

PUBLIC ORDER MANAGEMENT

Crowd Control Orders



Background

The FPU Command Staff needs to be fully conversant with all the types of orders required to command the unit in crowd control situations. These ranges from full operation orders to cover any deployment of the unit, to short orders necessary to command units or sub units engaged in crowd control.

This module covers the generic standardised orders for UN FPUs.

Aim

To understand and apply the basic Commands for crowd control management situations and other tactical situations.

Learning outcomes

On completion of this module participants will be able to:

- Understand the structure of an operation order and its content
- Write an operation order based on a situation, elaborated from orders issued by the officer's superior or from his own assessment of a given situation.
- Understand the structure of an order
- Issue basic orders
- Report from the ground following a framework.

Training sequence

The material in this module is designed to be delivered over 1 and half hour classroom based theory lesson, with a further 40 minute period during which they will complete an operation order from a written scenario. This is based on the assumption that the students have received no previous training in this subject.

Practical use of the short orders should be included in the practical phases of the crowd control syllabus.

Duration

Minimum Session time	Lecture/Presentation	Question/Assessment	Session Activities
5 hours	2 hours	30 mins	2 hours 30 mins
Additional Options	Mission Specific	Optional film	Optional activity

Methodology

This module contains a PowerPoint theory presentation to explain and show the various techniques.

The instructor should inform participants of the content, format and timing. Knowing what to expect, participants can improve their ability to focus on the subject and benefit better from the session.

- Theory of operation orders (1 and half hour classroom lesson) = lesson 1
- Theory of short orders (40 minute classroom lesson) = lesson 2
- Practical Operation order exercise (2 hours 40 mins) = lesson 3

Instructors are encouraged to add practical examples and mission specific information related to the specific deployment of participants, if known.

The students should be given the operation order to prepare using the scenario as shown; these should be handed in to the instructors to assess using the five standard headings of:

- Situation
- Mission
- Execution
- Support
- Command & Control.

This can be done in the classroom or the students can be given the task to complete in their own time, over a period of days. It is for the instructor to select the appropriate method.

Instructor Profile

This module is best presented by an instructor who has practical experience in operational leadership in peacekeeping operations and who could share his/her experience with the group. They must be practiced and skilled to be able to explain the concepts correctly. If there is more than one instructor, at least one should have practical experience as trainer in either domestic policing or a peacekeeping mission.

Instructor Preparations

General Preparations

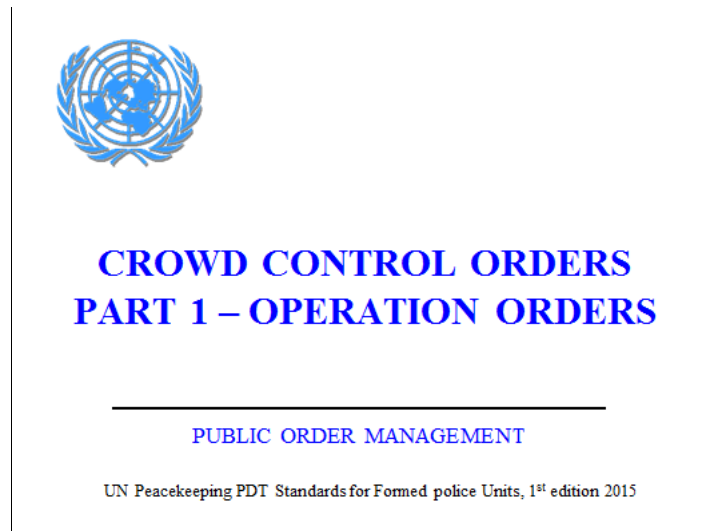
Equipment:

1. Computer and PowerPoint slides for lesson 1
2. Projector and Screen for lesson 1
3. Scenario hand-outs for the operation order practical

