



AFTER ACTION REPORT

George Floyd Protests and Response
May 30, 2020 - June 7, 2020



Raleigh Police Department Chief's Office
Office of Professional Standards Inspections Unit

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Introduction

On Saturday, May 30, and continuing through the evening of Sunday, June 7, 2020, a series of protests took place in downtown Raleigh that mirrored protests occurring throughout the nation. These protests, a direct result of the death of George Floyd, attributed to the actions of Minnesota Police Department Officer Derek Chauvin, devolved from peaceful demonstrations into unlawful gatherings where, in the most extreme instances, protesters engaged in acts of violence, destroyed property, and officers were injured. The subsequent mobilization and response of the Raleigh Police Department's Mobile Field Force was unlike any in Raleigh's history. Following the initial two evenings, these protests continued through the week in a more peaceable manner. The Emergency Operations Center (EOC)¹ remained active through the duration of these protests, until closed on Sunday, June 7.

At the request of Chief Cassandra Deck-Brown, the Inspections Unit of the Office of Professional Standards initiated an internal, administrative review of these events. The following after-action report will document a large portion of the Raleigh Police Department's internal examination of events throughout the civil unrest. The Inspections Unit utilized WatchGuard body-worn camera video, Raleigh-Wake Emergency Communications Center radio recordings, KOPS online police reports, Computer Aided Dispatch (CAD) data, and testimony of on-scene, incident commanders to research these events. This compilation reflects engagement/activity performed by various personnel throughout the specific divisions within the RPD.

Chronology

Background

On May 25, 2020, George Floyd was detained by police in Minneapolis, Minnesota, after allegedly passing a counterfeit \$20 bill at a grocery store to purchase cigarettes. Floyd died after Derek Chauvin, a white police officer, pressed his knee to Floyd's neck for 8 minutes and 46 seconds while affecting the arrest. The incident was recorded by a citizen's cellular phone and the resulting video was widely circulated following Floyd's death.

On May 26, 2020, crowds grew around the makeshift memorial created at the scene of Floyd's death. Protests that were initially peaceful shifted in tone as the day progressed, with the subsequent vandalism of stores and the arson of the 3rd Precinct police station in Minneapolis. Police in riot gear used tear gas, flash grenades, rubber bullets, and smoke grenades to repel the protesters who were throwing rocks at the police station and the officers. A pattern would continue over the next few days in Minnesota, involving peaceful protests during the day, and an eruption of violence after sundown. A similar pattern

¹ Emergency Operations Center refers to a physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place
(<https://training.fema.gov/programs/emischool/el361toolkit/glossary>)

would be seen in Raleigh over two days of civil unrest, with predominately peaceful, daytime protests taking a different turn at nighttime.

Saturday, May 30, 2020

On Saturday, May 30, 2020, a protest event called “A National Day of Action – Justice for George Floyd, Breonna Taylor, Ahmaud Arbery, and lives cut short by Raleigh and Durham Police Departments,” was organized by a local group called “Raleigh Demands Justice.” Protesters gathered in the late afternoon and, by 6:00 p.m., the crowd had grown to about 1,000 people. RPD traffic units were utilized to block streets for protesters so they could march safely, unencumbered by traffic. Officers in riot gear were only deployed when intelligence from the crowd indicated that one of the large groups containing hundreds of protesters was headed towards the Downtown District police station at 218 W. Cabarrus Street. This on-site intelligence was reinforced by an open-source, social media post the day before urging “direct action at the Raleigh Police Department Downtown Division tomorrow @ 6 p.m. Dress for conflict.” (See the Intelligence Gathering and Preparation section of this report for further). The command was given to deploy Mobile Field Force² at McDowell Street and Cabarrus Street.

Groups soon gathered near the Wake County Court House on Fayetteville Street, with parts of the group splintering off as crowds grew even larger. A large contingent amassed at the corner of McDowell and Davie streets, near the sally-port on the rear of the John H. Baker Public Safety Center. At 6:41 p.m., the event took a definitive turn when protesters begin rushing into the sally-port, where a group of deputies from the Wake County Sheriff’s Office (WCSO) had gathered to defend the building. Tear gas was deployed by the deputies as the crowd began pelting officers with projectiles such as water bottles, rocks, and chunks of concrete. WCSO deputies can be heard over the radio stating, “They’re throwing glass and bottles back here at the ramp,” and “You need to step it up coming to the jail!” in an urgent call for assistance. RPD officers responded to the area, and a small squad took up position in the garage entrance north of these deputies. These officers were not equipped with riot gear, as they had been operating under the premise of a peaceful, protest response. This response would normally include traffic direction and control, as well as basic observation of activities.

Following the initial deployment of tear gas by WCSO deputies, the crowd dispersed but soon re-formed on McDowell Street near Davie Street. A larger contingent of riot gear-equipped RPD officers moved north on McDowell in response to the WCSO urgent request for assistance. As the WCSO deputies continued to be targeted with projectiles, the contingent of approximately 34 RPD officers moved up McDowell Street in an attempt to draw the crowd away from the jail and encourage the crowd’s dispersal.

The crowd converged on the officers who were now in the middle of McDowell Street. At 6:50 p.m., one of the RPD lieutenants on scene stated over the radio, “We’re getting pelted

² The Raleigh Police Mobile Field Force refers to sworn personnel who receive regular training in crowd control techniques and who have been assigned specialized protective gear

with rocks.” This statement prompted the RPD incident commander to deploy the RPD Selective Enforcement Unit (SEU) to the area, even as the same RPD lieutenant announced, “We’re getting surrounded out here.” Prior to SEU’s arrival, grenadiers³ attached to the Mobile Field Force unit deployed tear gas in response to projectiles targeting the officers.

Once SEU arrived on scene, verbal commands were given to have the crowd clear the street, but these commands were unsuccessful. A member of SEU was punched in the head by a protester, who then retreated into the crowd. Tear gas in the form of handheld CS smoke canisters and 40mm blast dispersion⁴ was deployed to gain compliance and secure the safety of the officers. The gas utilized was immediately effective in dispersing the crowd and allowed the officers who were surrounded to retreat to the intersection of McDowell Street and Davie Street, where a line of officers equipped in riot gear was formed. This line would be held for approximately 50 minutes, with the more vocal protesters marching up and down the row of officers. Threats of bodily harm to officers were captured on officers’ body-worn camera footage.

The line of officers was held at McDowell Street and Davie Street to allow an eastbound avenue of egress for protesters and to prevent the majority of the crowd from marching south on McDowell Street. While this occurred, another group of protesters marched northbound on Capital Boulevard, blocking both sides of the road. A third group of protesters was on Jones Street, marching east towards Salisbury Street. This group would eventually surround a group of RPD officers at Salisbury Street and Cabarrus Street, pinning them with their backs against the brick wall at the Sheraton Hotel. As the incident commander deployed a squad to rescue these officers, RPD personnel who were completing regular, on-duty shifts, were reallocated to downtown Raleigh to assist with the rapidly evolving situation and to supplement staffing.

At approximately 8:00 p.m., a group of a few hundred active protesters had moved towards the State Capitol grounds and surrounded two RPD police vehicles that were occupied by officers at Morgan Street and Salisbury Street. These officers had been providing traffic control at an intersection in order to allow protesters to move freely, unencumbered by vehicular traffic. Recorded radio traffic documents an RPD sergeant in one of the vehicles stating, “Morgan and Salisbury, 10-18 check in!⁵ They’re on top of the car now!” State Capitol Police officers responded from the Capitol grounds to assist these officers who were trapped in their vehicles, with protesters pounding on the windows and roof. The State Capitol officers were, in turn, physically assaulted by protesters, prompting the incident commander to deploy SEU for an officer rescue. RPD Mobile Field Force staging nearby responded with a small contingent of officers, who unsuccessfully attempted to remove the vehicles from the area. These officers were grabbed, pushed, and in one case, punched by

³ Grenadiers are officers certified through a 20-hour training course in the deployment of chemical and less-lethal impact munitions. These officers also attend annual training to maintain their certification

⁴ Blast dispersion is a short-range tool for deploying chemical agent in the form of powder, only effective about 30 feet from the grenadier, and is deployed from a 40 mm launcher

⁵ The phrase “10-18 check-in” indicates that an officer needs immediate and emergency assistance.

the protesters surrounding these vehicles. This interaction was captured on body-worn camera as well as in-car camera footage.

SEU deployed onto Morgan Street just west of Salisbury Street, and deployed tear gas and the 40 mm “foam baton⁶” round to move protesters away from the police vehicle. The foam baton was fired when verbal commands were ignored and protesters went to pick up a tear gas cannister and/or a projectile to throw back at the officers. The chemical and less lethal munitions deployed were highly effective in allowing the trapped officers to escape to safety.

Protesters had begun to display a pattern of splintering off into smaller groups, gathering together again, initiating antagonistic and often illegal action towards police and government property, then splitting up again when police were forced to react. This pattern became more pronounced at night, as a large portion of the peaceful protesters went home, and those who remained in the area displayed a greater tendency toward destructive, anarchic, and criminal behavior.

Following the rescue of the officers from protesters that were jumping on their vehicles at Morgan and Salisbury, a large portion of the crowd retreated to the Capitol grounds. One of the RPD captains can be heard on the radio reiterating to RPD officers not to deploy tear gas unless directly assaulted. Mobile Field Force officers, meanwhile, were dealing with a large crowd on Salisbury Street near Davie Street. An RPD supervisor can be heard on the recorded radio traffic stating, “We’re getting bombarded (with projectiles), Salisbury and Davie!” SEU officers were deployed by the incident commander to that location and performed a rescue by deploying tear gas to disperse the crowd. Foam batons were used on protesters who were taking direct, assaultive action against the police by kicking or throwing tear gas cannisters back, or by tossing their own projectiles. The deployment of tear gas allowed officers to withdraw from the area and remove police vehicles that were being vandalized. As the remaining Mobile Field Force officers, along with SEU, moved to withdraw from that intersection, bottles (some containing urine and unknown substances) were thrown at their backs. Tear gas was redeployed to cover their retreat.

The large crowd would follow the officers all the way back to McDowell Street near Davie Street, and at approximately 9:05 p.m., WCSO deputies on the second floor of the parking deck overlooking Davie Street deployed tear gas in response to property damage occurring at the Wake County EMS station below them. Simultaneously, another portion of the crowd, that had remained on Davie Street near Salisbury Street, moved east towards Wilmington Street. A group of RPD officers riding in police SUV’s, who were trying to prevent property damage in that area, became trapped and encircled by protesters who were standing so close to their vehicle doors that they could not exit them without physical engagement. SEU was re-deployed there and once again used gas and foam batons to disperse the crowd.

