufficient law enforcement personnel to airport security prevented major challenges.

In order to maintain proper security of the Charlotte Douglas International Airport, the Airport subcommittee needed to have a comprehensive picture of incoming and outgoing flights for delegate and VIPs. During the planning process, CMPD learned from the Denver Police Department[4] that last-minute changes and additions to delegate and VIP itineraries would be one of the greatest challenges for airport security. As a result, CMPD made sure it had sufficient staffing assigned to managing this task, which proved necessary for the event when many travel itineraries were not received until a few days prior to the event.

Observation 2.1.4 (BP): Effective control of when travelers arrived at the airport and collaboration made departure day a success.

Due to the size of the Charlotte Douglas International Airport lobby, CMPD and airport security personnel were concerned with overcrowding. Per recommendation from CMPD, the arrival of delegates at the airport was effectively controlled by asking hotels to permit late checkouts and extending hours of operation for the free shuttle bus service.[5] The success of mass-departure day on September 7, 2012 can also be attributed to the collaboration among Airport Police, USSS, U.S. Capitol Police, State Highway Patrol, TSA, and airline companies. Airlines facilitated

---

[4] During the planning process, CMPD invited previous NSSE host cities to Charlotte for a three-day discussion of their lessons learned and security plans/operations for the 2004 and 2008 conventions. Bringing the previous host city departments to Charlotte allowed more CMPD Command personnel to hear their stories. This included meetings with the St. Paul, Minnesota Police Department (2008 Republican National Convention); Denver, Colorado Police Department (2008 DNC); and Boston, Massachusetts Police Department (2004 DNC).

[5] These strategies prevented delegates from arriving at the airport much earlier and congesting lobby areas while they waited for their flights.

14

smooth departures by allowing advance agents and protective details to obtain boarding passes and sometimes check baggage ahead of time.

Observation 2.1.5 (LL): The Airport Administration traffic plan impeded traffic rather than alleviating it.

The Airport Administration had civilians and cones in the road to direct traffic. Due to small terminal frontage space, this caused traffic backups. After recommendation from CMPD, the Airport Administration removed the civilians and cones, allowing traffic to flow. Through this, personnel providing security learned that collaboration between the Airport Administration and local police can help establish effective traffic-control strategies.

Observation 2.1.6 (LL): Common screening protocols were unclear to USSS personnel at perimeter security checkpoints.

CMPD coordinated with USSS to maintain perimeter security. CMPD officers secured the outer perimeter, while USSS agents maintained the access control for hard zones. During the event, a lack of common screening protocols and unfamiliarity of credentials by those USSS personnel assigned to security checkpoints caused confusion and bottlenecks at security checkpoints. For example, on some occasions USSS agents stopped credentialed personnel and clean vehicles (e.g., law enforcement cars or sanitation trucks) at access checkpoints. USSS personnel should have been trained or briefed on what the host city's credentialing process was and what credentials would look like. Screening protocols for the various levels of security perimeters should have also been established and publicized broadly to event personnel, partners, and the public.

Observation 2.1.7 (LL): Secure zones should be maintained by local law enforcement with arrest authority.

CMPD had an adequate number of law enforcement officers to successfully secure the event. CMPD's operations plan set aside six platoons dedicated to respond to any situation or motorcade that was unplanned. These platoons were kept busy troubleshooting problems and securing unplanned motorcades and events. While the USSS is responsible for the secure zone areas, the normal protocol is for uniformed law enforcement to provide security since   the USSS does not have arrest powers for state laws. As such, the secure zones must be secured by local law enforcement and inside the venues must be staffed by local law enforcement in order to make arrests for state and local law violations.

2.2 Administrative and Logistics Support

This functional area is responsible for acquiring, staging, and tracking all available and obtainable resources for the operations and care of public safety agencies affiliated with the 2012 DNC.

Observation 2.2.1 (BP/LL): Strategic planning and real-time decision-making resulted in the successful care of over 6,000 public safety personnel.

During the event, CMPD fed[6] and hydrated approximately 6,000 public safety personnel using five stationary rest and rehabilitation (R&R) sites and mobile services. Strategic planning proved valuable for logistics. For example, CMPD planned for extra R&R sites (10), which permitted easy last-minute adjustments when a number of sites canceled a few days prior to the event. Staff running these sites were fully briefed on their roles and responsibilities, which enabled seamless operations.

During the event, CMPD learned that the fixed R&R sites were not adequate for meeting the needs of officers in the field. As a result of their logistics operations plan, they were able to quickly adjust operations to provide more mobile feeding and logistic services. 10 additional Utility Terrain Vehicles (UTVs)[7] were deployed (originally, 4 UTVs) and one refrigerated food truck was deployed on day 2 to deliver food and water. In order to attend to off-site officers, CMPD gave per diem[8] and strategically used vendors to provide the off-site delivery of meals. Per diem was also given to intelligence sources, who were unable to openly walk into R&R sites.

In addition, CMPD selected R&R sites that were quality locations (adequate space and restrooms) and located them where officers were most concentrated.

---

[6] Officers were fed three meals a day for seven days.

[7] Gators are four-wheel-drive utility vehicles.

[8] Per Diem was given to North Carolina State Highway Patrol troopers who provided support to Mecklenburg County and surrounding counties.

Observation 2.2.2 (BP): Collaboration among interagency partners was essential to providing law enforcement personnel with the resources and logistical support needed throughout the event.

During planning, the Logistics subcommittee quickly identified other agencies (e.g., outside law enforcement agencies, CFD, health department, city business support services, project managers, vendors, and property owners) that would be involved in the planning stages, and built relationships with them. These partners helped CMPD determine what existing contracts were in place in order to get the bidding process started for contracts that needed to be acquired. Throughout the planning process, CMPD also worked closely with multiple vendors and held them accountable for their responsibilities by conducting taste tests, performing site visits, and having vendors join in on meetings. Using multiple vendors returned funds to the local economy and protected the entire workforce from potentially getting sick from spoiled food.

Observation 2.2.3 (BP): Practicing logistics for operations on earlier events helped prepare personnel for the DNC.

Beginning with New Year's Eve 2011, continuing throughout 2012 , the Logistics subcommittee practiced on a number of events such as the 2012 Speed Street, and the Annual 4th of July Celebration. This allowed them to identify key personnel, field-test their plans, and note various shortfalls. As a result, the Logistics subcommittee was able to develop appropriate plans to address issues ahead of time.

Observation 2.2.4 (BP): Local officers successfully transported out-of-area personnel during event operations.

CMPD officers familiar with Charlotte were assigned to officer transportation. This was critical to successfully transporting officers to and from their hotels 24 hours a day. In addition, officers on light duty[9] assisted in operating passenger vans, as needed.

Observation 2.2.5 (BP/LL): CMPD persistently monitored the demanding needs of logistics coordination.

CMPD learned from the Denver Police Department that a large number of personnel would be required for the logistics operation (i.e., to provide proper care of officers during the event). Thus, CMPD planned for three times the amount of people that Denver used and set officer health and safety as a priority for the event. During the event CMPD personnel experienced the need for sufficient personnel, as the logistics function operating in full-swing during the event.

---

[9] Light-duty officers are personnel performing alternative duty assignments or who are in non-full-time positions.

Observation 2.2.6 (LL): CMPD recognized the importance of strategic staffing.

During the event, CMPD had over 4,000 law enforcement personnel assisting with security for the event. This number was chosen based on intelligence gathering regarding the amount of officers used at previous similar events and the expected number of demonstrators. Due to the lack in showing of demonstrators, there was a greater force of personnel that may have been required

> *"It will be much harder to ramp up [staffing] than to ramp down [staffing]."*
>
> *-Chief Rodney Monroe, December 13, 2012*

for the event. CMPD Chief Rodney Monroe noted that due to the difficulty of predicting security threats for the event,[10] it was essential for CMPD to plan for the worst case scenario. However, he expressed that planning could benefit from the development of plans for de-escalating the planned workforce if additional intelligence suggests more personnel are not necessary.

Observation 2.2.7 (LL): Tracking officer assignments using existing platforms may not be sufficient for managing the large in-flux of personnel needed to support the event.

Though CMPD used a database to track specific job assignments, squads/platoon assignments, shifts, and timecards, it still faced a number of challenges when developing and tracking officer assignments. These challenges are described below.

- Sufficient personnel were not dedicated to this task early on, putting a large responsibility on a small group of people.

- Last-minute changes in personnel required extensive and time-consuming revisions, as changes in officer assignments jointly affected lodging and transportation logistics.

- During the event, CMPD found that tracking time by platoon/squad was difficult. CMPD noted that it would be easier to track time by agency.

---

[10] Following the event, CMPD conducted interviews with demonstrators to better understand the lack in showing. Demonstrators shared that the location of the event made it challenging for people from the west coast to get to and some protestors felt they adequately expressed their views during Occupy movements earlier in the year. These examples highlight that a number of factors can impact demonstrators' presence at such events, making is very difficult for law enforcement to accurately determine the size of their security force.

Observation 2.2.8 (LL): CMPD faced a number of challenges in coordinating and providing housing for visiting officers.

Shortly after Charlotte, North Carolina was selected to be the DNC site, the DNCC booked a large portion of the hotels for delegates and attendees. Although CMPD was able to house over 2,800 officers that required lodging, they were faced with the challenges listed below.

- Housing subcommittee leaders experienced difficulty in securing available hotel rooms early on for law enforcement officers. Using federal funds to pay for housing expenditures requires additional steps in the planning process that need to be considered **prior** to securing hotel reservations. Approvals and waivers are required for certain expenses, for example, securing lodging at rates *above* the federally approved rate (see *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies* for more information on grant management).