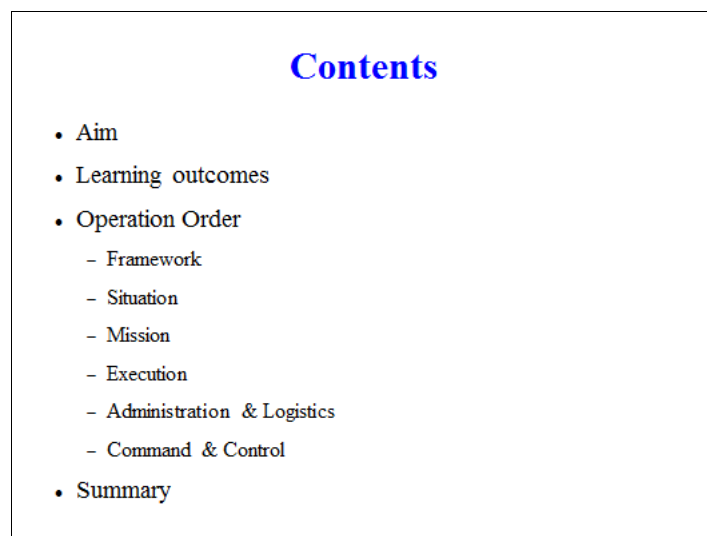
Session notes

Lesson 1 – Operation orders (Theory)

Contents:



Slide 1



Slide 2

Aim

The aim of this lesson is to present the format of UN FPU Operation Orders

Slide 3

Learning outcomes

At the end of the lesson, the participant will be able to:

- Define the content of an Operation Order and its component parts

Slide 4

There are different kinds of orders which address specific needs. These are the definitions for the most common ones:

Operation Orders: A directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. It is also called OPORD. It is usually used to give orders to several units for a complex operation. But it can also be used to direct one unit, (one FPU for instance).

Warning Orders, (WNGOS): This is a planning directive that describes the situation, allocates forces and resources, establishes command relationships, provides other initial planning guidance, and initiates subordinate unit mission planning. Usually it comes before the OPORD and gives first orders in the perspective of a mission likely to be decided shortly and explained through the

OPORD.

Movement Orders: This is an order issued by a commander covering the details for a move of the command.

Fragmentary Orders: This is an abbreviated form of an operation order (verbal, written or digital) usually issued on a day-to-day basis that eliminates the need for restating information contained in a basic operation order. It may be issued in sections. It is issued after an operation order to change or modify that order or to execute a branch or sequel to that order. It is also called FRAGO. See lesson plan on Police/Military cooperation

Logistic units have their own types of orders but this falls beyond our scope of study.

Operation order framework

- An operation order is divided in 5 main parts:
 - 1- Situation
 - 2- Mission
 - 3- Execution
 - 4- Administration/logistics
 - 5- Command and control

- The FPU coordination office issues an operation order each time a FPU is tasked with a new mission

Slide 5

An Operation Order is the definitive guide to any subordinate as to how an operation will be conducted, it should contain all the information necessary for them to brief their officers and carry out their mission. The UN Format is that the information is contained under the following headings:

- Situation
- Mission
- Execution
- Administration and logistics
- Command and Control

These are broken down further as is shown in the above slide and each section will be covered in more details under its own heading.

1- Situation

This part

- Comprises
 - The description of the event that will take place (What, Where, When, Why)
 - Description of the current situation (security, political, social...)
 - References to the past events related to the mission
- Mentions
 - Presence of the opposition elements (composition, size, intent, position and attitude) = “who” associated to 4 W
 - Presence of friendly forces (local security forces, UN military forces, international forces)

Slide 6

The situation should cover the general situation at the time and any relevant information that the operational commanders may need to know. However, the key word is relevant. A common mistake is to include too much information which will make the order too long and may include details that are not required to perform the task.

Having given the general situation, there are some specific areas where more detail will be required. The details of the opposition will need to be the result of intelligence gathering and analysis. The operational commanders will need to know exactly who the opposition is, their nature and attitude, is it a hostile crowd or just hungry displaced persons? They will need to know their location, numbers, what support they may receive, weapons, equipment and how they may behave when confronted by the UN Police.