⁶ Foam baton is a less lethal impact munition that is fired from a 40 mm launcher. It consists of a foam rubber nose and a high-density, plastic projectile body.

At approximately 9:15 p.m., an RPD Mobile Field Force team was dispatched to the back of the old Wake County Courthouse in the 300 block of Fayetteville Street. WCSO deputies had requested assistance, and the recorded radio traffic documents an officer stating, "They're trying to kick in the doors to the back of the courthouse on Fayetteville Street. They keep throwing firecrackers at the back door of the old courthouse." As one of the RPD teams responded to assist, the lieutenant in charge of their group noted "brick pavers missing from the street, and almost every window on every building had been broken out." The officers on site deployed tear gas and foam batons, which temporarily halted the advance of the crowd on the building.

At 9:30 p.m., one of RPD's SEU teams entered the block just north of the old courthouse and took up a position at Fayetteville Street and Martin Street. They supported the Mobile Field Force team and WCSO deputies who were defending the courthouse from vandalism while being assaulted by projectiles. A second RPD Mobile Field Force team was soon deployed to the courthouse, as the 300 block of Fayetteville Street (and areas just north of that location) became an extremely volatile area. Following the SEU team's support of officers in the 300 block of Fayetteville Street, the first reports came in over the radio about looting activity at the CVS on Fayetteville Street. In addition, a report came in over the radio of objects being set on fire in front of the store. At 9:55 p.m., an SEU team leader told the Raleigh Fire Department to stand down, as SEU was able to extinguish the fire themselves. (The RFD was unable to respond to numerous locations throughout the night due to the nature of the crowd.) The Dollar General Express at 131 E. Davie Street was the scene of a small fire and protesters jumped on the fire engine upon their arrival, forcing RFD's retreat from the area. RPD officers responded and secured the scene.

The old Wake County courthouse at 300 Fayetteville Street, along with the Capitol grounds, would continue to be focal points for the protesters throughout the night. Groups would splinter and coalesce back at these locations, often necessitating a police response. Mutual aid came from several police jurisdictions outside Raleigh, including Apex PD, Clayton PD, Garner PD, Cary PD, Knightdale PD, North Carolina Alcohol Law Enforcement (A.L.E.), Wayne County SO, and Johnston County SO all assisting. The agencies without jurisdiction in Raleigh were paired up and deployed with Raleigh officers.

At 10:43 p.m., the situation in the 300 block of Fayetteville Street necessitated additional response and SEU support, when a brick projectile struck an RPD officer in the face, necessitating his removal from the area to seek medical attention. SEU assisted the Mobile Field Force grenadiers by entering the area from the alley off Salisbury Street, then successfully clearing the block with tear gas and foam batons. Once SEU arrived, and with the benefit of their assistance, the block was cleared of protesters in less than five minutes.

Following the dissolution of the crowd at the courthouse, the protesters willing to engage in violence moved about in smaller groups. The conflicts with protesters centered more around the Wilmington Street and Blount Street corridors, with sporadic outbreaks at the Capitol grounds as well. The following are some of the engagements observed beginning at about 11:00 p.m., and continuing well into the next day:

- Shortly after 11:00 p.m., a 911 call was received regarding subjects breaking into Woody's City Market at 205 Wolfe Street, with the 911 caller locking himself in an office for protection.
- At 11:36 p.m., the Dollar General Express was set on fire again, this time with the structure receiving greater damage. RPD officers, once on scene, broadcast over the radio that they were "being pelted with stuff" as they held the area for RFD.
- At 12:05 a.m., subjects attempted to set the CVS on Fayetteville Street on fire again. SEU responded and put out the blaze with fire extinguishers.
- Crowds had gathered at the Capitol grounds again, and an RPD Mobile Field Force team was deployed to the area. By 12:29 a.m., an SEU team was needed to support them, and a gas deployment was witnessed at Wilmington Street and Morgan Street, in response to protesters throwing projectiles.
- At 1:00 a.m., SEU was deployed to Blount Street and Martin Street in response to a large fire in the roadway. Items were thrown at the officers from Moore Square as they attempted to hold the intersection for RFD. The fire was extinguished. Also, in this time frame, debris fires were observed outside the YMCA and outside Woody's City Market. Police officers extinguished these fires before they could grow larger. SEU moved west and extinguished a debris fire outside of Beasley's Chicken & Honey on Wilmington Street.
- At 2:05 a.m., reports of a shooting were confirmed at Blount Street and Martin Street, where a protester was shot with an AR-15 rifle following an encounter with another person. This protester was armed with a pistol that he had fired into the air multiple times prior to being shot. RPD responded and held the area for Wake EMS and the subsequent criminal investigation. The protester survived the single gunshot wound to his abdomen. Both the protester and the person who shot him were criminally charged.
- At 2:30 a.m., a couch was set on fire outside of Kimbrell's Furniture on Fayetteville Street. SEU teams put out the fire before it could spread to the greater structure.

For the duration of the Saturday night into Sunday morning event, officers found themselves putting out street fires all over downtown, as the protesters engaging in such behavior stayed on the move. Several looting arrests were made, including four suspects who entered the heavily damaged Dollar General Express following the fire at approximately 3:40 a.m. Roving patrols of downtown continued until approximately 5:00 a.m., when the situation calmed.

Sunday, May 31, 2020

Following the events of May 30, Mayor Mary-Ann Baldwin and RPD Police Chief Cassandra Deck-Brown held a morning press conference on Sunday, May 31, denouncing the violence of the previous evening and imploring the community to exercise their first amendment rights peacefully. The efforts of those helping clean up downtown that morning were praised while it was made clear that further violence and looting would not be tolerated.⁷

*An addendum to this report will contain a copy of Chief Deck-Brown's statement, released following the events of May 30.

As the day progressed, the RPD Special Operations Division prepared for the likelihood of more downtown protests. Protesters began to organize after 4:00 p.m., and by 5:00 p.m., 150 or more protesters were spotted walking north on Fayetteville Street towards the Capitol. RPD incident commanders initially limited officers on the street to traffic control officers (without riot gear), whose role was to protect protesters marching in the street from vehicular traffic.

Radio traffic and written reports documenting the event indicated some early signs of individuals exhibiting behavior consistent with the previous evening moving amongst the peaceful protesters. As the crowd grew larger around the Capitol grounds after 5:00 p.m., the RPD incident commander inquired over the radio, "State Capitol (Police), are you on? We're getting reports of suspicious subjects pouring brown liquid into a bottle, east of the Capitol." Shortly after this radio traffic was heard, State Capitol Police verbally warned two subjects with baseball bats, one of whom was openly carrying a pistol⁸, to leave the protest. As RPD traffic officers advised that vehicular traffic was still flowing freely on Morgan Street near Fayetteville Street, the supervisor of the RPD traffic unit indicated over the radio, "We've got guys laying down in the road now. We've got cars stuck on Morgan Street with people laying down behind them not letting them get out of here." Detour routes were established upon the order of the incident commander, and traffic was re-routed for the safety of the protesters.

Protesters successfully took over the roadway on Morgan Street, between Salisbury Street and Fayetteville Street. As this was occurring, on-duty RPD patrol units answering 911 calls requested an ambulance for a subject who had apparently overdosed on Wilmington Street near Morgan Street. Due to the proximity of the protesters and the one-way nature of the streets, the RPD incident commander called for an SEU team to mobilize and stand by at Salisbury Street and Morgan Street. With the safety of the patient being a concern, the incident commander was aware that he may need to clear the street of protesters to get the ambulance through the area. Although the road was blocked at this time, the protesters were not doing anymore than sitting in the street. The SEU team responded as directed,

⁷ The Mayor and Chief's press conference may be located through the following link:

https://www.youtube.com/watch?v=aPVLrp99_98

⁸ N.C. General Statute 14-277.2 makes it unlawful for any person to carry a dangerous weapon while participating in or spectating at a protest

and the team leader gave protesters three verbal commands, which were captured on body-worn camera, to clear the street. An individual did question the team leader about peaceful protests, yet the team leader, still operating under the assumption that an ambulance needed to get to a patient, deployed tear gas cannisters towards the middle of the intersection. One individual kicked a tear gas cannister back at the officers, and he was struck with a foam baton and subsequently arrested. The gas deployment was successful in clearing the intersection.

However, it was not until after the street had been cleared that the SEU team leader learned that the ambulance was canceled by the officers who made the original request. The information indicating that the ambulance had been canceled was not relayed to or confirmed by the team leader prior to the gas deployment. This lack of communication and the failure to confirm the need to clear the street with gas resulted in a gas deployment that should have been avoided.

Following this initial tear gas deployment, protesters moved onto the Capitol grounds and exhibited a more agitated demeanor towards officers. As the crowd continued to grow, approximately 300 protesters split off and began marching through Bicentennial Mall, towards the N.C. Legislative Building. Another group of approximately 250 moved to the east side of the Capitol building, on Wilmington Street near Morgan Street. The crowd that was headed towards the legislature marched peacefully to the Governor's Mansion, while the crowd at the Capitol gathered in the roadway on Morgan Street near Fayetteville Street.

RPD field commanders made the decision to allow protesters to remain in the street near the Capitol grounds and diverted traffic around them. The crowd at the mansion paused at the barricades lining the Blount Street side while a few individuals tossed paper airplanes and water bottles over the brick wall.

The North Carolina State Highway Patrol (NCSHP) closely monitored the crowd, and at one point stated over the radio, "We need Mobile Field Force over here. They're starting to throw rocks at the mansion. We had one patrol car damaged with a rock through the gate." As these problems started to occur, the NCSHP deployed their Mobile Field Force (riot-gear equipped) officers to Blount Street at Jones Street. The Raleigh incident commander staged an RPD Mobile Field Force team to the north, on Polk Street. Eventually, the RPD team was told to assist Highway Patrol with "pushing the protesters south" on Blount Street. Some protesters sat in the street, but the RPD incident commander directs the MFF team to "just let 'em sit," and exhibit patience.