> *"Every city needs to look at mass housing during planning; the university model is a useful one."*
>
> *-Chief Rodney Monroe, December 13, 2012*

- CMPD planned for the majority of officers to arrive for briefing, equipment issue, assignment and accommodations assignment on Saturday, September 1, 2012. The planning team anticipated this could result in a cumbersome check-in process. While all departments were given a check-in/briefing time, many arrived earlier than expected causing the check-in team to accommodate the higher numbers for each session. Even with these challenges, approximately 2,500 law enforcement officers were successfully processed in 12 hours.

- CMPD did not receive timely information from outside agencies of the final officers assigned to provide assistance for the event. This lack of information made it difficult for CMPD to coordinate officer assignments with the lodging and transportation needs.

- During the event, out of town officers raised concerns regarding college dormitory rooms that were not properly cleaned and had air-conditioning problems. CMPD had a contingency plan in place to move officers, which was effectively executed throughout the event (in one case, an entire visiting department of 50 officers was moved to a hotel after midnight on Saturday night).

Observation 2.2.9 (LL): The designated officer-transportation routes and plans were unclear and ineffective.

CMPD developed a route around uptown by which the Charlotte Area Transit System (CATS) would stop at designated stops every 15 minutes to pick up officers. This plan failed due to officers not clearly understanding the routes, officers not willing to wait for the shuttle or walk one to two blocks to a shuttle stop, and the designated stops not being in convenient locations for fatigued officers finishing up their shifts. On day two of the DNC, two strategic decisions were made that improved officer transportation. First, CATS bus drivers were told to pick up officers wherever and whenever they saw them waiting. Second, CATS buses were staged at the three main venue sites when officers would complete their shifts to prevent officers from having to walk long distances to the previously designated pick-up locations.

CMPD learned that future transportation operations, particularly for officers stationed at venue sites, should plan for transportation stops based on where officers will be finishing their shifts, rather than where they will be starting them. During the event, CMPD intentionally did not allow visiting officers to bring their own patrol cars, in an effort to prevent damage in the event of civil unrest. In hindsight, CMPD noted that they would have allowed more agencies to use their own vehicles to minimize the number officers that need transportation and house officers who can self-transport farther from the central venues.

Observation 2.2.10 (LL): CMPD was unable to conduct demobilization procedures as planned.

CMPD had three checkout centers to out-process officers and a demobilization plan in place, which included gathering their equipment and tracking their travel days. However, CMPD did not anticipate that visiting agencies may leave immediately after (and sometimes before) their duty assignments ended. As a result, CMPD was not able to immediately track when officers completed their duty assignments, causing additional backend work for payroll. While, CMPD was not able to track the return of all equipment in an efficient manner, all equipment was accounted for within two weeks following the event. The responsibility for informing outside law enforcement support of the demobilization procedures fell to the field commanders. CMPD felt strongly that in future events, it would be beneficial to have the demobilization process covered in the initial in-briefing prior to the event, and perhaps noted again during the regular shift briefing. Ensuring that this topic is exhaustively and comprehensively covered in the pre-event briefing will ensure that outside law enforcement officers have a better understanding of the adverse consequences that failing to follow demobilization protocols (e.g., delays in processing payroll for outside agency personnel).

2.3 Command and Control

This functional area is responsible for command and control operations employed during the 2012 DNC.

Observation 2.3.1 (BP): CMPD established an effective operational command structure.

Throughout DNC operations, six deputy police chiefs oversaw the following major law enforcement functions: Incident Command, Normal CMPD police operations (patrol and investigations, Traffic, Venues and Mobile Field Force, and the Multi-agency Communications Center [MACC]). All command staff were able to communicate with one another through a designated radio channel.

Observation 2.3.2 (BP): The City of Charlotte's public safety operations were effectively coordinated between CMPD and CFD.

CMPD and CFD have a long-standing and unique collaborative relationship (e.g., the City of Charlotte is the first metropolitan area in which both police and fire agencies coordinate their daily operations on a signal radio communication system). This strong relationship was valuable in providing seamless event coordination for the planning and execution of life and fire safety, critical infrastructure, and emergency management.

Effective coordination was evident through CFD's role as a key decision-maker and key member of the Core Planning Team. Furthermore, a CFD Deputy Chief served as Deputy Operations Chief at the CMPD Command Center (with the assistance of a Battalion Chief and Captain) and oversaw the following functions: fire, HAZMAT/Explosive Ordnance Disposal (EOD), public health, infrastructure, public works, consequence management, and the city Emergency Operations Center (EOC).

Observation 2.3.3 (BP): CMPD structured security operations for the event similar to traditional patrol operations in efforts to provide out-of-town officers fluidity and understanding.

Security for the entire event mirrored typical patrol structures, in which various levels of command facilitated coordinated communications (Figure 2 below). The first level consisted of patrol officers who were assigned to a squad, which consisted of nine officers and one supervisor. The next layer was the grouping of five to six squads into platoons. The final layer of command and control was functional group commanders, to which platoon leaders reported. Establishing this command and control structure that was familiar to officers from outside agencies enabled clear communication of activities and the direct supervision and reporting of issues throughout the DNC.

Figure 2. DNC Operations Command Structure
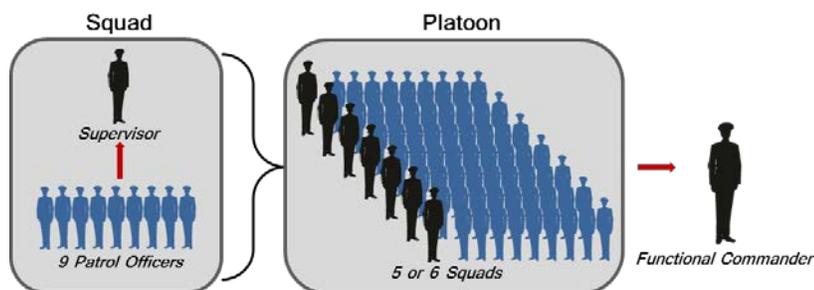
Observation 2.3.4 (BP): Key city and DNC stakeholders conducted daily briefings with the mayor.

Beginning September 3, 2012, CMPD hosted daily morning briefings with Charlotte Mayor Anthony Foxx and City Manager Curt Walton. These meetings included Police Chief Rodney Monroe, the Incident Commander, Deputy Chief Jeff Dulin[11], the Director of the Charlotte Department of Transportation, Director of Charlotte Solid Waste Services, Charlotte's Public Affairs Director, and the DNCC and the DNC Host Committee. During these meetings, each representative gave a brief of the activities that occurred the day prior and the expected activities and challenges for the upcoming day. This collaboration played a significant role in the successful coordination of multiple event responses. For example, in response to the change in venue for the President's speech on September 6, 2012, these representatives made key decisions to effectively ensure that security-related operations were altered appropriately.

Observation 2.3.5 (BP): Interagency partners utilized two event-management software systems to maintain situational awareness.

The Charlotte-Mecklenburg Emergency Management Agency ran the Charlotte Operations Based Response Analysis Tool, COBRA, which tracked the status of over 1,200 events that took place during the DNC. All Computer Aided Dispatch calls for police and fire were displayed in COBRA in real time on a Geographic Information System map. COBRA also showed Automatic Vehicle Location for units that could be dispatched to events. This tool allowed command staff to see events that were currently happening, events that just concluded, and upcoming events, enabling them to appropriately allocate resources. COBRA was also used as a database for managing secure information about critical infrastructure sites.

The CMPD Command Center and local operation centers also used ETeam (a virtual command and situational awareness software) for interagency situational awareness. ETeam is the daily system used by CMPD and CFD for managing events and incidents. During operations, ETeam

---

[11] Deputy Chief Dulin served as Deputy Operations Commander.

data recorders were placed in all command and operations centers to capture all information related to the event. With this software, all centers could instantly view what others were doing. In addition, the North Carolina Office of Emergency Management monitored ETeam and recorded incidents into the State System to give state partners visibility of local operations. Access to ETeam was limited to those in command centers, for which each command center was given access to one data entry portal for editing. This permitted the control of information through one source at each command center.

2.4 Credentialing

This functional area is responsible for assisting with the application for and distribution of credentials for all law enforcement officers supporting the convention.

Observation 2.4.1 (BP): CMPD's planning and flexibility resulted in the effective creation of city- and federal-level credentials.

During the planning process, CMPD developed 6,000 CMPD city credentials for all public safety personnel involved in the security for the event and for personnel needing access to the government center complex, including personnel working in the CMPD Command Center.

The vast majority of the credentialing consisted of an identification card with the name and photo of the individual. This identification card was designed to be worn on a lanyard or a clip, and be placed on the outside of the person's clothing to ensure that the individual could access certain areas, including the R&R sites. The photo identification card was critical due to the number of public safety personnel who did not recognize one another and the hundreds of different uniforms involved. Every plainclothes officer was issued the photo identification card to allow them entry into R&R sites and other secure sites. These officers simply produced the card from inside their clothing as necessary.

Issuing these city credentials allowed CMPD a way to control access into secure areas and raised the morale of city personnel.[12] A majority of the city credentials were processed and created prior to the DNC, with only around 500 created on-site, due to errors with personal information or photographs. CMPD leveraged a partnership with an experienced private-sector company to create city credentials.

In addition, USSS provided 1,300 credentials to persons requiring access to secure zones. CMPD personnel found the USSS credentialing system effective; however, CMPD would have liked to have had access to the system earlier in order to become better acquainted with how it operated.

---

[12] City personnel felt special and proud of having credentials.

Observation 2.4.2 (LL): Credentialing processes would have been smoother had CMPD received information sooner.