As well as the opposition, the operational commanders will need to be aware of any other friendly forces, in other words other FPU's, Host State police, military, UNPOL etc. who may also be engaged in the operation. This should detail what their areas or responsibility are and what their mission will be. They will also need to be aware of any reinforcements that may be available as a contingency.

2- Mission



- Strategic Intent
- Short and to the point
- Example – “The Mission is to deploy around the UN Headquarters and deny access to protestors”

Slide 7

The mission statement will derive from the strategic intent of the overall commander, normally the Police Commissioner. It is short and to the point outlining the basic result that the mission should bring about, an example is shown in the slide.

3- Execution

- Describes how you are going to execute the mission, the objectives to reach
 - Missions for units/platoons/sections described in details
 - Intention is translated through the use of verbs = clear definition of the tasks
 - › Deploy the unit at the junction X
 - › Deny the access to the Prime Minister office...
- Mentions
 - Timing for the execution of the different tasks (one unit may be tasked with several missions during the day)

Slide 8

The Execution phase is the part of the Operation Order that explains the method of achieving the Mission; it is often the largest section of the Order as it contains the majority of the details and it should be further broken down into Intention, Method, Tasking and Coordinating Instructions. It can include a main events list with a timetable and various elements can be broken down into individual elements.

The intention should cover the questions addressed in the slide. In order to achieve the mission, the intention of the commander will be translated into the effect on the opposition and any other relevant elements. It will effectively answer the question:

“what will a successful mission look like?” so that if the order is followed exactly to the letter and the opposition reacts as expected, the mission will be achieved. The timetable or main events list should cover the various phases of the operation if it is to be sub divided.

The main mission for each element should then be translated into a number of tasks.

3- Execution

This paragraph will also content or make reference to the following information (can be part as attachments):

- Maps with terrain marking – reference points
- Fire support drawings – where appropriate
- Relief arrangement if several units
- Mission and position of other partners (military, police and administrative authorities)
- References of DUF, FPU's policy and SOPs = use of force

Slide 9

The various element will need coordinating instructions so that the whole operation becomes one flowing movement throughout.

These will include the points listed in slide 10 although this is not an exhaustive list and anything that will better coordinate the units must be included at this point.

At the end of this paragraph, references to the use of force has to be made (use of force according to the FPU policy and DUF).

4- Administration and logistic

- Support (What? To who? When? What for? How long?)
- Equipment : Arrest restraints - Rope tactics – lighting - Method of entry – Protection
- Vehicles, fuel, ammunition
- Food, Accommodation
- Medical Support.



Slide 10

The Administration and logistics section of the Operation order will cover exactly that, any support necessary, all equipment necessary for the completion of the mission, the vehicles needed and any arrangements to fuel or re-fuel them, feeding arrangements for officers and finally medical support available or required.

5- Command and control

- Command structure
- Reports/mode of transmission of reports
- Radio assets
- IT instructions
- Liaisons with other units
- Channels, network regime
- Briefing (locations/times)



Slide 11

Finally Command and Control will need to be covered including all the information in relation to communications. The Command structure needs to be clearly defined so that all those engaged in the operation know who they should be reporting to.

All aspects of communication must be covered, instructions for the use of radios, to who they will be issued and frequencies to be used. Any other IT instructions should also be included such as the use of the internet or mobile/satellite telephones for

communication where appropriate.


Finally the times and locations of briefings and the officers or groups of officers that are expected to attend, in large pre-planned operations this can be some days before the operation.

Summary

- Operation Order
 - Framework
 - Situation
 - Mission
 - Execution
 - Administration & Logistics
 - Command & Control

Slide 12

The officers should be given a summary of the key points of the lesson before being asked if they have any questions.