The crowds near the Governor's Mansion eventually made their way back to the Capitol grounds and partially merged with another group. While this was occurring, RPD SEU-UTV teams⁹ were patrolling for violent agitators and/or persons causing property damage outside the main protest group. This effort would prove successful throughout the evening, as the UTVs could deploy SEU officers quickly to areas where either the public called for assistance, officers required rescue, or property damage in the form of small fires were

⁹ "UTV teams" refers to small squads of officers patrolling in highly maneuverable, four-person utility task vehicles.

occurring. The smaller nature of these vehicles allowed them to escape areas where larger vehicles could become boxed-in and overtaken by protesters. By the end of the evening, certain individuals in protest groups would often flee from an area simply upon the arrival of a SEU-UTV team.

By 8:50 p.m., the crowd at the Capitol turned their attention to the large, Confederate monument at Hillsborough Street and Salisbury Street. The Chief of the State Capitol Police requested RPD assistance, stating, “They have a rope on the monument at this time, trying to pull it down.” The RPD officers held their positions and did not engage with tear gas or other munitions until they were physically assaulted. RPD Mobile Field Force and SEU arrived and soon both conditions were met. The RPD SEU team leader stated over the radio, “They’re throwing fireworks at us.” Subjects also threw projectiles at N.C. National Guard servicemembers¹⁰ who were protecting the Supreme Court building at 2 E. Morgan Street. An unknown subject in the crowd used a powerful green laser to attempt to blind the eyes of officers on scene. Gas was deployed by grenadiers from RPD’s Mobile Field Force as well as SEU to disperse the crowd.

In the time frame of 9:00 p.m. until approximately 11:00 p.m., most of the protesters were centered around the Capitol grounds. Glass was shattered on the doors to the N.C. Department of Transportation building at 1 S. Wilmington St, among others. SEU-UTV teams were deployed to Davie Street and Wilmington Street in response to multiple 911 calls about two individuals who were “pouring an unknown substance into milk jugs,” (multiple 911 calls regarding same). The Highway Patrol utilized gas on State Capitol property, which sent most of the crowd running back down Fayetteville Street.

Officers continued to be attacked by rocks, bricks, and plastic bottles that contained water, urine, or other unknown, caustic substances. One officer sustained minor chemical burns to his neck from an unknown substance that was thrown at him. The American flag was pulled down from the flag-poles in the 500 block of Fayetteville Street and burned in the street. Officers described the sounds of glass breaking along Fayetteville Street, and just prior to 11:00 p.m., SEU teams responded to the 200 block of Fayetteville Street to reports of heavy smoke.

The pattern of behavior seen the previous evening had now returned. By the 11:00 p.m. hour, the number of protesters on the streets was lower, but the subjects who remained appeared more willing to engage in unlawful activity. A series of Mobile Field Force and SEU deployments were necessary, both at the Capitol and on Fayetteville Street and areas just east, to break up groups that were looting businesses and setting fires. At 11:40 p.m., a 911 call came in regarding looting activity at the Reliable Jewelry and Loan at 345 S. Wilmington Street. SEU responded to the area, searched the business for looting suspects, and secured firearms that were now vulnerable to theft. On the way to the business, SEU used fire extinguishers to put out multiple burning trash cans and debris fires.

¹⁰ Subsequent to the declaration for State of Emergency, Chief Deck-Brown contacted Wake County Emergency Management, who forwarded her request for assistance from the N.C. National Guard through partners within the State of N.C., ultimately obtaining the requisite approval from the Governor.

The SEU-UTV teams were extremely effective in pursuing suspects, and the officers could deploy rapidly from these open-air vehicles to make arrests. As mentioned previously, it came to a point where subjects engaging in illegal activity recognized these SEU-UTV teams and would flee as they approached, making force encounters less necessary. These teams also carried fire extinguishers and put out numerous street fires which, left unattended, could have engulfed local businesses.

Closer to midnight, a contingent of RPD Mobile Field Force officers were deployed to North Hills Mall, where reports of looting and vandalism were beginning to come in. As officers arrived, the team leader stated over the radio, “We are at North Hills, lot of (break-ins), people running when we pulled up...we are clearing the plaza...Wake S.O. is searching here as well.” Several arrests were made for break-ins and vandalism in the North Hills area.

RPD resources were also diverted to Triangle Town Center, where the Walmart and Dick’s Sporting Goods had been broken into and vandalized. While this was occurring in north Raleigh, the subjects remaining downtown set fires in Moore Square, vandalized and burned furniture in front of the YMCA and Kimbrell’s Furniture, and smashed several windows on the Raleigh Convention Center. After 1:00 a.m., fewer subjects were arrested and the greater focus was on the extinguishing of street fires.

Monday, June 1, 2020

Raleigh was under an 8:00 p.m. to 5:00 a.m. curfew on this evening, following an emergency proclamation signed by the Mayor.

Although the curfew had been announced, Raleigh Police prepared for what was expected to be another afternoon and evening of spontaneous protests in the downtown area. With no permits having been applied for and no pre-planned march routes or rally locations, RPD command had to prepare for any and all possibilities.

What occurred were demonstrations primarily from two groups that became active after 5:00 p.m., one constituting 200-250 people who met at the N.C. State University Bell Tower and marched to the Governor’s Mansion, and another that rallied at the Capitol grounds and marched up and down Fayetteville Street. The group of mostly younger individuals who left from the NCSU Bell Tower were cooperative with police and worked with the RPD (motorcycle officers) who were trying to keep traffic flowing around them. The other group, which remained downtown, performed a “die-in” at one point, lying down as though they were dead and blocking the streets, but remaining peaceful in their action.

The curfew proved highly effective, as crowds quickly cleared from the Capitol grounds after 8:00 p.m. On this evening:

- Five total arrests were made.
 - Four individuals were charged with violating the curfew.

- One individual was charged for carrying a firearm at a picket or protest.

The N.C. National Guard functioned as static security on this and subsequent evenings at locations such as: North Hills Mall, Triangle Town Center, Crabtree Mall, and Cameron Village. They did not move about as a roving patrol, staying in place as a perimeter security element.

The event passed without the use of chemical munitions.

Tuesday, June 2, 2020

The 8:00 p.m. curfew, which was active on this date, proved effective once again.

Tuesday would follow the established pattern for the week: planned protests by an assortment of known groups, with others interested in social activism joining up spontaneously. Raleigh PACT, Black Lives Matter, and Raleigh Demands Justice all advertised protests on this date, and the result was over 1,000 people who, generally split into two groups, engaging in marches and “sit-ins.” One group began a march from South Street and Salisbury Street that circled the Capitol grounds, passed through large portions of downtown, and paused at the Governor’s Mansion. Another group walked outbound on Hillsborough Street and picketed at the Republican headquarters at 1506 Hillsborough Street.

While there were verbal confrontations between protesters and passing motorists/pedestrians, there were no major problems for the police. RPD did not need to use force or mobilize Mobile Field Force.

Shortly after the curfew, Chief Deck-Brown met with a small group of protesters who remained on the Capitol Square, picking up trash and cleaning up items that were left by other protesters. The conversation lasted about 45 minutes past the curfew, at which point transportation was arranged to their respective vehicles by on-duty RPD units.

- Only one arrest was made, at 200 Fayetteville Street, for violation of the curfew.

Wednesday, June 3, 2020

Wednesday, once again, saw peaceful protests occurring downtown, this time in smaller numbers than were seen on Tuesday night. Activist group Raleigh Demands Justice met with protesters representing other groups for a march that originated in Nash Square. The groups circled downtown, pausing at the Governor’s Mansion and the Capitol grounds. RPD traffic units blocked streets when necessary and provided safe egress for the protesters to march unimpeded. RPD officers broadcast a recorded announcement reminding protesters of the curfew that was still in effect using a long-range acoustic device (LRAD) system mounted on vehicles.

As the 8:00 p.m. curfew arrived, Chief Deck-Brown got out on foot with the protesters on Edenton Street at Wilmington Street, and had a 30-minute conversation with them, ultimately allowing them to extend their march until 9:45 p.m. Following this extension, the protest concluded in a peaceful manner.

Thursday, June 4, 2020

On Thursday, groups marching under the event names “Bring Back the Dream 2020,” as well as Raleigh Demands Justice marched peacefully in downtown Raleigh. On this date, the Mayor modified the curfew so that it took effect at 10:00 p.m. No arrests were made by RPD for violation of this curfew, and no use-of-force incidents occurred. The evening saw one group maintaining a small presence at the Governor’s Mansion of fewer than 100 people, while a slightly larger group marched throughout downtown, into Cameron Village, and back into downtown. This larger group ultimately disbanded on Fayetteville Street near Morgan Street, and the police presence was reduced.

Friday, June 5, 2020

Friday afternoon saw some smaller protests that began between 4:00 and 5:00 p.m. One group of approximately 75 people formed on the Capitol grounds and another group with closer to 300 began a march on South Street near Wilmington Street. This march would eventually lead past the Capitol, down Hillsborough Street, and into Glenwood South. From there, the protesters made a circle through Cameron Village and eventually onto Hillsborough Street, proceeding back into downtown. The police did not encounter any problems with these protesters.

A smaller group that remained at the Capitol created some minor disturbances that culminated with State Capitol Police asking for assistance from RPD with potential arrests. RPD officers deployed in vehicles nearby but did not have to render this assistance, as the situation was de-escalated. RPD did not make any arrests or utilize chemical munitions on this evening.

Saturday, June 6, 2020

On Saturday, multiple groups such as N.C. Born, Rise Up Raleigh, and Raleigh Demands Justice all advertised marches and protests in the downtown area. One group of protesters left from the Duke Energy Center and proceeded to the Capitol grounds, eventually blocking Morgan Street as the group stood in the roadway and listened to speeches. Another group left from the Capitol and, once again, marched into Cameron Village and back, ultimately blocking Salisbury Street temporarily near the Capitol grounds. The 10:00 p.m. curfew was in effect, and RPD did not address any major issues on this evening.

Sunday, June 7, 2020

Following another night of peaceful protests, the Emergency Operations Center was officially closed after midnight on this date. Sunday's protests saw one organized group, and another spontaneous group, march around downtown, partially join up with one another, and then disperse at the Capitol grounds following a prayer vigil. This march was unique in that protesters marched extensively through the neighborhoods just southeast of downtown and encouraged citizens in these neighborhoods to come out of their houses and join up. The group topped out at approximately 400 to 500 people but caused no significant problems for the police.