CMPD struggled with obtaining timely information for creating credentials for assisting law enforcement agencies. In addition, CMPD received many photographs that did not have the appropriate specifications for its credentialing system (e.g., the dimensions of the photograph; attire, such as hats, not allowed in photographs), which required new photographs to be re-submitted or taken on-site. Specific instructions of what personnel photographs should look like were provided to assisting law enforcement agencies, and if those instructions had been followed, the process would have been expedited.

2.5 Crowd Management

This functional area is responsible for managing crowds while maintaining officer and public safety.

Observation 2.5.1 (BP/LL): Bicycles, dual-sport motorcycles, and UTVs were essential in providing a rapid multi-agency approach to crowd control.

CMPD, CFD, and the Civil Emergency Unit used 300 public order bicycles, 50 dual-sport motorcycles, and 16 UTV units (four person Kawasaki Mules) as part of the Mobile Field Force (MFF) operation. These vehicles were paramount to controlling crowds, providing flexible mobility, and allowing officers to respond quickly to any situation and control movement of parades and marches. Each mode of transportation provided added benefits:

- Bicycles were also used as physical barricades for directing the movement of large crowds.

- Motorcycles were useful for patrolling the larger outer perimeter of the event and lessened the potential for officer fatigue.

- Bicycles and motorcycles served as visual force multipliers, giving the impression of much greater numbers of officers. When needed to control crowds, the squads would form into their platoon element of five squads and operate as a single unit.

- UTVs were outfitted with additional response equipment to respond/attend to civil unrest situations.

Additional bicycles and motorcycles (resulting in fewer officers on foot) would have increased CMPD's flexibility to quickly respond to calls for service.

Observation 2.5.2 (BP): Training helped to set expectations of officers and prepare them for their duties.

CMPD developed a training strategy that educated all officers involved in MFF operations on their roles, responsibilities, and expectations. A fundamental element of this training was stressing that the overall goal was to strike a balance between First Amendment rights (free speech and the right to assemble peaceably) and law enforcement's need to protect persons and property from injury and damage. MFF training provided officers with specific information on the types of crowd behavior that would be tolerated, how CMPD would

respond to unacceptable behaviors, and various strategies to control crowds. Other important lessons included details on interacting with media and training on specific scenarios (e.g., controlling traffic on parade routes). Critical to CMPD's training strategy was ensuring that all officers received and understood the message. Thus, CMPD delivered training in many facets, including classroom instruction, practical field exercises, via the intranet and internet, a direct email from Chief of Police Rodney Monroe, and one three-day training session.

The success of this training effort was evident during the event. MFF officers maintained positive and professional behavior in response to demonstrators sometimes aggressively exercising their free speech.

Observation 2.5.3 (BP): On-scene command and control proved valuable to mitigating unruly demonstrators.

"I believe that as the chief here that I have to be out there not only supporting the men and women of this organization, but really understanding what the men and women of this organization have to face. I don't think you can do this sitting behind a desk."

-*Chief Rodney Monroe, WBTV, September 10, 2012*

Chief of Police Rodney Monroe's ability to maintain personal relationships with key players of demonstrator groups and be on the ground during larger events proved effective in mitigating undesirable behaviors. For example, during a two-hour standoff between demonstrators conducting an unplanned march on an unap-

proved march route and law enforcement at a busy intersection, Chief Monroe diffused the situation by personally negotiating with demonstrators to determine routes that allowed them to exercise their First Amendment rights without entering secure zones. In addition, MFF operations occurred in the field with two Majors overseeing command and control. This presence of leadership in the field enabled MFF officers to quickly respond and prevent potentially violent incidents.
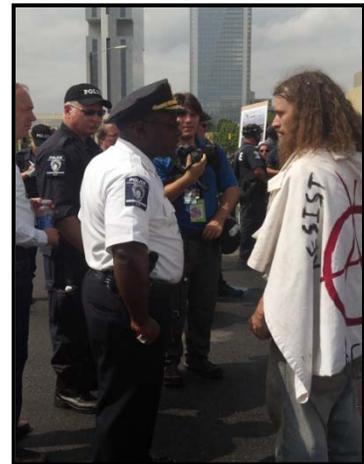
Observation 2.5.4 (BP/LL): While a designated free speech platform did not assist crowd control operations, a "camp" for demonstrators did allow CMPD to better control their activities.

CMPD and City of Charlotte attorneys maintained in the year leading up to the convention that all open, public space is a free speech area and there was no need to have the designated space. However, in efforts to satisfy the DNCC, the CMPD DNC Planning Unit and City Attorneys developed a free speech platform. CMPD spent months developing plans for a speaker's platform to be located near the delegate bus entrance into the secure zone. Though this area was designed for demonstrators to use as a gathering space for during the event, it was hardly used by demonstrators.

The decision by CMPD to allow demonstrators to remain in a camp which they set up overnight in Marshall Park gave CMPD more control and oversight of their activities and movements. While this camp violated city and county ordinances, the location gave the demonstrators the ability to stay together and provided CMPD the ability to stage resources nearby to respond to any issues with ease, such as unplanned marches and protests.

Observation 2.5.5 (LL): Event attendees found horses to be impressive looking, but this event did not lend to their need.

CMPD brought in 23 horses to help with street patrols during the event.[13] Though event attendees commented that having officers on horseback was impressive, CMPD found that the costs and time of caring for the horses (e.g., building them a temporary shelter, maintaining solid waste removal, and attending to their physical needs) did not outweigh these benefits. CMPD noted that horses should only be used if local law enforcement has them and the resources to maintain them, or if there is credible information that large scale demonstrations will occur during the event.

---

[13] Horses were brought to Charlotte, NC from the U.S. Park Police, Atlanta Police Department, and Richmond Police Department and were not used for MFF operations.

2.6 Dignitary/VIP Protection

This functional area covers discussion on establishing security procedures and plans for protective details, as well as coordinating the use of multi-agency resources to assist visitors of the 2012 DNC.

Observation 2.6.1 (BP): The implementation of a "wheels-down to wheels-up" protocol for all designated dignitaries/VIPs was successful and well-received by protectees.

CMPD chose not to use the USSS model of jump teams (i.e., quick response teams) to attend to VIP protection and movements. Instead, a CMPD officer was assigned to every dignitary (more than 40 details) in a "wheels-down to wheels-up" approach. This approach allowed CMPD to have situational awareness of all dignitary activities/issues via a dedicated channel of dispatchers and a Computer Aid Dispatch system. It also resulted in positive feedback from officers on these details and from dignitaries who felt they were well-cared for by someone with local knowledge. In addition, CMPD seamlessly provided details for other VIPs (e.g., foreign heads of state, U.S. cabinet members, major city mayors), providing further situational awareness of a broad range of VIP personnel. All CMPD officers providing VIP protection were briefed on expectations, standards, and the uncompromising professionalism and fluidity that would be required. Officers were familiarized with the proper logistics, transportation routes, and credentialing protocols.

Observation 2.6.2 (BP): The Dignitary/VIP subcommittee created a number of contingency plans.

Critical to planning and operations was the identification of contingencies and fail-safes for anticipated issues (e.g., need for additional personnel, protest routes, traffic, and other related problems). These contingencies were detailed in the subcommittee's operations plan. In addition, CMPD developed its own Dignitary Protection (DigPro) operations plan to ensure that local needs were met. As a result, VIP protections were able to easily adapt to situations like changes in venue. Motorcades for the U.S. President and Vice President were supported by the Special Response Platoons who provided traffic control on motorcade routes and scene security for locations other than the venues or residences overnight.

Observation 2.6.3 (BP): CMPD strategically managed long or various shifts and assignments for officers protecting VIPs.

CMPD DigPro officers often had long shifts due to getting up early to have their cars swept before proceeding to their VIPs' hotel and to late nights for special events. DigPro officers were hand selected based upon their work history, their reputation for quick thinking and decisive decision-making, their ability to quickly develop relationships with new people, and their willingness to work extremely long hours with no complaints. In addition, CMPD commanders' understanding of its officer's behaviors and daytime/nighttime preferences were important for the

appropriate pairing with VIPs. During the event, CMPD kept situational awareness of the schedules of VIPs in case additional officers were needed for double-duty assignments.

2.7 Financial/Grant Management

This functional area was responsible for the distribution, management, and review of the funds used to support public safety efforts during the 2012 DNC.

Observation 2.7.1 (LL): The use of federal funding will be a significant factor in pre-event planning efforts.

BJA provided a timeline which outlines the grant award process and an overview of the federal funding process for such an event (see *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies*). This timeline notes that there is a mandatory budget review and clearance process that is often the lengthiest segment of the grant award timeline. In Charlotte's experience, several budget revisions and follow up phone calls with the funding agency (BJA) were necessary prior to receiving grant funds. The 2012 convention grants involved a stringent review process due to the size of the grant award, to strengthen internal controls, and to provide prudent stewardship of grant funds.

Special conditions imposed on these nominating convention grant awards included specific requirements related to drawing down funds and a limit on amounts of cash-on-hand. For example, major equipment purchases required pre-approval and a written justification. While preparing for the event, CMPD learned first-hand that such pre-approval process can be lengthy and can hinder the need to reserve needed hotel rooms and/or equipment that has long procurement times. To improve lengthy procurement processes, CMPD noted that the value of having all city agencies committed to move items forward once they are ordered.

Observation 2.7.2 (LL): Tracking of procured resources is a critical, yet demanding task.

Following the event, CMPD leadership noted the importance of having a solid and thorough inventory record, including contracts (particularly contracts signed as last-minute needs or sole-source contracts), policies, procurement records, equipment, and staff hours. Charlotte does not have a common city system to log all resources and expenditures, making it difficult to quickly collect this information for OIG.