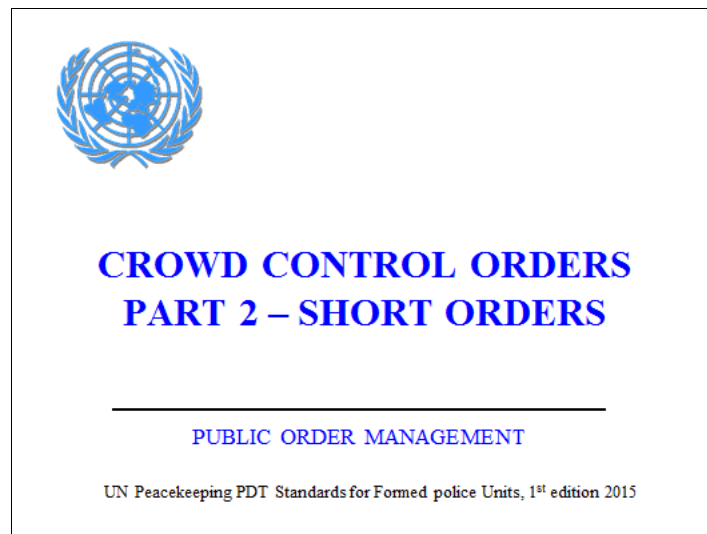


QUESTIONS

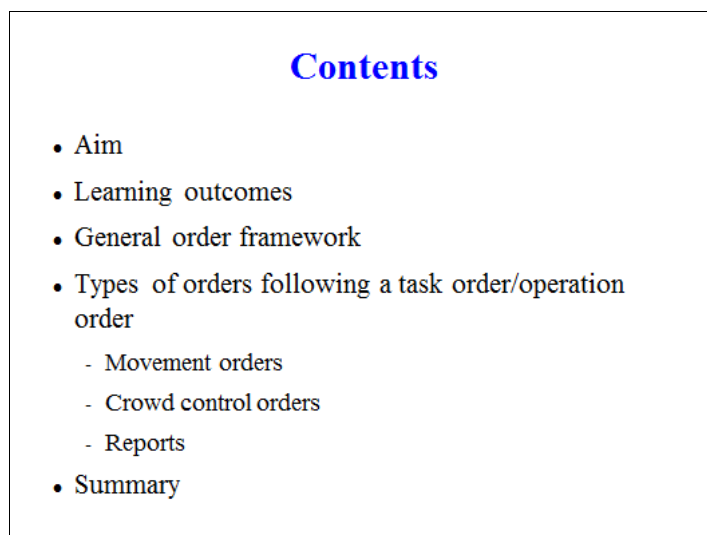
UN Peacekeeping PDT Standards for Formed police Units, 1st edition 2015

Slide 13

Lesson 2 – Short orders (Theory)



Slide 1



Slide 2

Aim

The aim of this lesson is to explain the structure of the various types of “short orders” used during public order operations

Slide 3

Learning outcomes

- At the end of the lesson, the participant will be familiar with the following orders
- Crowd control orders (bound, offensive and defensive bounds, charge, movement order, fire support...) and able to report on the ground

Slide 4

Definition of an order

An accurate and short expression of actions to be carried out by the subordinates

Slide 5

Orders are designed to accurately express the commander's reaction to circumstances on the ground; they should rely on accuracy, brevity and speed to get the message to subordinates as quickly and succinctly as possible whilst still being able to be understood by the recipient.

General order framework

- An order is always constituted of several elements
- 1st element: Who = "To whom the order is addressed" =
 - Unit or Platoon or Section...
- 2nd element: What = "Define the objective of the maneuver"
 - For an offensive bond or for a charge of...in order to disperse the remaining demonstrators
- 3rd element: Where = "Define the limit of action or the distance"
 - Of 10 meters or to reach the next crossing road

General order framework

- 4th element: How = "How you will execute the maneuver, which means will you use"
 - At the double or in a dynamic way or using tear gas grenades at the end of the bound...
- 5th element: "Cautionary order" (can be preceded by another element "report as soon as ready")
 - Ready to go or ready to charge
- 6th element: "Executive order"
 - Go or charge
- 7th element: "How to stop the unit"
 - Halt

General order framework

- Summarize:
 - Unit, for a charge of 50 meters (in order to disperse the crowd from the square). Start at the double. Ready to go?
 - Go
 - Ready to charge?
 - Charge
 - Halt
- In case of emergency, go to the essential
 - Charge/bound, 30 meters/10 meters
 - Go, Go, Go
 - Halt
- The FPU members should be also trained in receiving urgent/short orders

Slides 6 to 8

Orders framework should be known by all police officers and particularly by all commanding officers. Orders must be understandable, clear and short if possible. A common orders framework facilitates the execution of manoeuvres on the ground because they are understood by all police officers, even if they come from another unit.