Legal Overview

While always available for immediate contact, on the evening of May 30, 2020, the Police Attorney responded to the EOC upon notification that the crowd from the peaceful demonstration earlier in the day had turned violent and law enforcement had deployed chemical munitions.

Legal counsel monitored the situation with members of the Raleigh Police Department Command Staff and other law enforcement partners within the EOC. Legal guidance was provided as requested or necessary throughout the duration of the incident, as well as for the remainder of the week. This guidance included providing language for dispersal orders as necessary, as well as interpretation of relevant State and local laws. Of particular relevance was Article 36A of Chapter 14 of the North Carolina General Statutes: Riots, Civil Disorders, and Emergencies.

Legal counsel assisted in the EOC until its official close on the evening of Sunday, June 7, 2020.

Injuries

An inquiry into the number of on-duty injuries was conducted for the period of May 30, 2020 to June 1, 2020:

- Fourteen officers submitted official reports of injury during this time frame. These fourteen injuries can be directly attributed to the downtown protests.

Special Operations Division

Review of Operations Plan and Resource Deployment

On Saturday, May 30, 2020, a contingency of approximately 100 officers was assigned to work three scheduled protests during the morning and early afternoon hours. An operations plan was done for the day's events, but it was learned the day before that there could possibly be another protest beginning at 5:00 p.m. Little was known about the possible protest at 5:00 p.m., so it was unclear whether the event would take place.

The 100 officers that were working scheduled protest activity earlier that day were supposed to end their shift at 3:00 p.m.; however, they were notified during the morning briefing that their shift could possibly be extended if additional information about the upcoming 5:00 p.m. protest warranted it.

Of the three protests that were scheduled for May 30, only one occurred, and only 25 participants attended that protest. There was another protest that had been advertised on May 29 and nobody showed up. By noon, local news media began to advertise the protest that was scheduled for 5:00 p.m. in the 300 block of Fayetteville Street. Special Operations Division commanders began to discuss the fact that low attendance at the earlier protests could be an indication that people were waiting to attend the protest at 5:00 p.m.

RPD incident commanders were informed by law enforcement partners that a scheduled protest in Durham at 1:00 p.m. had minimal attendance. This information was helpful in preparing for a large crowd and the potential for civil unrest. Officers working the protest assignment were immediately told that their shifts were being extended, and decisions were made to call in additional squads on their scheduled day off.

Later in the afternoon, there was a noticeable increase in vehicle and pedestrian traffic in the downtown area. An unusually large number of vehicles with out-of-state registration plates were observed circulating in the downtown area. Several pedestrians were observed carrying backpacks, oven mitts, jugs of milk, goggles, and other items that appeared to corroborate an earlier social media message stating, "Dress for conflict."

At 4:00 p.m., another briefing was conducted for all personnel working the protest assignment. In addition to the 100 officers already dedicated to this assignment, a Field Operations platoon was mobilized. All Mobile Field Force-certified officers were divided into squads. Other officers were divided into squads for roving patrol, security and uniform presence, or traffic control assignments.

Crowds of people arrived in the downtown area early. At the end of the briefing, traffic control officers were immediately sent to their assignments to block the Fayetteville Street corridor and all cross streets. All officers, including traffic officers, were advised to carry

their gas masks with them whenever they deployed. All officers not assigned to traffic control reported to their designated staging areas and waited for instructions to deploy.

After a few speeches in front of the courthouse on Fayetteville Street, the crowd began to march in the streets shortly after 5:00 p.m. Traffic control officers immediately closed streets and detoured vehicular traffic. The destination of the march was unknown, so officers made movements and blocked streets based on the direction of the march. Attempts were made to determine the destination of the march, but there did not seem to be any organizational leadership within the group. Eventually, protesters marched on McDowell Street and stopped on the McDowell Street side of the Wake County Public Safety Center.

Protesters blocked McDowell Street behind the Wake County Public Safety Center for an extended period. Although protesters were blocking the roadway, the initial gathering behind the Public Safety Center was peaceful. RPD officers in regular uniform were deployed to the 300 block of S. McDowell Street to provide traffic control and monitor the crowd. The crowd eventually began to focus their attention on the driveway ramp that leads to the Public Safety Center on the McDowell Street side. After peacefully gathering on McDowell Street for approximately an hour, the protesters' behavior suddenly escalated. Protesters began to throw objects at the Public Safety Center, shattered windows of the building, and ultimately marched up the ramp to the Public Safety Center. This was the onset of the riot that led to law enforcement's escalated response.

Evaluation of Resources

What was most effective?

- **Emergency Operations Center (EOC):** The EOC facilitated the coordination and gathering of additional resources. It allowed Field Commanders to focus on executing the operational plan. This was especially helpful when the decision was made to keep on-duty officers beyond shift change and transition them from patrol duties to assisting with the protest response. The EOC acted as a command hub where RPD leadership could meet with its law enforcement partners, receive direct updates from Raleigh-Wake Dispatch, and communicate with other city departments and management staff. Representatives from entities outside of law enforcement such as the City of Raleigh Manager's Office, Raleigh Emergency Management, Raleigh Fire Department, Wake County EMS, and Raleigh Transportation were critical to this effort.
- **Multiple Staging Areas:** This facilitated rapid deployment to incidents, as it allowed Mobile Field Force squads to be staged north and south of the riots. In some cases,

MFF squads were able to quickly deploy on foot instead of having to load up onto a bus and be transported to an assignment. Multiple staging areas also put law enforcement at a tactical advantage with alternatives in case protesters attempted to block resources at one of the staging areas.

- **Delivery of Meals to Staging Areas:** Bag lunches were sorted at staging areas and set up so officers could take a break and eat there. Support officers were able to deliver bag meals to officers who were on traffic posts or field assignments and could not get back to a staging area to pick up food. Meals and hydration kept the officers fueled and allowed them to effectively continue this operation for hours.
- **Mobile Field Force Gear:** This gear provided protection for the officers, as they were constantly being assaulted with rocks, frozen water bottles, and other weapons. Although some officers were injured, and others received minor bruising from projectiles, MFF gear prevented more severe injuries to officers. Since the 2012 Democratic Convention in Charlotte, the RPD has seen an increase in civil unrest across the county and understood the need to be prepared—both through better equipment and better training.
- **Body-worn Cameras:** An in-depth review of body-worn camera footage assisted in documenting officers' experiences from a first-person point of view and provided an overall timeline of events during this operation. Officers were able to review footage captured by their body-worn cameras to facilitate ongoing investigations. Body-worn camera footage has been and continues to be compiled for public release, subsequent to court order, in the spirit of full transparency and accountability.
- **RPD 15-Passenger Vans:** The vans allowed the rapid deployment of small squads of officers to incidents. This was extremely helpful when the use of GoRaleigh buses to transport the Mobile Field Force was discontinued. The RPD vans were large enough to accommodate a small squad and were relatively easy to maneuver on congested streets. The vans were driven by officers who could address any threats that were presented.
- **Ballistic Extraction and Rescue Vehicle (BEAR):** This large armored vehicle was instrumental in conducting officer rescues and deploying SEU teams during the peak of riot activity. It provided a level of protection that no other vehicle could provide, allowing officers to focus and prepare for the mission while they were in route to the next incident.

- **UTVs:** As the night progressed, the volume of the crowds lessened, but destructive behavior continued. Protesters began looting, setting fires, and engaging in other destructive behavior. SEU used two UTVs to quickly deploy to incidents of property damage and other violent acts. These UTVs allowed for a quicker response than any other vehicle in the RPD inventory due to its off-road capabilities, easy accessibility in MFF gear, and its agile maneuverability in tight and congested areas.
- **Fire Extinguishers:** There were a significant number of small fires extinguished by the RPD throughout weekend. Fire extinguishers provided to SEU were later supplemented by the Raleigh Fire Department's supply, and the quick response and utilization of these extinguishers by RPD personnel saved multiple commercial and residential structures. Several buildings, garbage cans, and other items were set afire by protesters, and the RFD eventually stopped responding to calls within the protest area because they did not feel safe. Instead, firefighters delivered a supply of fire extinguishers to the main police staging area. Each UTV was stocked with fire extinguishers, and SEU began to respond to fire-related calls for service while also attempting to disperse crowds and restore order. SEU used fire extinguishers to immediately put out several fires in ground-level retail establishments in which the upper-level floors were of residential occupancy.
- **Chemical Munitions:** It is certain that chemical munitions were the RPD's most essential tool in dispersing violent crowds and restoring order. They provided a means to disperse violent crowds from a distance when officers were in imminent danger of being assaulted and property was actively being damaged or destroyed. The use of chemical munitions mitigated the potential for increased confrontations between protesters and officers, which would have likely resulted in more injuries, arson, additional property damage, and greater looting activity.
- **Partnering Law Enforcement Agencies:** Our pre-existing mutual aid agreements with surrounding law enforcement agencies, combined with the additional requests made via DCI¹¹, proved to be a vital asset that allowed the RPD to effectively sustain the protest response for such an extended period. This operation began with only a few law enforcement partners, such as the State Capitol Police, the North Carolina Highway Patrol, and the Wake County Sheriff's Office, but after hours of continued efforts to restore order and prevent further violence and destruction, it became necessary to summon additional assistance from other law enforcement agencies.

¹¹ DCI, or Division of Criminal Information, is the agency established by the Attorney General of NC which maintains a network used to maintain, correlate, and disseminate information necessary for the administration of criminal justice.

This assistance served as a force multiplier, which became more effective in dispersing violent crowds and restoring order.

- **Long Range Acoustic Device (LRAD):** The LRAD was a useful tool for gaining voluntary compliance from protesters during the days following the riots. Protesters were still verbally confrontational with law enforcement, so the LRAD was an important tool for communicating verbal warnings to groups of protesters from a distance. The use of pre-recorded messages on the LRAD was most useful when the curfew went into effect. Instead of physically putting officers near large crowds and exposing them to the potential of a violent confrontation, the LRAD was mounted on a police vehicle and verbal warnings were broadcasted to the groups of protesters.
- **Meridian Vehicle Barriers:** The Meridian barriers proved to be a very effective resource, particularly on the second day of protesting, and through the rest of the following week. Meridian barriers were deployed on the morning after the first night of the riots to block off the Fayetteville Street corridor and all cross streets to vehicular traffic so the clean-up process could begin. Immediately after sunrise, members of the public began to flood the downtown area to view the damage that had resulted from the riots. This influx of traffic made it almost impossible for business owners to get access to their businesses to assess damage and begin repairs. These barriers were initially deployed to restrict vehicular traffic during clean up and repairs, but the RPD kept them in place to provide a means of access control as the riots began on the second night. Ultimately, the barriers remained deployed for a week, as the road closures provided a controlled area for peaceful protests to continue during the week following the riots, as well as affording safe access control for businesses conducting clean-up and repairs.
- **North Carolina National Guard:** The National Guard assisted with site security at various locations throughout the city, including the State Capitol, North Hills Shopping Center, Triangle Town Center Mall, Cameron Village, and Crabtree Valley Mall. The National Guard deployed over 100 service members to secure these sites on June 1, as these sites had been damaged by violent protesters on previous nights. This allowed law enforcement to focus on various spontaneous protests that were occurring primarily in the downtown area.