CMPD faced a number of challenges in accurately managing officer hours for payroll, including tracking time for officers that moved posts, and meshing CMPD time-keeping methods with outside agencies' methods. CMPD found the time to process payroll after the event to be lengthy. CMPD suggested that purchasing a stand-alone "simple" payroll system could have helped alleviate this problem for future events involving hundreds of personnel from many different agencies.

Two weeks after the DNC, auditors from the DOJ, Office of the Inspector General (OIG) began a formal audit of convention expenditures. As part of the grant award process, BJA conducted two onsite visits to CMPD to review grant management requirements that covered accounting for, recording of, and tracking all grant expenditures; additional grant management requirements were included as part of the grant award documents.

2.8 Fire and Public Health

This functional area was responsible for providing fire and life safety (emergency medical services, hospitals, and public health) response in support of all events and/or incidents surrounding the 2012 DNC, while maintaining current response requirements for the citizens of the City of Charlotte.

Observation 2.8.1 (BP): CFD effectively managed and coordinated fire and public health responses within and outside the secure perimeter.

During the event, CFD operated a Fire Operations Center out of its headquarters, which was staffed by a Deputy Chief, two Battalions Chiefs, and civilian support staff. These personnel were responsible for managing CFD operations outside the secure perimeter and supporting the CMPD Command Center for issues inside the perimeter.

To maintain outer perimeter operations, CFD continued to operate its 42 permanent fire stations in full strength, while also overseeing 320 additional fire and public health personnel and operating three additional HAZMAT units and two Urban Search and Rescue (USAR)/Heavy Rescue Units. Inside the secure perimeter, CFD staffed two additional fire stations, stations #80[14] and #90.[15] Developing these stations allowed CFD to provide rapid fire/EMS responses to over 46 blocks of Uptown Charlotte that fell within the perimeter. Both stations were equipped with the CFD Alerting System (USDD), computers, televisions, and couches. These stations were staffed 24 hours a day, just like a traditional fire station. In addition both stations had a North Carolina State Medical Assistance Team (SMAT II). SMAT II is a hospital support unit designed to be a field aid station. For the DNC, the SMAT IIs setup a four-bed miniature hospital at each station

---

[14] Station #80 was housed in the Old City Hall Building and had a Battalion Chief, two fire engines, one ladder, one HAZMAT unit, three ambulances, and one EMS supervisor.

[15] Station #90 was housed in a vacant building with a large parking lot, and simultaneously served as a staging area for the Public Works Task Force.

to support first responders working within the protected area. This allowed for first responders to get advanced medical care without leaving the secured area and also allowed for mass casualty resources to be placed close to the venues.

Observation 2.8.2 (BP): CFD provided valuable resources for the City of Charlotte's public safety operations.

During the DNC, CFD improved response capabilities by sharing its resources with other public safety agencies. For example, on the first day of the event CFD boosted CMPD personnel for providing water to officers fatigued by extreme heat. In addition, CFD gave CMPD 30 firefighters to assist with medical response and provided 5 decontamination teams to assist with HAZMAT.

Observation 2.8.3 (BP): Mobile hospitals provided medical attention in an expedited manner.

CFD also set up mobile hospitals to provide care to first responders, delegates, and VIPS attending events.

- A North Carolina State Medical Assistance Team 200-bed mobile hospital was established on the grounds of the Fire/Police Training Academy. The hospital provided medical treatment to first responders and also served as a first stage mass casualty supplement. This minimized patient procedures at local hospitals for first responders, and thus permitted personnel to return to their duties in a timely manner.

- A mobile hospital was also set up next to Time Warner Cable Arena to provide advanced medical care to delegates or VIPS. The arena's medical room was too small for such an event, thus CFD decided to stage a tractor trailer mobile hospital adjacent to the arena. This allowed any attendee the ability to seek medical attention without leaving the secured zone and thus providing minimizing security checks and allowing attendees to return to the event quicker.

Observation 2.8.4 (BP/LL): The Joint Medical Operations Center (JMOC) served as a central coordination unit for health and medical response.

For the first time for the City of Charlotte, all health and medical assets (e.g., public health, mass casualty, animal health, and agriculture) were represented in a single location—the JMOC. The JMOC was located at the Fire/Police training academy, adjacent to the ROC and Critical Infra-

structure Resource Center. This permitted Charlotte Fire and EMS to effectively operate and maintain over 400 people serving in triage stations, state hospitals, field hospitals, and mobile medical units. In addition, it allowed the JMOC to maintain effective situational awareness by pushing out situational reports (SITREPs) every two hours.

However, health and medical personnel noted that they lacked awareness of activities occurring outside of the JMOC and would have liked to receive SITREPs or updates from other command nodes.

2.9 Intelligence/ Counterterrorism/ Counter Surveillance

This functional area was responsible for obtaining, assessing, and disseminating information about individuals and groups who might pose a threat to protectees and designated venues associated with the 2012 DNC.

Observation 2.9.1 (BP): CMPD maintained unparalleled real time information-sharing and situational awareness through the use of state-of-the-art technologies.

Video surveillance was a key mechanism for CMPD's intelligence gathering efforts. The CMPD Command Center and the CMPD Video Observation Center Intelligence Office actively monitored over 600 wireless and wired surveillance cameras mounted throughout the city. In addition, CMPD had four newly implemented high-definition cameras (Live U) for officers to use to gather information on the ground. These mechanisms improved CMPD's ability make strategic decisions in real time (e.g., zooming in on suspicious objects or persons) and to deploy field forces appropriately. Crime analysts also monitored over 90 license plate readers,[16] a variety of social media websites (e.g., Facebook, Twitter, and Open Stream), and intelligence databases/watch lists (e.g., National Crime Information Center, CMPD, and NSSE watch lists) to compile and disseminate information as needed for operational elements.

---

[16] License plate readers were not significant assets for event security; however, they were an additional intelligence-gathering tool.

Observation 2.9.2 (BP/LL): Intelligence sources deployed in the field provided invaluable information.

Real-time insights on the intent, tactics, and challenges were communicated by intelligence sources using text messages and cellular phones, which were then relayed via radio to command staff for operational responses. These sources were integrated with demonstrator groups in a multi-tiered system, in case officers were discovered. A number of measures were conducted to limit sources' interactions with law enforcement, including briefing them off-site, giving them per diem for meals, and providing a separate R&R site. Credibility with demonstration groups could have been enhanced by embedding intelligence sources earlier on.

Observation 2.9.3 (BP): A joint personnel and communication plan between intelligence and mobile field forces improved response operations.

Prior to and during the DNC, CMPD MFF Commanders assigned to operations were integrated with the intelligence process. The CMPD Core Planning Team intentionally placed the Intelligence Commander and a MFF commander next to each other and directly in front of the Incident Commander in the CMPD Command Center. This seating arrangement provided instant intelligence information to the Mobile Field Force Commander and the Incident Commander, and encouraged discussion and feedback among the three, allowing for informed quick decisions. This enabled MFF Commanders in the field to understand where their information was coming from, how the information was gathered, and what information they could request from Intelligence Commanders.

Moreover, collaboration with intelligence personnel improved MFF Commanders' awareness and knowledge of key players causing disruptions. Other joint activities included having all intelligence officers communicating on a common radio system that was dispatched by two detectives. Joint teams of CMPD, FBI, the NC State Bureau of Investigation, NC Alcohol Law Enforcement, NC Alcoholic Beverage Control, and USSS officers and agents ensured a common understanding of intelligence among all agencies at all times. Joint operations improved the relationship between Intelligence and MFF personnel, allowing them to work collaboratively and efficiently in making strategic arrests and deterring criminal behavior.

2.10 Interagency Communications and Technology

This functional area was responsible for establishing primary and back-up communications capabilities that allow local, state, federal, and other agencies to effectively communicate with necessary individuals as required throughout the event.

Observation 2.10.1 (BP): Collaboration between outside agencies and partners was critical to the success of the communications operation.

CMPD developed partnerships with communications stakeholders from local, state, and federal agencies. Beginning in January 2012, the Interagency Communications subcommittee held week-

ly conference calls with partnering agencies to ensure that planning was well-coordinated and seamless. Coordinated planning resulted in the flawless performance of over 140 personnel within the communications unit during the DNC, and the Charlotte-Mecklenburg P25 radio[17] network functioned with no downtime and minimal interruptions.

Observation 2.10.2 (BP): CFD developed a comprehensive communications plan centered on streamlined communication flows, interagency coordination, and rapid response.

Due to the large number of communication nodes required during the DNC, CFD set up a communications plan that separated DNC-related communications from daily 9-1-1 operations using two different dispatching centers. Major DNC functions communicated using one of 39 radio talk groups (Table 3), with particular functions monitored by dispatchers, as needed.

Table 3: DNC Radio Talk Groups

Function	
CMPD/CFD Communications Center Conference	Motorcades
Interagency Command	SPARE (9 channels)
CMPD Command Center to the MACC	Airport Operations
CMPD Command Talkgroup	Special Events – North/Hotels
CMPD Command Talkgroup (SPARE)	Special Events – South
MFF Field Force Primary	Dignitary Protection
MFF Secondary	Logistics 1
MFF Conference	Logistics 2
MFF – Warrants and inquiries	Site Security – JC Smith University
SWAT/Tactical Primary	Site Security – Johnson & Wales
SWAT/Tactical Tertiary	Interagency Hazmat/EOD – Dispatch
Venues Events (Arena, Stadium, and Convention Center) 1	Interagency Hazmat/EOD – Conference/Spare
Venues Events (Arena, Stadium, and Convention Center) 2	Fire Dispatch
Delegate Buses/Traffic/Motorcycles/Foot Patrol	CMUD-Support Services –garbage, water, debris
Special Response Units/Arrest Processing	

---

[17] Project 25 (P25) radios are digital radios often used by local public safety agencies.