Crowd control orders

Embarking/Disembarking

- Unit
- To disembark in X files... on the right or on the left of the vehicles
- Shields file on the right/left, shields in stand by position, batons file on the right/left, batons at belt
- Report as soon as ready
- « The platoons announce ready »
- Go

In case of disembarking in teams

- Unit
- To disembark in teams
- Shields in ready position or stand by position (buddy team members adopt the right position)
- Report as soon as ready
- « The platoons announce ready »
- Go

Slides 9 to 19

Slides 9 to 20 summarize the most common crowd control orders used during public order operations.


Crowd control orders are used to direct FPUs in formation and should be used according to the circumstances during crowd control operations, the unit should be practiced in their use so that they react accordingly when the commander directs them.

Command staff has to be familiar with the orders at all levels of responsibility of the unit (from the unit commander to the team leader).

Unified and recognized orders are more understood and facilitate the coordination with other units.

Movement order

- Used to direct units to a new location
- Can be used for short or long distance
- Foot or via vehicle



Slide 20

Movement order

It follows the same structure as any crowd control order

1- Who:	Unit
2- What:	To move to....
3- Where:	5 th District
4- How:	As soon as possible/position of the platoons within the convoy
5- Cautionary:	Report as soon as ready
6- Executive:	Go
7- To stop:	Halt

Slide 21

Movement orders are used to direct officers to a new location during an operation, this may be in reaction to movement by the opposition on the ground or changing circumstances, it may be on foot or with the use of vehicles and this may well depend on the distances involved.

The movement order follows the same framework described above.

Fire support order

Used to call in fire support from the unit in the form of:

- Gas canisters launchers
- Hand held canisters
- Rifle fire



Slide 22

Fire support orders are designed to bring in various types of fire support to assist in crowd control operations; it will depend on the type of incident as to the type of fire required

Fire support order for hand gas canisters

It follows the same structure as any crowd control order

- 1- Who: Throwers
- 2- What: To throw 2 CS hand canister
- 3- Where: At 30 meters or at the junction
- 4- How: Upon order/at the same time
- 5- Cautionary: Report as soon as ready
- 6- Executive: Throw
- 7- To stop: Halt

Note: the officer in charge will give the executive order for each thrower in case of launch in series

Slide 23

Slide 25 is related to the order given to the police officers carrying the gas hand grenades (canisters). The team leader is in charge of executing the instructions received from the FPU commander.

Fire support order gas launchers

It follows the same structure as any crowd control order

- 1- Who: Launchers
- 2- What: To launch two short range gas canisters
- 3- Where: Square Alpha
- 4- How: As soon as possible/upon order/at the same time
- 5- Cautionary: Report as soon as ready
- 6- Executive: Launch
- 7- To stop: Halt

Note: the officer in charge will give the executive order for each launcher in case of launch in series

Slide 24

Slide 26 is related to the order given to the police officers carrying the gas launchers. A warrant officer or an officer has to be designated to execute the instructions received from the FPU commander.

Fire support order for shooters (live ammunition)

It follows the same structure as any crowd control order

- 1- Who: Marksmen
- 2- What: To shoot at the armed demonstrator...
- 3- Where: 50 meters from the cordon, on your right
- 4- How: **Upon order** and in situation of self-defense
- 5- Cautionary: Report as soon as ready
- 6- Executive: Fire
- 7- To stop: **Cease fire**

Slide 25

Slide 27 is related to the order given to the marksmen of the unit. The marksmen receive directly the instructions of using the lethal force from the FPU commander.