What was least effective:

- **Blast dispersion OC¹² proved to be the most ineffective chemical munition.** Crowds did not disperse when muzzle dispersion was deployed, simply because they were not affected by it. Because this munition was less effective, it was one of the least used. This problem was only experienced with blast dispersion, as the MK-9 OC Spray¹³ proved to be effective. Blast dispersion is only effective when used in close quarters, and grenadiers made every attempt to avoid close-quarter engagements.

¹² Blast dispersion is a short-range tool for deploying chemical agent in the form of powder, only effective about 30 feet from the grenadier, and is deployed from a 40 mm launcher. In this context, the powder was a concentrate of the substance used in police pepper spray.

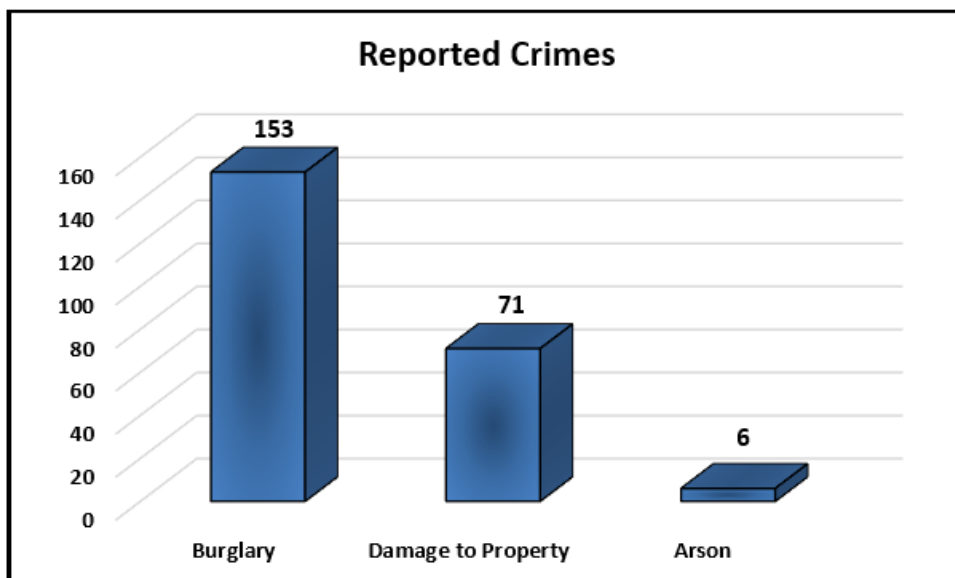
¹³ Mk-9 OC Spray is a high-volume aerosol device, used to deploy a larger quantity of OC (pepper spray) than the typical pepper spray carried by patrol officers. It is intended for crowd control situations.

RPD Detective Division Response

On Saturday, May 30, 2020, Detective Division personnel were contacted by the Emergency Operations Center and directed to assist with the response. Led by the Raleigh Intelligence Center (RIC), a group of detectives began contacting businesses in the Downtown District and advising owners of the situation. These phone calls continued throughout the evening and into the early morning hours of Sunday, as detectives continually reviewed the incoming burglar-alarm calls in the downtown area.

As the RIC detectives were contacting business owners, a broader Detective Division emergency response plan was being developed. The decision was made to temporarily transition detectives' normal duties from investigative follow-up to answering 911 calls for service. Detectives worked in this capacity on Sunday, May 31, freeing up patrol officers to work the protest.

On Monday, June 1, dayshift detectives returned to their normal assignments, except for the Youth and Family Services unit. This unit was deployed as Mobile Field Force officers to supplement Field and Special Operations officers, and remained in this capacity until Sunday, June 7. As the situation evolved, detectives were reallocated to assist with security, traffic direction, and additional duties in the downtown area. A meeting was conducted for day shift detectives assigned to property crimes units to coordinate an investigative response to the looting. At that time, over 100 property-related crimes had been reported between May 30 and June 1. Each crime would represent a separate victim. Property-crimes supervisors were required to document their assigned cases and formulate an investigative response. As the week progressed, the number of crimes reported increased, and the current total of 230 property-related crimes was established:



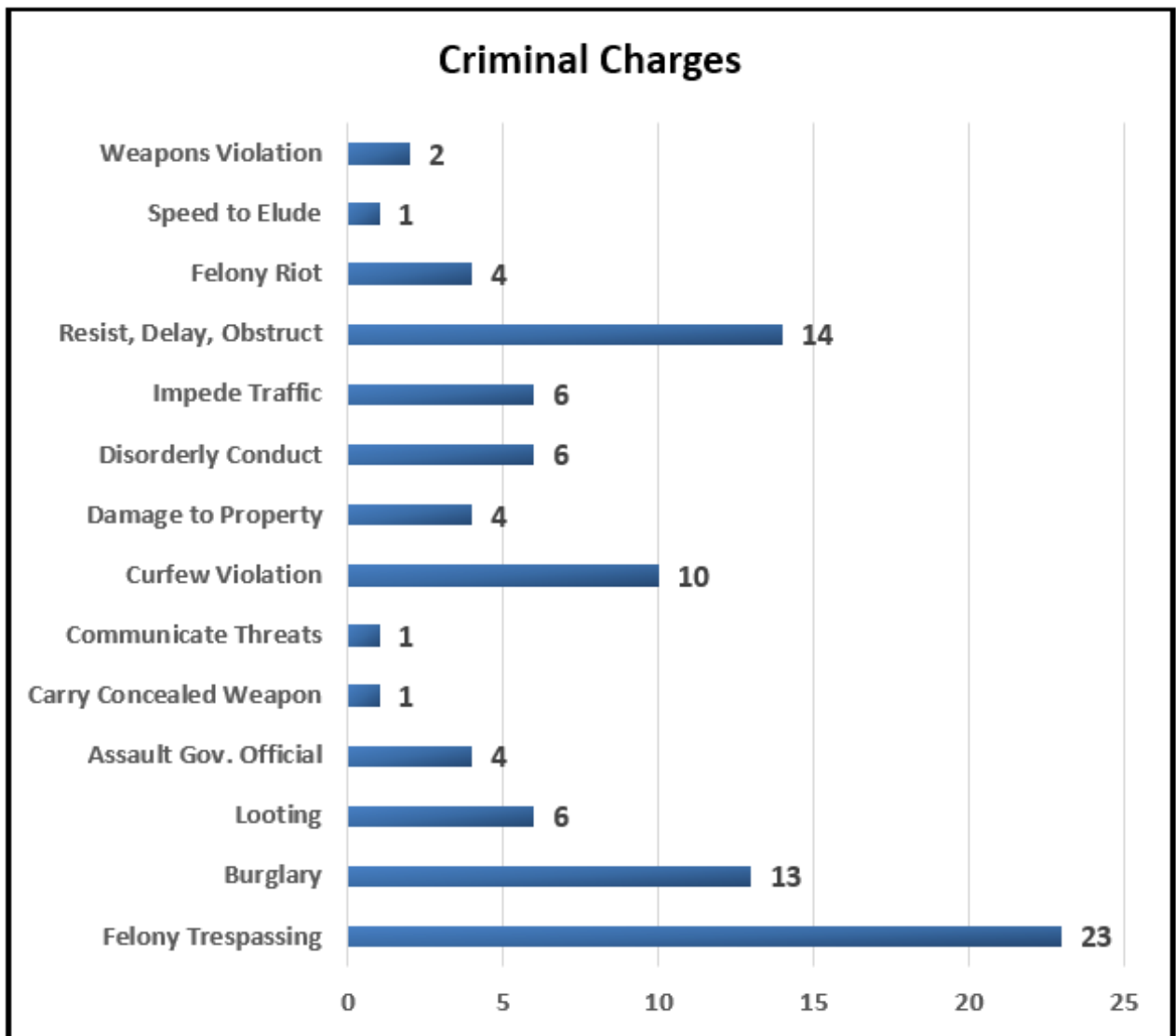
On Tuesday, June 2, day shift property-crimes supervisors began their follow-up on looting investigations by reviewing, arranging, and distributing police reports. Day shift detectives contacted victims, conducted interviews, and located or attempted to locate video footage of the crimes that were reported. During these early interviews, many victims told detectives that they were hesitant to cooperate due to the delicate environment surrounding the unrest. Additional time, effort, and resources were allocated to alleviate their concerns, thus allowing detectives to gather the information needed to potentially solve these cases.

While detectives continued investigating crimes for which a police report had been completed, it was determined that several businesses had sustained substantial damage but there was no police report. The Raleigh Intelligence Center began reviewing 911 calls and recording locations where unreported crimes had occurred. A coordinated effort between the Detective Division and the Field Operations Division's Downtown District resulted in new victims being located. Downtown District officers completed police reports, and property crimes supervisors distributed the new cases to detectives. As part of their normal investigations, detectives viewed hours of video provided by businesses and uncovered additional previously unreported criminal behavior. These incidents were also documented in new police reports.

For the period of May 30 through June 7, a total of 51 individuals were charged with 95 criminal charges directly related to the civil unrest. These numbers continue to increase as additional leads are formulated and individuals are identified.

(See breakdown of criminal charges on following page)

Period of May 30, 2020 – June 7, 2020



Raleigh Intelligence Center

Intelligence Gathering and Preparation

May 29, 2020

On the morning of May 29, 2020, the Raleigh Intelligence Center¹⁴ (RIC) received information regarding a social media post on Twitter from Unify Labor (@unifylabor). The post called for a direct action against the Raleigh Police Department's Downtown District station at 218 W. Cabarrus Street at 6:00 p.m. on the evening of May 29. The post advised participants to "dress for conflict" and to use direct messaging on Twitter to communicate with the organizer regarding further details. An informational bulletin was created by the RIC and disseminated to RPD sworn and civilian staff via departmental email. The information regarding the direct action was also shared with state and county partners in downtown Raleigh. Shortly thereafter, Wake County government buildings in downtown Raleigh were closed at 4:00 p.m. on May 29 as a precaution for the potential civil unrest.