Communications were coordinated in the newly formed Interagency Communications Coordination Center (CCC), which included personnel from CMPD, CFD, and Charlotte Emergency Management Services. CFD's plan also included redundancy in case various mechanisms failed or were overloaded. In particular, reserve dispatchers and spare talk groups helped to alleviate heavy radio traffic, and five additional radio systems[18] served as backups.

Lastly, the plan included a new concept of Communication Strike Teams (CSTRs), which included National Certified Communications Unit Leaders from across North and South Carolina. The three CSTR teams proved valuable in maintaining more than 4,000 two-way radios and rapidly troubleshooting communication problems (e.g., fixing 300 radios in two hours, which would normally take two days).

Observation 2.10.3 (LL): Communication protocols were sometimes unclear to security personnel.

Officers from outside departments and agencies used different radio terminology, were unclear of radio communication protocols (e.g., how various channels operated or which were open channels), and were unfamiliar with communication flows (i.e., whom to report to).

- Radio terminology: CMPD commanders briefed non-CMPD officers to utilize "plain talk" during radio communications, but many officers reverted to their home radio communications language. The movement to a national "plain talk" radio protocol could alleviate the issue. This issue serves as a reminder that since radio language (10-codes) varies among agencies and states, communication language during an incident that involve multiple agencies must be clearly established.

- Communication protocols: For the DNC, radios were tuned to the proper talk group and the proper channel prior to issuance. Officers were instructed at their briefings to simply turn the radio on to communicate with their squad leader and chain of command. During the event, some radios were inadvertently changed from proper talk group to another group, which caused some communication problems. Additionally, officers and supervisors are becoming more reliant on cellular phones and often communicated with one another via cellular phone rather than via radio. While this method of communication may appear to be more efficient, it robs others in the squad or in the geographic area of situational awareness. Communication during the event could have been improved with proper training and briefings on how to use radios.

---

[18] An ultra-high frequency radio system and an extremely high frequency radio system were created as backup.

- Communication flows: While all officers were briefed into and assigned as squads, some did not remember their chain of command and simply made radio calls to their functional group commander.

Observation 2.10.4 (LL): Radio communications were not allowed at the MACC.

USSS personnel did not permit outside agencies to use handheld radios in an effort to minimize frequency disruptions with the MACC/Air Security Operations Center. Agencies were instructed to use hardline consoles, which proved challenging for CMPD in maintaining situational awareness and communication with the CMPD Command Center. CMPD personnel at the MACC had one radio headset that was hardwired to an antenna for monitoring radio communications, limiting their ability to adequately monitor all radio communications.

Observation 2.10.5 (LL): The backup communication equipment at the JMOC was outdated and inefficient.

Personnel in the JMOC used cellular phones as their primary mechanism for communication. The JMOC also had backup telephones, though outdated, making communication efforts difficult. These phones lacked the ability to place calls on hold or transfer calls, and personnel could not tell which phone was ringing until placing their hand on it. In addition, when two phones broke during the DNC, personnel were only able to find replacements at the Salvation Army because the phones could not be digital. Had a major health or medical incident occurred, the JMOC would have not been able to effectively handle a large number of incoming or outgoing calls. Communication mechanisms should have been thoroughly tested before the event to ensure the operational needs of the JMOC were satisfied. Phone lists, including personally assigned cellular phones also should have been developed by JMOC personnel upon reporting to their assignment.

2.11 Legal

This functional area was responsible for providing legal support to the other subcommittees and responding to the legal questions that arose, including questions of public disclosure and attempting to minimize risk in civil liberties litigation.

Observation 2.11.1 (BP): CMPD's awareness of potential legal issues during the planning process supported DNC operations.

During the planning phase, CMPD worked with its internal legal department and the City Attorney's Office to review all security plans, procedures, and protocols on tactics to ensure that they were constitutionally and legally sound. CMPD also worked with the City Attorney's Office to draft and pass the Extraordinary Event Ordinance in fall 2011. This amended previous city ordinances to provide a list of prohibited items not allowed in large-scale events. The list of prohibited items was the result of a comprehensive policy analysis using guidance from other cities that

commonly handle large-scale security events (i.e., New York City, Boston, Philadelphia, and Oakland).

Observation 2.11.2 (BP): CMPD conducted training and held meetings with special interest groups to avoid officer litigations.

In an effort to avoid officer litigations, CMPD put all patrol and extraction officers through the U.S. Department of Homeland Security's Office for Domestic Preparedness MFF training; deputized and gave specific tactical training to officers under the command authority of CMPD; and provided additional training specific to command of tactical forces to MFF commanders. CMPD also met with special interest groups, such as the National Media Guild, to balance safety and First Amendment rights. All commanders were briefed on the results of such meetings.

Observation 2.11.3 (BP): State Attorney Representatives provided guidance on arrests laws.

CMPD benefited from having liaisons from the Mecklenburg County District Attorney's Office present in the CMPD Command Center. For example, the CMPD Incident Commander was able to instantly consult with the District Attorney to determine if CMPD was on solid legal footing to make arrests of individuals who were throwing dye on buildings or conducting minor criminal acts.

2.12 Non-Event Patrol

This functional area was responsible for maintaining current public safety response requirements for the citizens of the City of Charlotte during the 2012 DNC.

Observation 2.12.1 (BP): CFD coordinated non-event emergency responses through an Emergency Operations Center (EOC).

Emergency Management is a division of CFD, thus for the 2012 DNC, CFD oversaw non-event emergency responses and consequence management at the Charlotte-Mecklenburg EOC. This city EOC was activated during the event and was staffed with local, state, and federal Emergency Support Functions personnel. Standing up the EOC gave the city more flexibility in coordinating DNC and non-event incidents.

The city EOC also coordinated its responses with the State Office of Emergency Management, which stood up a forward State EOC inside the local EOC to expedite any request processing.

Observation 2.12.2 (BP): Co-locating local command nodes allowed for a common operating picture.

During the event, the Charlotte EOC, JMOC, and CIRC were located in the same building, and the CCC was located next door. This streamlined communication flow between each operations

center improved situational awareness and gave the city more flexibility in overseeing non-event related incidents.

2.13 Prisoner Processing

This functional area was responsible for supporting mobile processing and booking capabilities for all law enforcement and the USSS during the 2012 DNC.

Observation 2.13.1 (BP): Early training proved valuable to prisoner processing and ensured that law enforcement personnel were prepared to deal with a large number of prisoners.

Pre-event training opportunities allowed the Prisoner Processing subcommittee to develop the Mass Arrest Technology System. CMPD acquired a system to help track arresting officers and scan arrestees during processing. In addition, training enabled arresting officers to be well-educated on how they should behave (e.g., patience, adaptability) and the types of criminal behavior that would not be tolerated (e.g., damaging property, crossing a police line). CMPD included arrest processing training into the last training session for the MFF. This provided hands on training of MFF preferred procedures (e.g., staying to the right on roads) and command staff members' mindsets. CMPD also used its own supervisors and commanders to manage arrest processing and the Wake County Sheriff's Office to operate arrest intake, since the Sheriff's Office understood arrest processing. CMPD made 25 arrests without incident during the event, 16 of which were pre-negotiated arrests.

Observation 2.13.2 (BP/LL): CMPD learned that security can be improved by keeping the roads clear during arrests.

During the first large arrest (10 individuals) of the demonstrators[19] on September 4, 2012, CMPD staged its arrest process by moving the arrestees to a nearby location for processing as opposed to conducting processing onsite. This allowed police to clear roads and de-escalate the scene, preventing additional criminal behavior. CMPD effectively employed this practice later in the day while arresting Green Peace activists.

Observation 2.13.3 (LL): Some arresting officers were inexperienced in the protocols and procedures for handling evidence in a mass arrest environment.

CMPD's Arrest Processing Plan detailed evidence collection and processing procedures; however, not all officers were experienced in executed these protocols. All arrests were made by CMPD officers with CMPD evidence collection teams on arrest sites to take possession of evidence and

---

[19] The demonstrators were undocumented immigrants a part of the UndocuBus group.

property. The process was effective but cumbersome as the procedures were different from normal arrest processing procedures. Moving arrestees from arrest sites may have caused further confusion. Further clarification and instruction could have been established to prevent confusion and ensure that all evidence was processed in the same manner.

2.14 Protecting Critical Infrastructure and Utilities

This functional area was responsible for developing and coordinating a critical infrastructure plan that would monitor and safeguard all computer systems, communications systems, energy systems, pipelines, railroads, and utility services.

Observation 2.14.1 (BP): A Critical Infrastructure Resource Center (CIRC) was created to coordinate critical infrastructure responses.

The first time creation of a CIRC for an NSSE proved to be valuable in maintaining situational awareness and a common operating picture. Over 45 agencies from the city, county, and private-sector (from all 18 DHS sectors[20]) were present and collaborated at the CIRC. The CIRC was managed by a DHS Protective Services Associate (PSA) 24 hours a day. The PSA had access to the full suite of DHS Infrastructure Protection Tools as well as the Charlotte Operations Response Analysis Tool (COBRA), which is the local critical infrastructure database.

USSS was initially resistant to the concept of the CIRC, wanting only one representative from sectors present at the MACC; however, CMPD felt it was critical to have full representation in order to respond to issues in a timely manner. As such, during the event the CIRC provided both the CMPD Command Center and the MACC a single point of contact for information and questions regarding critical infrastructure. It also allowed for representatives from different companies among the same sector to work together to solve problems.