All police officers must be trained on the use of force.

Report

- Used to report up the chain of command when requested
- Or when the commander on the ground believes that it is necessary to update the Commander



Slide 26

During pre-planned operations, there is often a requirement to submit report up to the chain of command at regular intervals. However, at times, the ground commander may need to report a change in circumstances which may affect all those involved in the operation, in either case a 'report' format should be used.

Report

- I am positioned** : precise position on the terrain.
- I can see** : Position – Nature – Volume – Attitude of the adversary
- I have done** : describe the action taken.
- I can** : describe your capabilities.
- I suggest** : suggestions to Commander
- I ask for** : support, reinforcement, resupply, tow vehicle , Casevac.

Slide 27

EXAMPLE

Report

“Commander” this is “ECHO 24”.

I AM POSITIONED Republic square between crossroad A and crossroad B.

I CAN SEE about twenty looters wrecking shops, 50 meters from my position, in the centre of republic square.

I AM CURRENTLY ...denying access to Republic boulevard between crossroad A to crossroad B.

I CAN trigger a dynamic action to arrest looters.

I SUGGEST ECHO 21/2 and ECHO 12/7 should prevent looters from escaping by controlling all roads coming from the square.

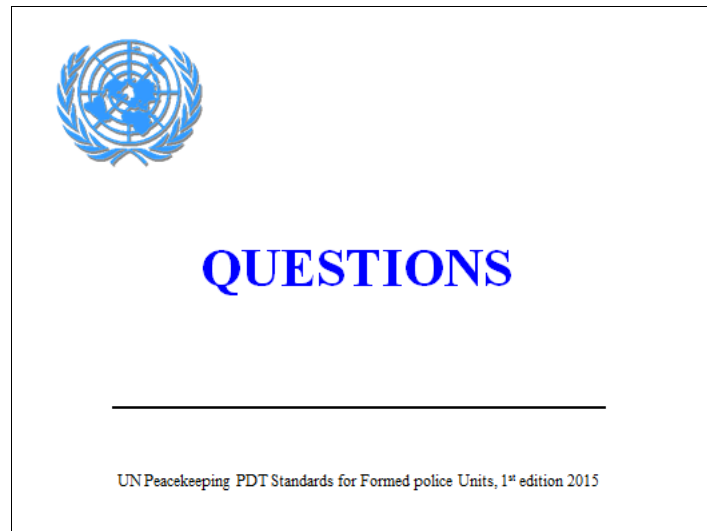
I ASK FOR immediate assistance of detectives on my position.

Slide 28

Summary

- Learning outcomes
- General order framework
- Types of orders following a task order/operation order
 - Crowd control orders
 - Reports

Slide 29



Slide 30

Lesson 3 – Crowd control orders (practical element)

There is no practical application of individual orders in this module as the commanders should practice their orders during the practical phase of the crowd control modules. All commanders must be fully conversant with the orders before they deploy in mission.

The practical element consists of a scenario bases on which the commanders should write an operation order; this should be handed in to the instructors who should mark each Operation Order according to their structure.

A suggested scenario is shown below, however the instructors may use any scenario they see fit and may wish to design one specific to the mission in which the FPU is being deployed or may be able to obtain an actual series of events from the Mission HQ and use that as the basis for the commanders to write their operation order.

E.G. – Operation order scenario

Otsana is a small country in Central Africa with a population of about 3 million people spread over a mainly rural land, with desert to the North and mountains to the East; the main Province of Gab is situated in the South West corner of the country and contains the Capital City of Oceana which sits on the Atlantic Coast.

The Country was subject to a Military dictatorship for 15 years, for the last five years of which the country was plunged into a bitter civil war between the Military and the rural farmers in the mountainous regions to the East. The farmers had formed an opposition party along with an armed wing who eventually overran the countryside

leaving the Military besieged in the town of Oceana. Following a ceasefire peace talks were brokered by the UN and the Military dictator went into exile in a neighbouring County, elections were held that saw the main leader of the rural farmers elected as President.