Several marches, demonstrations, and protests had been planned by event organizers to take place in Raleigh on the weekend of May 30-31. On the afternoon of May 29, the RIC disseminated a bulletin with a list of these events.

Three events were known to be scheduled for Saturday, May 30 at the time the bulletin was disseminated:

- No Justice, No Peace Rally scheduled for 10:00 a.m. at Nash Square (Eventually canceled by event organizers)
- Walk for Ahmaud Arbery (hosted by the African-American Caucus of the Wake County Democratic Party) scheduled for 10:00 a.m. at Bicentennial Mall
- Walk the Iron scheduled for 11:00 AM at 18 W. Jones Street (Eventually canceled by event organizers)

¹⁴ The Raleigh Intelligence Center is the equivalent of a fusion center, working within the RPD Detective Division, which gathers and disseminates information in the form of threat assessments and data pertinent to police investigations.

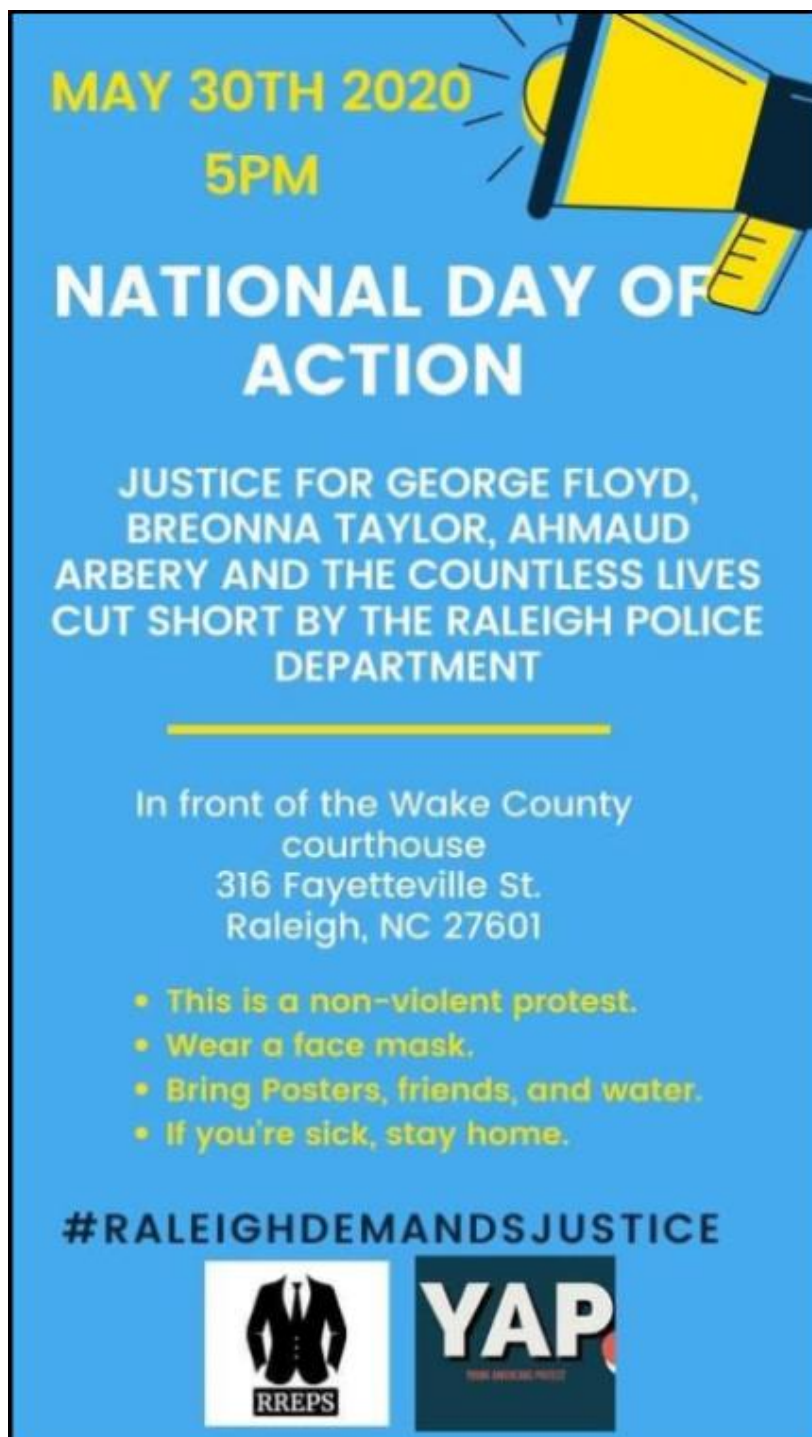
May 30, 2020

On Saturday, May 30, the Walk for Ahmaud Arbery event began at 10:00 a.m. Participants met at Bicentennial Mall and began a march (planned and permitted) that led them to the State Capitol grounds. There were approximately 30 to 40 participants in the march, which was peaceful and concluded prior to 1:00 p.m.

On the morning of May 30, RIC personnel received information from several sources regarding a protest being planned for the evening. The name of the event was Raleigh Demands Justice National Day of Action. A poster shared on social media showed the event was to begin at 316 Fayetteville Street at 5:00 p.m., and it was advertised as a non-violent event. The bottom of the poster had the logos of Recidivism Reduction Educational Program Services, Inc. (RREPS) and Young Americans Protest (YAP).

Shortly after noon on May 30, the RIC disseminated an informational bulletin to RPD sworn staff regarding the event. The informational bulletin suggested the event would have approximately 75 to 100 participants in attendance. This estimate was based on open-source, social media activity associated with the event and historical crowd sizes for similar events.

Prior to 5:00 p.m. on May 30, a large crowd of participants formed in front of the old courthouse at 316 Fayetteville Street. The event began with a series of speeches from various individuals. After the speeches, the participants began marching through downtown Raleigh. The intended route of the march was unknown to the RIC, and the number of participants was estimated to exceed 1,000.



Various open sources of information alluded to the possibility of civil unrest to include violence and looting in Raleigh. RIC personnel believed this was based on recent activity in other jurisdictions across the state and nation as opposed to any firsthand knowledge of violence planned for Raleigh. Several participants in the march were observed to be dressed

in a manner consistent with individuals prepared for black bloc¹⁵ tactics: wearing all-black clothing, boots, hooded sweatshirts, masks and backpacks.

During the protest, some participants were observed throwing objects at police officers. Shortly after this activity, the situation became more riotous. Incidents of property damage were observed, members of the RPD were assaulted, and some marked police vehicles were surrounded and damaged by protesters. Please refer to the Chronology section of this report for further information.

May 31, 2020

On May 31, 2020, the RIC disseminated an informational bulletin to RPD sworn staff regarding the known events. The informational bulletin indicated the #I Can't Breathe #George Floyd Rally Protest & Cleanup would begin at 5:00 p.m. in the 300 block of S. Salisbury Street. The bulletin included the schedule for the event posted on social media by the event organizer. RIC personnel observed that a small crowd had formed at the State Capitol grounds shortly after 4:00 p.m. Additionally, several hundred protesters had

gathered in the 300 block of S. Salisbury Street near the old Wake County Courthouse by 5:00 p.m. Protesters who had convened in the 300 block of S. Salisbury Street marched to the State Capitol grounds where the small group had previously been observed. Several incidents of violence, damage to property, and looting were associated with the events on May 31, and many arrests were made.

June 1, 2020

On June 1, the RIC was informed of an event that was to take place at the Bell Tower on the campus of NC State University (2011 Hillsborough Street). No specific group or organization was associated with this event, and there were no other events mentioned in open sources that had been planned for June 1. The information regarding the event at the Bell Tower was shared with the RPD command staff, and RIC personnel sent a Situational Awareness bulletin for known protest activity on June 1 to RPD sworn staff.

At approximately 5:00 p.m., a large crowd was observed gathering at the Bell Tower. Approximately 500 individuals marched to the State Capitol grounds. No acts of violence or property damage were observed during this march. A curfew of 8:00 p.m. had been established in Raleigh for June 1, and most protesters had dispersed from downtown Raleigh by that time. No arrests associated with violence or property damage were made on this date; however, several arrests were made for violation of the curfew.

¹⁵ Black bloc refers to organized protesters, often self-identifying as anarchists, who wear black clothing, ski masks, balaclavas, or other protective clothing used to conceal wearers' identities and hinder criminal prosecution. ([Autonomia and the Origin of the Black Bloc](#). Retrieved 7 November 2008.)

June 2, 2020

RIC personnel continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. A Situational Awareness bulletin for known protest activity on June 2 was disseminated to RPD sworn staff shortly before noon.

A small group gathered at the State Capitol grounds at approximately 1:00 p.m. This group marched without incident to the 400 block of N. Salisbury Street and protested near the headquarters of the State Capitol Police Department. Shortly before 5:00 p.m., several groups formed near the Duke Energy Center for the Performing Arts and the State Capitol grounds. Ultimately, most of the protesters in the downtown area had congregated at the State Capitol grounds; several hundred protesters were observed at this location. By approximately 7:00 p.m., protesters from the State Capitol grounds marched to the Raleigh Municipal Building at 222 W. Hargett Street and joined the protest advertised by Raleigh PACT. Eventually, a group of protesters marched to the Governor's Mansion shortly before the 8:00 p.m. curfew.

June 3, 2020

The RIC continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. A Situational Awareness bulletin for known protest activity on June 3 was disseminated to RPD sworn staff shortly before noon.

At noon, a small group of individuals held an observance at the State Capitol grounds. The observance was conducted without incident and concluded prior to 1:00 p.m. At 2:00 p.m., a separate group of approximately 200 protesters met in Nash Square and marched to the Governor's Mansion. Other groups of protesters met in the downtown area throughout the afternoon. Marches were conducted throughout downtown. During these marches, there were no observed occurrences of violence or damage to property.