Observation 2.14.2 (BP): The North Carolina National Guard effectively protected critical infrastructure and utilities in the City of Charlotte.

Throughout the city, 387 North Carolina National Guard (NCNG) security personnel were strategically stationed at critical infrastructure sites and were responsible for protecting critical infrastructure. NCNG's responsibilities included security for fixed infrastructure (e.g., venues, electrical lines, natural gas lines) and organic assets (e.g., vehicles, weapons). Throughout the

---

[20] There are a total of 18 critical infrastructure sectors, identified by the criteria set forth in Homeland Security Presidential Directive 7 (HSPD-7). These include: food and agriculture, defense industrial base, emergency, healthcare and public health, national monuments and icons, banking and finance, water, chemical, commercial facilities, critical manufacturing, dams, emergency services, nuclear reactors/materials/waste, information technology, communications, postal and shipping, transportation systems, and government facilities.

event, NCNG coordination with CMPD intelligence was critical for properly allocating response assets. NCNG also had supplemental Reaction Response Teams that were pre-trained and stationed within an hour's distance to aid in potential incidents.

2.15 Public Information and Media Relations

This functional area was responsible for developing and coordinating operational strategies that enable law enforcement media representatives to speak with one voice to the media and stakeholders concerning the design and implementation of the security plan for the 2012 DNC.

Observation 2.15.1 (BP): The city Joint Information Center (JIC) effectively managed public information and media inquiries.

A city JIC, composed of public information officers (PIOs) from local law enforcement and other city partners, was activated prior to and throughout the event. This city JIC was the first of its nature and scale for Charlotte, and was created to ensure that the community received a unified public message. By maintaining situational awareness of DNC activities through fact-finding, social media-monitoring, activity-tracking, and event-mapping, the JIC effectively developed and disseminated information to outside parties.[21] The JIC also hosted a 3-1-1 hotline[22] and served as a point of contact for DNC police PIOs deployed in the field.

Observation 2.15.2 (BP): A public engagement campaign successfully educated the community and media on DNC-related activities.

In early 2012, the City of Charlotte conducted a public engagement campaign by conducting meetings and educating the community about its online resources (i.e., the Charlotte DNC website[23] and the email notification service for obtaining information regarding business services,

---

[21] The City JIC released seven press releases during the DNC.

[22] The 3-1-1 hotline was open 24 hours a day through the DNC and on extended normal hours prior to the event.

[23] The City of Charlotte's DNC website (www.DNCinfo.CharlotteNC.gov) was the city's second most viewed website.

transportation, security, and other event-related information). This enabled the Public Affairs subcommittee to answer any questions and remove a great deal of public questions early on.

Observation 2.15.3 (LL): The roles, responsibilities, and assignments of public affairs officers in the JIC were not clearly defined or structured.

The JIC was under the command and control of two lead public affairs officials (PAOs). Under the lead PAOs were personnel that operated in the following functions: Maps, Fact-Finding, Status Board, 3-1-1, Information Products, and Social Media. Single PAOs were not assigned to these functions throughout the entire event, which prevented a fluid and streamlined operation. In addition, PAOs were designated specific responsibilities within these functions that often differed from their daily occupation, which sometimes caused confusion and resulted in duplicative efforts.

Clearly defined roles, responsibilities, expectations, and communication—documented in plans and communicated to personnel—would have improved the JIC operations. PAOs did receive training in the field with MFF, which they found valuable in understanding how public information ties into security operations.

2.16 Tactical Support and Explosive Device Response/ Hazardous Materials (HAZMAT)

This functional area was responsible for discussions about responding to, assessing, and rendering safe any suspicious items or improvised explosive devices in such a way as to safeguard life and property and restore a situation to normal as soon as possible after an incident.

Observation 2.16.1 (BP): A pre-established relationship of joint EOD response teams simplified coordination efforts.

Since 1998, CFD and CMPD have operated combined bomb and HAZMAT responses, through joint HAZMAT/EOD response teams. The coordinated team approach allowed the city to continue with normal HAZMAT/EOD plans of using Hazardous Material Teams (HAT) and Render Safe Procedure (RSP) teams. During the event, 58 security personnel were deployed in HATs, which each consisted of two CFD HAZMAT technicians, one FBI EOB technician, and one USSS agent. RSP teams were staffed by one CMPD EOD technician and two FBI EOD technicians. These teams used rapid response vehicles to quickly respond to 57 calls for service and were coordinated through the All Hazards Management Center located in the FBI Joint Operations Center. The joint operation of bomb and HAZMAT was valuable for reducing duplication, enhancing capabilities through the sharing of resources, and improving response times through HAT and RSP teams.

Observation 2.16.2 (BP): CFD created Heavy Decontamination Teams to quickly respond to decontamination and fire calls.

CFD created five Heavy Decontamination Teams, each staffed by four CFD members. Each team had a Kawasaki Mule UTVs that was outfitted with both technical decontamination and mass decontamination capabilities. These UTVs also carried specialized firefighting equipment for rapid deployment to fires (or suspected fires) set by protestors. These UTVs also were outfitted with wireless Agile Mesh cameras which allowed for real-time field surveillance in Command Centers and proved very valuable in areas where cameras were not located.

2.17 Training

This functional area was responsible for providing and coordinating training requests in preparation for the 2012 DNC.

Observation 2.17.1 (BP): All law enforcement personnel participated in event training and CMPD provided them a pocket handbook during the event.

CMPD developed required online training that included information on the City of Charlotte, messages from Chief Rodney Monroe, and lessons on use of force and legal protocols. The online training program allowed CMPD and its partners to track in real time which agencies had completed the training. In addition, during the event, CMPD gave officers the "Law Enforcement Handbook: Operational Period August 30–September 7, 2012," which included information on crowd control strategies; the Incident Command System; medical treatment and hospitals; enforcement; required equipment; bomb threats and explosive devices; arrest processing; cooperation with media; maps; and logistics regarding communication and radio protocols.

Observation 2.17.2 (LL): Tracking the pre-event training activities was difficult.

CMPD found is challenging to coordinate training across the various subcommittees and stakeholders. For example, officers from outside agencies would arrive at CMPD for training that some CMPD staff was unaware of, causing logistical challenges (e.g., tracking attendance and time or ensuring that people had lodging while they were participating in training). A more formalized training request and tracking process and/or more thoroughly communicated training requirements may have improved this coordination effort.

2.18 Transportation and Traffic

This functional area was responsible for coordinating motorcade and security for the safe transportation of delegates, governmental protectees, congressional members, and event participants, as well as developing a plan for the control and diversion/rerouting of pedestrian and commercial traffic.

Observation 2.18.1 (BP): Planning, communication, and adaptability were critical for the real-time operations of transportation.

Early in the planning process, CMPD traffic commanders partnered with the City of Charlotte's Department of Transportation, including traffic engineers, to devise a unified traffic plan for the DNC. Leaders from each of these agencies provided valuable insights and decisions regarding how to control traffic with the given affected area perimeters established by the USSS and the expected movement of delegates. Key to the planning success were weekly planning meetings among these leaders, as well as additional meetings with USSS and Delegate Transportation personnel.

Thorough planning for transportation also included understanding that controlling traffic is a basic police function that officers from outside of the area could manage, developing detailed maps and directions for officers assigned to these duties, creating secure motorcade routes early on using educated estimates of anticipated traffic activities, and designing/writing a number of contingency/alternate traffic routes in the event of demonstrations or other roadblocks.

Frequent communication was essential to CMPD's ability to be flexible and responsive during the event. All officers were given CMPD radios, which permitted CMPD Command to make quick decisions in response to traffic disruptions that officers in the field reported. In addition, CMPD used mobile relief squads on motorcycles or patrol cars to quickly respond to traffic-specific needs.

Observation 2.18.2 (BP): Additional signage and strategic officer assignments improved commuter traffic flows throughout the event.

During the first few days of the event, commuters experienced confusing road closures and longer travel times than normal. CMPD quickly responded to these issues by posting additional signage throughout the streets and stationing CMPD officers at access control points.

Observation 2.18.3 (BP/LL): Traffic commanders lacked the appropriate number of personnel during planning.

During planning, one CMPD Commander and one officer were responsible for overseeing the development and coordination of traffic and motorcade plans, while also performing his daily job function. Thus, this lack of personnel during the planning phase resulted in the traffic commander being over-burdened. Additional personnel for planning would have helped the individual assigned to the task.

As a result, during the planning phases, CMPD separated traffic, motorcades, delegate busses and officer transportation under the Traffic Group Commander for the event. CMPD also planned for additional personnel during the event. A Deputy Chief of Police, assigned as Commander of the Traffic Group, was supported by 2 majors, 3 Police Chiefs, 2 Deputy Chiefs of Police, and 12 captains assigned to the Traffic Group.

Observation 2.18.4 (LL): The contracted bus company's lack of management resulted in CMPD providing DNCC guidance to improve delegate bus transportation.

At the start of the DNC, CMPD quickly realized that the busing company the DNCC contracted was not prepared for the scale of the operation. Though bus drivers received a lengthy instruction book, drivers were not briefed on their routes prior to their arrival and were not allowed to use global positioning systems. After the first day, as part of the Traffic Group, CMPD and two Chiefs from surrounding jurisdictions took over delegate bus operations and directed buses in segments through loading zones/routes. CMPD also cut back the number of active buses from 250 to 150, as there was an overabundance. These changes greatly improved traffic times and flow.

Observation 2.18.5 (LL): Individuals with access and functional needs were not accounted for in the transportation plan for delegate buses.