The UN set up a non-executive mission with all main components, including a Police element of 500 IPOs and 5 FPUs. 3 FPUs are based in Oceana to cover Gab Province, with the remaining 2 being in the outlying towns of the two rural provinces. The UN HQ is situated in the Capital where there is a Joint Operations Centre which oversees all UN Operations.

The Otsana Police Service is a newly formed unit as the previous Gendarmerie was seen as a paramilitary 'secret police' and was responsible for a number of massacres of civilians as well as numerous human rights abuses. Most of the members of the new police service have no previous experience and are still being trained and mentored by the contingent of IPOs from the UN, along with bilateral agreements from some of the major Western nations. It is an unarmed Police Service although a special unit is currently being trained to deal with armed incidents; however this is not yet operational.

Mr Orange is the leader of the main opposition party in the Province of Gab. It is the run up to an election and Mr Orange has been involved in touring the Province to canvass votes for the forthcoming election. Yesterday he was seriously injured in a road traffic accident whilst travelling between towns; the accident was caused by a stray cow wandering into the road so there is no evidence to suspect that it was in anything other than a tragic accident.

Mr Orange has a small protection team of four private security officers who are providing close protection at the hospital.

The opposition party was believed to have been heavily involved in supporting the previous military dictatorship and there is suspicion among supporters of both the current ruling party and the opposition that there may be some 'dirty tricks' used in the forthcoming election campaign.

Opposition support is high in the area and at recent election meetings Mr Orange has seen more than 1,000 of his supporters attending. Intelligence suggests that these supporters are highly volatile and prone to violence; they dislike foreigners and particularly journalists whom they treat with great suspicion.

Mr Orange is currently being treated in Oceana Hospital, a brand new hospital recently built by a donor country on the outskirts of the Capital about 6km from the UN HQ. He has severe internal bleeding and needs immediate surgery. The hospital

has rated his injury as critical.

The latest intelligence suggests that approximately 50 of Mr Orange's supporters are gathering outside the hospital to show their support. This has prompted various elements of the ruling party's membership to indicate that they may attend and set up a counter demonstration. The threat assessment indicates tension in the local community and the situation remains strained between the supporters of both groups, whilst this intelligence is not totally reliable is cannot be ruled out altogether. The hospital is situated in this own grounds with a main entrance gate and surrounded by a 3 metre (10 foot) high wall. The driveway leads to the front of the Hospital which has two entrances, one for general visitors and outpatients and one for emergency admissions via ambulance. There is only about 10 metres (35 feet) between the two entrances and ambulances need 24 hour access to this for emergencies. The other side of the access road is a large car park for staff and visitors which is in daily use, access is via a security barrier, however it is normally left up as there is no security guard.

As well as the Accident and Emergency (A&E) unit the hospital has a number of services including X-Ray facility, Maternity Unit, Sexually Transmitted Diseases (STD) Clinic, and Pathology Lab, all accessed via the main entrance. The hospital is on four levels, with a basement.

The basement contains the laundry, catering and stores facilities, the first floor the A & E, X-Ray Department, Maternity Unit, STD Clinic, Pathology Lab and the main administrative offices, the remaining three floors contain the Wards for in-patients. Outside the hospital is a main road out of the capital leading to one of the provincial towns, there are a number of shops and businesses and many local traders set up stalls around the entrance selling food and local items to visitors to the hospital. Leading away from the main road area there are a number of streets comprising mostly small residential properties.

The hospital is mostly staffed by local people with a few NGOs assisting. It has a team of six uniformed security guards with a supervisor, they have had very limited training.

The hospital has its own well for a water supply and a back-up generator if the power supply fails.

The local Police Commander has asked for UN assistance as she fears a public order situation erupting that she and her officers will be unable to deal with. The UN Police Commissioner has therefore tasked you to write an Operation Order to cover the situation prior to deploying your FPU along with any further units that you deem necessary.