Prior to June 3, the RIC had limited knowledge of the groups organizing the protest events. Most marches were identified by the hashtag associated with the event on social media posts. On June 3, the RIC identified some of the groups organizing protest events. NC BORN (Building Our Revolution Now) was identified as a formal group whose leaders consistently scheduled protest events in downtown Raleigh. Another group that was identified as consistently scheduling protest events in downtown Raleigh was Living Ultra-Violet. Living Ultra-Violet appeared to be smaller and less organized than NC BORN.

June 4, 2020

The RIC continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. A Situational Awareness bulletin for known protest activity on June 4 was disseminated to RPD sworn staff shortly before noon.

After the informational bulletin was disseminated, NC BORN posted that they would not be marching on June 4. Several hundred protesters met at the State Capitol grounds and marched through downtown Raleigh and adjacent areas. There were no observed incidents of violence or property damage associated with the protest on June 4. The curfew established for Raleigh was modified to begin at 10:00 p.m.

June 5, 2020

The RIC continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. There were no events listed by known groups for June 5; however, open source information revealed numerous individuals were planning on protesting in downtown Raleigh. A Situational Awareness bulletin for known protest activity on June 5 was disseminated to RPD sworn staff shortly after noon. Several hundred protesters gathered and marched through downtown Raleigh. The protests occurred without violence or property damage.

June 6, 2020

The RIC continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. A Situational Awareness bulletin for known protest activity on June 6 was disseminated to RPD sworn staff shortly after 11:00 p.m. on June 5.

Several protests took place throughout the day on June 6. There were no incidents of violence or property damage associated with these protests.

On June 6, the RIC became aware of another group, Truth Revealed Org (TRO), which was organizing protest events in downtown Raleigh. TRO planned events to begin at 5:00 p.m. daily at the State Capitol grounds.

June 7, 2020

The RIC continued to monitor open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. A Situational Awareness bulletin for known protest activity on June 7 was disseminated to RPD sworn staff shortly after 10:00 a.m.

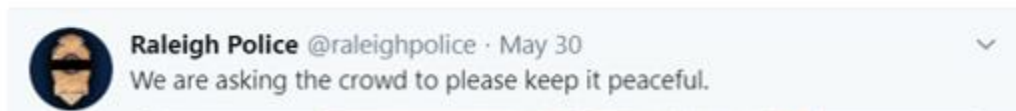
Several protests took place throughout the day on June 7; however, no incidents of violence or property damage were associated with these protests.

Summary

Throughout the time period associated with these events, the RIC continued to review open sources of information and communicated with state and local partners regarding potential protest activity in Raleigh. Information discovered by the RIC was forwarded to the RPD command staff and directly communicated with incident commanders from the Emergency Operations Center. Information was also shared with RPD sworn staff by means of informational bulletins, as previously indicated.

Public Affairs Office

Both the community and the Raleigh Police Department have become accustomed to communicating with the public via social media, and it frequently uses its Facebook, Twitter, and Instagram accounts to disseminate public safety information as well as to dispel rumor and correct inaccurate information that has circulated amongst the public. Throughout the protests, social media was used as a tool by protesters to promote their narrative and offer their perspective on events. Many individuals used “Facebook Live” to broadcast their actions and statements live to friends, followers, and certain event pages. In addition to using these forums to show a narrow, street-level view of events as they unfolded, these platforms allowed protesters to arrange meeting locations throughout the city and coordinate protest efforts that sometimes overwhelmed police resources as large, coordinated groups of protesters converged on specific areas of downtown. The RPD used its Twitter account to plead for calm and occasionally counter the protesters’ narrative. The following two “tweets” were released on May 30, during the height of the violence:



Traditional media broadcasts proved beneficial to the RPD command staff, who were able to see what was happening in various areas in real time and compare these images to reports from their on-scene commanders. As disruptive activities unfolded, the RPD continued to post on social media with the intention of reporting accurate information, correcting misinformation, and encouraging protesters to conduct their activities in a non-violent manner.

Numerous inquiries from traditional media outlets flooded the RPD Public Affairs Office following the first night of violent protests. The RPD replied to numerous requests for information and, in several cases, dispelled inaccuracies such as a report that RPD officers fired less-lethal munitions at a bar owner who was handing out water to protesters.¹⁶

¹⁶ This incident involved the owner of “Ruby Deluxe.” It was later determined and relayed to the media that RPD officers were not involved.

When the second night of the protests (Sunday, May 31) devolved into violence, the RPD Public Affairs Office continued to disseminate information via Twitter:



The above-referenced Tweet spotlights the importance of communication and the effect that misinformation can have. As mentioned previously in the chronology of this report, the misinformation which led to the deployment of tear gas for what was believed to be an EMS response was then followed by a Tweet that many in the public saw as disinformation.

As the evening went on, the Public Affairs Office posted messages informing the public that the RPD was responding to calls of riots and break-ins throughout the city. This was a direct effort to address concerns that the RPD was not responding appropriately to illegal activities. The effort was made by the Public Affairs Office to do this as promptly as possible.

In the days that followed these protests, the RPD held several press conferences in which Chief Deck-Brown condemned the criminal behavior that occurred on the heels of peaceful

protests and assured the public that the police department would hold responsible those individuals who had engaged in illegal acts.



The RPD also issued news releases that informed the media and the public of the police department's responses to violent protests and break-ins. Releases to the media detailing arrests made in conjunction with the civil unrest were disseminated as well. Education pieces were tweeted out reminding the public that firearms could not be lawfully carried by those actively engaging in a protest. As the weekend ended and the protests continued in a more peaceful manner, the RPD "re-tweeted" information put out by the City of Raleigh detailing the Mayor's curfew:



For the rest of the week, and until the close of the Emergency Operations Center on Sunday, June 7, the RPD Public Affairs Office would continue to balance maintaining its relationship with the media with strategic response to posts on social media. The importance of the Public Affairs Office having a direct line of communication with the public during such emotional and volatile times cannot be overemphasized.

Community Policing Response

Community policing, or the collaboration between a law enforcement agency and the community to identify and solve problems, is considered the responsibility of every member of the Raleigh Police Department. This philosophy has existed at the RPD since the early 1990s and continued with the establishment of substations in the late 1990s. An article published by the News and Observer (“A New Beat/ To Serve, Protect – and Befriend,” 1994) spoke of the RPD having more community policing programs and having those programs longer than any other law enforcement agency in the state. The article detailed how the North Carolina State Bureau of Investigation had begun to use Raleigh as the training model for community policing across North Carolina.

At the direction of Chief Deck-Brown, the infusing of community policing now begins in the Raleigh Police Academy. Starting in 2016, each recruit class has been required to complete a community immersion project. The goal is for the recruits to understand the importance of building healthy relationships within the community so that it is easier to address problems that may arise.

As noted, long before the events of May 30 through June 7, the RPD has been at the forefront of community policing statewide. Currently, the RPD has six full-time community policing units, one for each of the police districts. Officers from these squads filled vital roles during the civil unrest, including acting as liaisons with the North Carolina National Guard service members who helped to protect retail establishments throughout the City. As the need for additional police personnel in the downtown area and security patrols at shopping/business areas diminished, community officers returned to focus on their primary mission: community partnership and outreach.

Below are examples of the outreach and community partnership events that RPD personnel and community police units have engaged in since the downtown civil unrest. This was in keeping with community outreach efforts practiced before, during, and after such a crisis. While many events or initiatives took place within the districts concerning gun violence, Crime Prevention through Environmental Design (CPTED), and foot/bike patrols, the events below were specifically relevant to the protest response and outreach:

- Business outreach in the Cameron Village corridor regarding security concerns
- Meetings with community stakeholders in Kentwood, Mayview, and Carolina Pines neighborhoods regarding social unrest in the city
- Report-taking and face-to-face meetings with staff at businesses along Fayetteville Street that were affected by the civil unrest
- Continued contact with the Downtown Raleigh Alliance leaders
- Online meetings with Boylan, Mordecai, and Oakwood groups

- Outreach to individuals experiencing homelessness
- Glenwood South COVID-19 Education Project
- Food distribution initiatives at YMCA (Garner Road), Word of Faith, Kings Parkway, Roberts Park, and Southeast Raleigh High School
- Face-to-Face, a series of four community meetings held throughout the city
- Barber shop talks, designed to facilitate dialog between teens and police officers
- Summer programs connecting local teens with jobs and providing life skills
- Tie a bow tie: providing tips on proper business attire and making a good impression in a job interview

In addition to those listed above, the following images depict outreach featured in the media as well as the Raleigh Police Department's Facebook page. These images reflect how, moving forward since the protests, the RPD continues to commit itself to the community policing philosophy.



Chief Deck-Brown participates in a mask giveaway in the Southeast District.



Capt. Hunt and officers take part in a clothing giveaway in the Southeast District.



Lt. Latour of the Northwest District locates a teenager with autism that was reported missing and walked him home.

Training Considerations

Administrative Services-Training Unit

The Raleigh Police Department's Training Unit is responsible for making sure that the RPD adheres to state regulations and departmental objectives regarding training. One of the keys to performing to the highest standards is job knowledge. The RPD believes we can maximize the benefits we provide the community by always striving to enhance the professionalism of our members through training.

All RPD recruits are provided over 1,244 contact (actual) hours of basic operational training in law enforcement functions through the Academy curriculum. This curriculum is intended to serve as a guideline for basic operational training. The law enforcement profession, like all others, is subject to change and is not a static entity. Technological, judicial, political, and legislative environments induce these changes and affect the contents of the curriculum, which is constantly updated by the RPD Training Committee and the North Carolina Justice Education and Training Standards Commission.

All Raleigh Police recruits receive 15 hours of crowd management training in the Raleigh Police Academy, as well as 7 hours of FEMA/NIMS incident command training¹⁷. The purpose of this block of instruction is to teach the organization, development, and proper execution of riot control, dispersal, and arrest techniques. In addition, it introduces the psychological aspects of crowds and presents procedures used by law enforcement officers to control crowds, demonstrations, and civil disorders. This block of instruction teaches the officer to recognize the different types of crowds, to identify appropriate responses to counter the social and psychological influences of crowd behavior, to demonstrate proper crowd control formations, and to identify the various methods for deploying chemical munitions, specialty impact munitions, and distraction devices (e.g., flash-bangs¹⁸). Specifically, a demonstration of a variety of chemical agents used for crowd control and dispersal are given under certain conditions. This allows officers to see firsthand the effects, capabilities, and limitations of these munitions. This exercise also includes a controlled exposure of CS gas and decontamination of each officer. Officers are further trained on wearing a riot helmet, gas mask, and riot baton. This training is provided by lecture, demonstrations, and practical exercises.