None of the delegate buses that the DNCC hired were able to attend to individuals with disabilities or other access and functional needs. On day two of the event, the DNCC asked the city to provide 100 additional handicap accessible buses. The city was only able to provide five, in addition to the 65 it had already assigned to them prior to the start of the convention.

This page is intentionally blank.

Conclusion

CMPD's response for the 2012 Democratic National Convention aligned with its overall mission and goals of maintaining security and public safety, minimizing disruptions caused by demonstrators, and avoiding unnecessary arrests. For the event, CMPD recruited an abundance of state and local law enforcement officers from across the nation. These officers successfully provided safety to over 50 venues, 92 critical infrastructure sites, thousands of delegates and VIPs, and thousands of event attendees. CMPD also effectively controlled hundreds of demonstrators and made only 25 arrests, 16 of which CMPD pre-negotiated with the arrested individuals.

The department's success in meeting its goals and minimizing arrests and criminal activity can be attributed to the many best practices that were described in this report; however, special attention should be made to CMPD's early planning efforts, training strategy, use of real-time intelligence, and effective command and control.

Local security planning for the DNC began 19 months (February 1, 2012) prior to the event. CMPD played a key role in coordinating planning activities for the 24 subcommittees and its core planning team. As a result, operational plans, policies, and collaborative partnerships were effectively established during this process.

A key element to CMPD's strategy of mitigating unruly behavior and civil litigations was to conduct training on crowd control practices that effectively maintained the constitutional rights of demonstrators. Training was delivered in multiple mechanisms to ensure that all officers fully understood their responsibilities and what was expected of them. This training strategy resulted in officers who were well prepared to deal with incidents and who were able to maintain positive interactions with demonstrators throughout the event.

Real-time intelligence was another vital element to CMPD's operational success. Commanders in the CMPD Command Center leveraged live video surveillance technologies (mobile and fixed cameras) for situational awareness and to make strategic response and resource-allocation decisions. In addition, intelligence gathering was enhanced with numerous intelligence sources interacting with demonstrator groups and CMPD's extensive criminal intelligence capabilities.

Command and control of the event was effectively coordinated through a number of operations centers, regular meetings, and a common radio network for communications. Unique to the DNC was the creation of new centers—the Interagency Communications Coordination Center, Critical Infrastructure Resource Center, and the city Joint Information Center—to ensure fluid multi-agency coordination for communications and public affairs. Furthermore, in field leadership that openly communicated with demonstrators, the media, and MFFs proved vital to deescalating potentially violent situations.

In addition to the best practices conducted by CMPD, a number of valuable lessons were learned during the event. For example, the importance of being flexible and adaptable to last minute changes or working through the funding processes for securing housing and equipment. In addition, CMPD learned specific strategies for improving arrest processing (tracking systems and moving processing away from the arrest scene); contingency planning; logistics and the care of officers; and officer assignments.

The lessons learned and best practices from this event will serve as a blueprint for future law enforcement agencies in charge of maintaining security. BJA, with the support of CNA, will be documenting key findings from not only the 2012 Democratic National Convention, but also the 2012 Republican National Convention in a comprehensive report, titled, *Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies* to further equip and educate future law enforcement agencies tasked with handling these unique large-scale events.

Appendix A. Democratic National Convention Planning Subcommittees

The list below identifies the 24 planning subcommittees (in alphabetical order) that were established for the 2012 Democratic National Convention (DNC).

1. Airport
2. Airspace Security
3. Civil Disturbance
4. Consequence Management
5. Counter Surveillance
6. Credentialing
7. Crisis Management
8. Critical Infrastructure Protection
9. Dignitary/VIP Protection
10. Explosive Device Response
11. Fire/Life Safety/Hazardous Materials
12. Health/Medical Response
13. Intelligence/Counter Terrorism
14. Interagency Communications/ Multi-Agency Coordination Center
15. Law Enforcement Staffing
16. Law Enforcement Housing
17. Legal/Civil Liberties
18. Logistics
19. Public Affairs
20. Tactical Response
21. Technology
22. Training
23. Transportation/ Traffic
24. Venue Security

This page is intentionally blank.

Appendix B. Supporting Law Enforcement Agencies

Table 4 lists the law enforcement agencies that supported the Charlotte-Mecklenburg Police Department in its response operations during the 2012 Democratic National Convention.

Table 4: Supporting Law Enforcement Agencies

Law Enforcement Agencies	
Albemarle County, VA Police Department	Lexington, NC Police Department
Albemarle, VA Police Department	Locust, NC Police Department
Amherst County, VA Sheriff's Department	Loudoun County, VA Sheriff Office
Apex, NC Police Department	Louisville, KY Metro Police Department
Asheboro, NC Police Department	Matthews, NC Police Department
Asheville, NC Police Department	Mecklenburg County, NC ABC Board
Athens Clarke County, GA Police Department	Mecklenburg County, NC Sheriff's Office
Atlanta, GA Police Department	Metropolitan DC Police Department
Augusta County, VA Sheriff's office	Milwaukee , WI Police Department
Belmont, MA Police Department	Mint Hill, NC Police Department
Boone, NC Police Department	Monroe, NC Police Department
Brevard, NC Police Department	Mooresville, NC Police Department
Brunswick, NC County Sheriff's Office	Mount Holly, NC Police Department
Burlington, NC Police Department	Murfreesboro, NC Police Department
Cabarrus County, NC Sheriff's Office	Myrtle Beach, SC Police Department
Cary, NC Police Department	North Carolina Alcohol Law Enforcement
Chapel Hill, NC Police Department	NC Department of Corrections
Charleston County, SC Sheriff's Office	North Carolina State Bureau of Investigations
Charleston, SC Police Department	North Carolina State Highway Patrol
Chatham County, GA Sheriff's Office	New Bern, NC Police Department
Chesterfield County, VA Police Department	New Hanover County, NC Sheriff
Chicago, IL Police Department	Newton City, NC Police Department
China Grove, NC Police Department	Newton County, GA Sheriff's Office
Clarke County, VA Sheriff's Office	North Charleston, SC Police Department
Clayton County, GA Sheriff's Office	Northampton County, NC Sheriff Office

Law Enforcement Agencies	
Concord, NC Police Department	Oakboro, NC Police Department
Conover, NC Police Department	Oakland, CA Police Department
Cornelius, NC Police Department	Petersburg, VA Bureau of Police
Danville, VA Police Department	Philadelphia, PA Police Department
Davidson, NC Police Department	Pineville, NC Police Department
Dekalb County, GA Police Department	Pittsylvania Count, VA Sheriff's Office
Denver, CO Police Department	Portland, OR Bureau of Police
Durham, NC Police Department	Portsmouth, VA Police Department
Elizabeth City, NC Police Department	Prince William County, VA Police Department
Enfield, NC Police Department	Raleigh, NC Police Department
Fayetteville, NC Police Department	Richmond, VA Police Department
Forsyth, GA County Sheriff's Office	Roanoke, VA Police Department
Fort Mill, SC Police Department	Rock Hill, SC Police Department
Fort Worth, TX Police Department	Rocky Mount, NC Police Department
Fulton County, GA Sheriff's Office	Salisbury, NC Police Department
Garner, NC Police Department	Sandy Springs, GA Police Department
Garysburg, NC Police Department	Seattle, WA Police Department
Gaston County, NC Police Department	Shelby, NC Police Department
Gaston County, NC Sheriff's Office	Spartanburg, SC Public Safety Department
Gastonia, NC Police Department	Stanly County, NC Sheriff's Office
Goldsboro, NC Police Department	Statesville, NC Police Department
Greensboro, NC Police Department	Taylorsville, NC Police Department
Greenville County, SC Sheriff's Department	Thomasville, NC Police Department
Greenville, SC Police Department	University of North Carolina - Chapel Hill Department of Public Safety
Guilford, NC County Sheriff's Office	University of North Carolina Charlotte Police Department
Harnett County, NC Sheriff's Office	Union County, NC Sheriff's Office
Henry County, GA Police Department	U.S. Park Police
Hickory, NC Police Department	Wake County, NC Sheriff's Office
High Point, NC Police Department	Wake Forest, NC Police Department
Holly Springs, NC Police Department	Walton County, GA Sheriff's Office

Law Enforcement Agencies	
Huntersville, NC Police Department	Wayne County, NC Sheriff's Office
Iredell County, NC Sheriff's Office	Wilmington, NC Police Department
Jacksonville, NC Police Department	Wilson County, NC Sheriff's Office
Kannapolis, NC Police Department	Wilson, NC Police Department
Kernersville, NC Police Department	Winchester, VA Police Department
Landis, NC Police Department	Winston-Salem, NC Police Department
Leesburg, VA Police Department	York City, PA Police Department
Lenoir, NC Police Department	York-Poquoson, VA Sheriff's Office

This page is intentionally blank.

Appendix C. Best Practices and Lessons Learned

Table 5 presented below is a comprehensive list of the best practices (shaded in green) and lessons learned (shaded in yellow) noted in the report. These observations are organized by functional area.