De-escalation is stressed within the lesson plan, with the following topics being covered:

- Verbalizing the need for the crowd to disperse, using diplomacy and tact.

¹⁷ NIMS (National Incident Management System) training is designed to prepare law enforcement officers for managing the scene of a major incident, such as a riot.

¹⁸ A flash-bang, is a less-lethal device that produces a bright flash of light and a loud bang that are intended to temporarily distract attention and disorient the senses.

- Seeking cooperation and explaining what actions may be used to disperse the group if necessary.
- Allow a reasonable time for the crowd to disperse and “save-face;” pushing the crowd may lead to a confrontation.
- Call people by name if they are known. Officers who are in contact with their communities through community policing may know their residents.

Raleigh Police In-Service Training

The North Carolina Criminal Justice Education & Training Standards Commission requires every law enforcement officer in the state to complete 24 hours of in-service training annually. The RPD goes beyond the state mandate, requiring 40 hours of in-service training, annually, for its officers.

Raleigh Police Specialized Training

The RPD also provides specialized training in addition to the in-service training it is required to provide each year. For example, in preparation for large events hosted by the City, the RPD has received special crowd management and Mobile Field Force training from the U.S. Department of Homeland Security, and more specifically, the Federal Emergency Management Agency (FEMA). The Center for Domestic Preparedness (CDP) offers more than 50 training courses that focus on incident management, mass casualty response, and emergency response to a catastrophic natural disaster or terrorist act. All courses are accredited by the International Association for Continuing Education and Training for continuing education units, and many are also accredited by national healthcare and law enforcement organizations. Training provided by the CDP is federally funded and comes at no cost to state, local, tribal, and territorial emergency response professionals and their agencies.

Beginning in 2006, the RPD has received training in Mobile Field Force operations from FEMA. The class is a combination of both classroom and hands-on training. The class is 24 hours of instruction. The class includes information on rioters’ tactics, mass arrests, legal considerations, riot control agents, and issued riot gear. The RPD also receives training on facilitating peaceful and lawful demonstrations, legal guidelines related to First Amendments rights, and passive/peaceful demonstrations. The students must pass both a written test and a practical exercise designed to ensure the safety of demonstrators and officers. All training and testing is documented by FEMA and the RPD.

The Raleigh Police Department has historically kept a supply of chemical munitions, specialty impact munitions, and distraction devices that are mainly employed during tactical situations such as barricaded subjects and hostage rescue operations. The training

for officers on these munitions and devices has been provided both within the department and by sending officers to classes outside the agency.

Beginning in 2005, the Raleigh Police Department has received training on chemical munitions and less-lethal munitions. This training has included instructor schools and train-the-trainer schools, where selected instructors were sent to the training so that they could become certified to teach these courses to RPD personnel. Much of this training was provided by Combined Tactical System (CTS), which manufactures products for riot control and police tactical teams. Class duration and class size vary depending on the exact training.

The grenadier training is a combination of classroom and practical exercises. Each officer is taught and must demonstrate the proper deployment of handheld smoke munitions, non-lethal impact munitions, 40mm launcher operation, and launchable smoke munitions. Officers who successfully complete this training are the only officers allowed to deploy chemical agents. The RPD currently has 40 certified grenadiers.

Annually, each grenadier must attend a mandatory four-hour block of in-service training. This class is a refresher of policy, tactics, scenarios, and a qualification course that is dictated by the North Carolina Law Enforcement Training and Standards.

The RPD has long been recognized for its thorough set of Departmental Operating Instructions (DOI) and is a CALEA-accredited agency. When information was developed about the protests that were being planned for May 30, 2020, the RPD began implementing its departmental policies and procedures in preparation for the protest.

Consistent with DOI 1107-01 “Emergency Mobilizations,” the command staff began selecting personnel to respond to the protests. Shortly thereafter, DOI 1107-02 “Response to Disasters” was implemented and followed as well. These policies address police enforcement action and crowd management during civil disorders. These policies specifically speak of the decision to activate the Mobile Field Force as being the responsibility of the Duty Major, along with the decision to utilize chemical agents.

During the civil disorder, DOI 1108-01 “Use of Force and Weapons” was utilized, which holds that RPD personnel are accountable for their actions and that they have the highest possible regard for safeguarding life. Furthermore, force should only be used when all other means of resolving a situation have been exhausted or are clearly inapplicable. In addition, force will only be used to the degree reasonably necessary to control the situation. Included in this policy is the use of less-lethal weapons. Specialty impact munitions such as foam baton¹⁹ may be used when it is not safe for an officer to leave cover and get close to a suspect, or in crowd-control encounters where there is an imminent threat to officer safety. These

¹⁹ Foam baton is a non-lethal impact munition that is fired from a 40 mm launcher. It consists of a foam rubber nose and a high-density, plastic projectile body, and is sometimes referred to as a sponge grenade.

conditions were met repeatedly during the civil unrest and have been detailed throughout this report.

Fiscal Management Unit

Incident Costs

The Raleigh Police Department's Fiscal Management Unit calculated the cost to the City of Raleigh of the department's response to protest activity extending from the beginning of the civil unrest on May 30, 2020, to the close of the Emergency Operations Center on June 7, 2020. The analysis incorporated RPD costs related to manpower, damage to City property (vehicles), and meals and hydration provided to hundreds of officers over the week. The cost analysis continues to this day; therefore what follows is not a conclusive list.

As can be viewed in the table below, a significant cost was incurred in the form of regular pay, comp time, and overtime pay used to compensate the hundreds of police officers who worked throughout the week. Off-duty officers reported in from home as the protests devolved into riots on Saturday, May 30. Due to the violence of May 30 and May 31, a larger-than-usual contingency of officers was kept in reserve during the week that followed in order to provide a speedy response if needed.

Protest Expense Summary (May 30 - June 7)		
Type of Expense	Amount	No. of Hours Worked
Regular Time	\$ 533,690	22,032
Comp Time	\$ 29,316	634
Overtime	\$ 837,738	17,957
Vehicle Repair	\$ 22,863	
Food/Hydration	\$ 14,923	N/A
Grand Total:	\$ 1,438,530	40,622

*Regular time, as denoted in the chart above, speak to the RPD's "business as usual cost" for these officers. While they were diverted to protest duty from their regular assignment, these were officers who would have been working their normal shift, in some capacity.

Police Vehicle Fleet Services reported that 17 RPD vehicles were damaged in the course of the riots. This damage consisted of broken windows, slashed tires, damage from bricks and projectiles, and, in one instance, a vehicle that sustained damage from fire after a suspect attempted to ignite the gas tank while the vehicle was parked outside the Southeast Police District substation. Damage totals for the purposes of this report included only that which was incurred as the result of vandalism and criminal behavior and excluded one vehicle crash that occurred during the time frame of the riots but was, in no way, related to the activity downtown.

Food and hydration provided to officers who worked throughout the week and were not able to leave their assignments to secure their own meals was included in the cost analysis.

An additional cost incurred involved payout of claims related to injuries sustained by officers during the protests. At the time of this report's submittal, all claims have not been processed and additional treatments/therapy are ongoing. A monetary amount may be assigned to this at a later date.

In the interest of providing a comprehensive and accurate account of the financial impact, the costs incurred outside of the Raleigh Police Department and the detrimental effect on our residential and business community will be forthcoming and provided at a later date. The current cost analysis would not adequately factor the revenue lost by businesses due to vandalism, closure, and repairs.

Areas for Improvement

- Field communication is key in critical times such as this. We certainly saw some examples of the consequential impact of inconsistent communication and misinformation in a fluid environment.
- Unity of command is also key at times such as this and multiple messages further enhance the mishap of communication when several are giving the command and it is received, thus carried out differently.
- Communicating with our stakeholders, residents and businesses has been strengthened since this event and we will continue to build on those relationships.
- Trust, and safety – real or perceived matter more than ever and rebuilding fragile relationships must be a mandate.
- Crime Prevention Through Environmental Design – CPTED can prove to be an asset in the arena of event planning and development going forward.
- While nourishment and hydration are paramount. Preventive measures, education and reminders may offer opportunities to better prepare and prevent heat-related events from occurring, as they can further exacerbate a critical situation in a crisis.

Conclusion

This report reflects a period of civil unrest unlike anything experienced by Raleigh Police Officers of the modern era. The Raleigh Police Department remains committed to bettering itself through study and careful analysis of these events. Internal analysis of deployment strategies, tactics, munitions, and effective public dialog continue to this day. The Raleigh Police Department has striven to be as transparent as possible in its examination of these events, while at the same time not compromising the safety of officers who continue to respond to civil unrest. The Raleigh Police Department has demonstrated the willingness to facilitate lawful protest and will continue to work with any group that operates within the parameters set forth by N.C. General Statute and Raleigh City Code.

The Raleigh Police Department would like to express our appreciation for the support of our residents and businesses alike and reiterates our continued commitment to making sure that Raleigh is a safe place to live, work, and play, as well as a city in which 1st Amendment rights are protected.

Addendum

Chief's Comments - May 30, 2020 Protest

Yesterday's protest began as a peaceful assembly of individuals who gathered to voice their concerns about law enforcement issues in Minneapolis, here in Raleigh, and around the country. More than a thousand men and women marched throughout Downtown Raleigh, expressing their heartfelt frustration with recent events.

The Raleigh Police Department, which absolutely respects and supports the right of all individuals to peacefully protest, was on hand to observe and ensure the safety of the demonstrators. And I am proud to say that not only during yesterday's protests, but during the protests that have been happening for the past several months, our officers conducted themselves with the highest levels of professionalism, decorum, and dignity.

While the City of Raleigh and the Raleigh Police Department readily accommodate lawful protestors, we will not turn a blind eye to the despicable and outright criminal behavior that occurred on the heels of yesterday's peaceful protests. As the day wore into night, and the night into this morning's early hours, some individuals began breaking store windows, setting fires, looting, and destroying property.

We will hold responsible the individuals who engaged in the disrespectful and destructive behavior that we all witnessed play out in the media. We will not tolerate the unlawful acts nor those who seek to sow discord where we seek to build bridges, strengthen partnerships, and maintain a safe, vibrant and healthy community. And I ask that anyone who has information regarding these criminal activities contact the Raleigh Police Department.

We as a community, are better than this.