Table 5: Observations

Functional Area	Lessons Learned/ Best Practices
2.1 - Access control: screening and physical security	Observation 2.1.1 (BP): Early planning, regular meetings, and sufficient personnel led to the success of venue security.
	Observation 2.1.2 (BP): Venue security planning and execution for contingencies were comprehensive.
	Observation 2.1.3 (BP): Assignment of sufficient law enforcement personnel to airport security prevented major challenges.
	Observation 2.1.4 (BP): Effective control of when travelers arrived at the airport and collaboration made departure day a success.
	Observation 2.1.5 (LL): The Airport Administration traffic plan impeded traffic rather than alleviating it.
	Observation 2.1.6 (LL): Common screening protocols were unclear to USSS personnel at perimeter security checkpoints.
	Observation 2.1.7 (LL): Secure zones should be maintained by local law enforcement with arrest authority.
2.2 - Administrative and logistics support	Observation 2.2.1 (BP/LL): Strategic planning and real-time decision-making resulted in the successful care of over 6,000 public safety personnel.
	Observation 2.2.2 (BP): Collaboration among interagency partners was essential to providing law enforcement personnel with the resources and logistical support needed throughout the event.
	Observation 2.2.3 (BP): Practicing logistics for operations on earlier events helped prepare personnel for the DNC.
	Observation 2.2.4 (BP): Local officers successfully transported out-of-area personnel during event operations.
	Observation 2.2.5 (BP/LL): CMPD persistently monitored the demanding needs of logistics coordination.
	Observation 2.2.6 (LL): CMPD recognized the importance of strategic

Functional Area	Lessons Learned/ Best Practices
	staffing.
	Observation 2.2.7 (LL): Tracking officer assignments using existing platforms may not be sufficient for managing the large in-flux of personnel needed to support the event.
	Observation 2.2.8 (LL): CMPD faced a number of challenges in coordinating and providing housing for visiting officers.
	Observation 2.2.9 (LL): The designated officer-transportation routes and plans were unclear and ineffective.
	Observation 2.2.10 (LL): CMPD was unable to conduct demobilization procedures as planned.
2.3 - Command and Control	Observation 2.3.1 (BP): CMPD established an effective operational command structure.
	Observation 2.3.2 (BP): The City of Charlotte's public safety operations were effectively coordinated between CMPD and CFD.
	Observation 2.3.3 (BP): CMPD structured security operations for the event similar to traditional patrol operations in efforts to provide out-of-town officers fluidity and understanding.
	Observation 2.3.4 (BP): Key city and DNC stakeholders conducted daily briefings with the mayor.
	Observation 2.3.5 (BP): Interagency partners utilized two event-management software systems to maintain situational awareness.
2.4 - Credentialing	Observation 2.4.1 (BP): CMPD's planning and flexibility resulted in the effective creation of city- and federal-level credentials.
	Observation 2.4.2 (LL): Credentialing processes would have been smoother had CMPD received information sooner.
2.5 - Crowd management	Observation 2.5.1 (BP/LL): Bicycles, dual-sport motorcycles, and Utility Terrain Vehicles (UTVs) were essential in providing a rapid multi-agency approach to crowd control.
	Observation 2.5.2 (BP): Training helped to set expectations of officer and prepare them for their duties.
	Observation 2.5.3 (BP): On-scene command and control proved valuable to mitigating unruly demonstrators.
	Observation 2.5.4 (BP/LL): While a designated free speech platform did not assist crowd control operations, a "camp" for demonstrators did allow CMPD to better control their activities.
	Observation 2.5.5 (LL): Event attendees found horses to be impressive looking, but this event did not lend to their need.

Functional Area	Lessons Learned/ Best Practices
2.6 - Dignitary/VIP Protection	Observation 2.6.1 (BP): The implementation of a "wheels-down to wheels-up" protocol for all designated dignitaries/VIPs was successful and well-received by protectees.
	Observation 2.6.2 (BP): The Dignitary/VIP subcommittee created a number of contingency plans.
	Observation 2.6.3 (BP): CMPD strategically managed long or various shifts and assignments for officers protecting VIPs.
2.7 - Financial/grant management	Observation 2.7.1 (LL): The use of federal funding will be a significant factor in pre-event planning efforts.
	Observation 2.7.2 (LL): Tracking of procured resources is a critical, yet demanding task.
2.8 - Fire/ Hazardous Materials (HAZMAT)/ Emergency Medical Services (EMS)/ Hospitals/ Public Health	Observation 2.8.1 (BP): CFD effectively managed and coordinated fire and public health responses within and outside the secure perimeter.
	Observation 2.8.2 (BP): CFD provided valuable resources for the City of Charlotte's public safety operations.
	Observation 2.8.3 (BP): Mobile hospitals provided medical attention in an expedited manner.
	Observation 2.8.4 (BP/LL): The Joint Medical Operations Center (JMOC) served as a central coordination unit for health and medical response.
2.9 - Intelligence/ Counterterrorism/ Counter surveillance	Observation 2.9.1 (BP): CMPD maintained unparalleled real time information-sharing and situational awareness through the use of state-of-the-art technologies.
	Observation 2.9.2 (BP/LL): Intelligence sources deployed in the field provided invaluable information.
	Observation 2.9.3 (BP): A joint personnel and communication plan between intelligence and mobile field forces improved response operations.
2.10 - Interagency communications and technology	Observation 2.10.1 (BP): Collaboration between outside agencies and partners was critical to the success of the communications operation.
	Observation 2.10.2 (BP): CFD developed a comprehensive communications plan centered on streamlined communication flows, interagency coordination, and rapid response.
	Observation 2.10.3 (LL): Communication protocols were sometimes unclear to security personnel.
	Observation 2.10.4 (LL): Radio communications were not allowed at

Functional Area	Lessons Learned/ Best Practices
	the MACC.
	Observation 2.10.5 (LL): The backup communication equipment at the JMOC was outdated and inefficient.
2.11 - Legal	Observation 2.11.1 (BP): CMPD's awareness of potential legal issues during the planning process supported DNC operations.
	Observation 2.11.2 (BP): CMPD conducted training and held meetings with special interest groups to avoid officer litigations.
	Observation 2.11.3 (BP): State Attorney Representatives provided guidance on arrests laws.
2.12 - Non-event patrol	Observation 2.12.1 (BP): CFD coordinated non-event emergency responses through an Emergency Operations Center (EOC).
	Observation 2.12.2 (BP): Co-locating local command nodes allowed for a common operating picture.
2.13 - Prisoner processing	Observation 2.13.1 (BP): Early training proved valuable to prisoner processing and ensured that law enforcement personnel were prepared to deal with a large number of prisoners.
	Observation 2.13.2 (BP/LL): CMPD learned that security can be improved by keeping the roads clear during arrests.
	Observation 2.13.3 (LL): Some arresting officers were inexperienced in the protocols and procedures for handling evidence in a mass arrest environment.
2.14 - Protecting critical infrastructure and utilities	Observation 2.14.1 (BP): A Critical Infrastructure Resource Center (CIRC) was created to coordinate critical infrastructure responses.
	Observation 2.14.2 (BP): The North Carolina National Guard effectively protected critical infrastructure and utilities in the City of Charlotte.
2.15 - Public information and media relations	Observation 2.15.1 (BP): The city Joint Information Center (JIC) effectively managed public information and media inquiries.
	Observation 2.15.2 (BP): A public engagement campaign successfully educated the community and media on DNC-related activities.
	Observation 2.15.3 (LL): The roles, responsibilities, and assignments of public affairs officers in the JIC were not clearly defined or structured.
2.16 - Tactical support and explosive device response	Observation 2.16.1 (BP): A pre-established relationship of joint EOD response teams simplified coordination efforts.
	Observation 2.16.2 (BP): CFD created Heavy Decontamination

Functional Area	Lessons Learned/ Best Practices
	Teams to quickly respond to decontamination and fire calls.
2.17 - Training	Observation 2.17.1 (BP): All law enforcement personnel participated in event training and CMPD provided them a pocket handbook during the event.
	Observation 2.17.2 (LL): Tracking the pre-event training activities was difficult.
2.18 - Transportation and traffic	Observation 2.18.1 (BP): Planning, communication, and adaptability were critical for the real-time operations of transportation.
	Observation 2.18.2 (BB): Additional signage and strategic officer assignments improved commuter traffic flows throughout the event.
	Observation 2.18.3 (BP/LL): Traffic commanders lacked the appropriate number of personnel during planning.
	Observation 2.18.4 (LL): The contracted bus company's lack of management resulted in CMPD providing DNCC guidance to improve delegate bus transportation.
	Observation 2.18.5 (LL): Individuals with access and functional needs were not accounted for in the transportation plan for delegate buses.

This page is intentionally blank.

Appendix D. Acronyms

AAR   After-Action Report

ATV   All-Terrain Vehicle

BJA   Bureau of Justice Assistance

BP   Best Practice

CAT   Charlotte Area Transportation

CCC   Interagency Communications Coordination Center

CFD   Charlotte Fire Department

CIRC   Critical Incident Response Center

CMPD   Charlotte-Mecklenburg Police Department

COBRA   Charlotte Operations Based Response Analysis Tool

CSTR   Communications Strike Team

D.C.   District of Columbia

DNC   Democratic National Convention

DNCC   Democratic National Convention Committee

DOJ   U.S. Department of Justice

EMS   Emergency Medical Services

EOC   Emergency Operations Center

EOD   Explosive Ordnance Disposal

FBI   Federal Bureau of Investigation

HAT   Hazard Assessment Team

HAZMAT   Hazardous Materials

JIC   Joint Information Center

JMOC   Joint Medical Operations Center

LL	Lesson Learned
MACC	Multi-agency Communications Center
MFF	Mobile Field Force
NC	North Carolina
NCNG	North Carolina National Guard
NSSE	National Special Security Event
OIG	Office of the Inspector General
P25	Project 25
PIO	Public Information Officer
PAO	Public Affairs Official
PSA	Protective Services Associate
R&R	Rest and Rehabilitation
RSP	Render Safe Procedure
SITREP	Situational Report
SMAT	State Medical Assistance Team
TSA	Transportation Security Administration
USSS	U.S. Secret Service
UTV	Utility Terrain Vehicle

Appendix E: List of Tables and Figures

IQR-2013-U-004229