The UN Police Commissioners strategic Mission is: “To provide support to the local police at the Hospital, protecting the building and ensuring the safety of Mr Orange”

The UN Police Commissioner authorises you to deploy your FPU, you may call upon one of the other two FPUs in Oceana for support if you deem it necessary, however one must be kept on reserve in case of other disorder elsewhere in the Capital. You will remain the overall UN commander of the event and if the other FPU is deployed in support it will be subordinate to you. The other two FPUs are too far away from the Capital to be considered for support as it would take them at least 24 hours to travel to the capital. The UN Military component consists of a Battalion troops in a barracks next to the UN HQ.


The local police Station is situated about half a kilometre from the hospital on the main road; the police commander has three shifts over a 24 hour period of six officers and a station sergeant who maintains the police station, each shift has a UN IPO to monitor the officers. The police station does not have the capability to deal with more than two prisoners, people that are to be detained in custody have to be transported into the main police station situated 3 kms away in the city centre. The main police station has capacity to deal with up to 100 prisoners if required. Additionally there are Central traffic units (two double crewed cars), and up to 10 detectives from the Central Investigation Squad (CIS) that could be drafted in to assist.

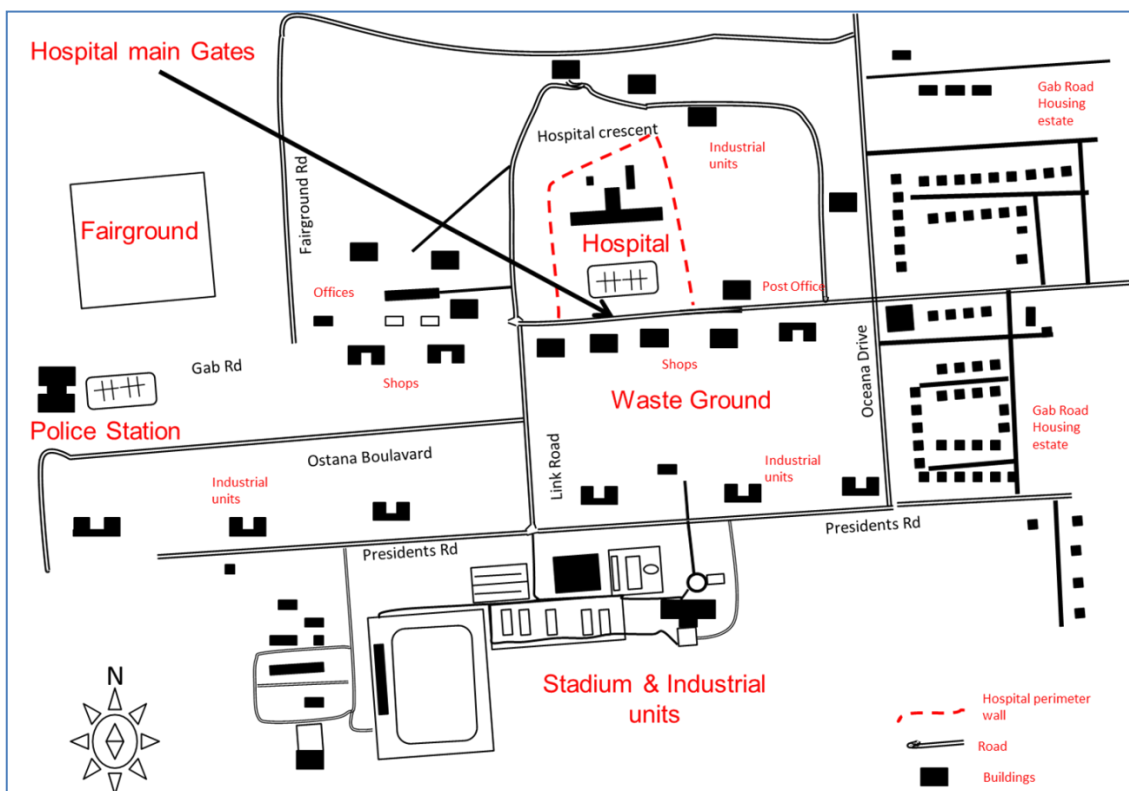
If requested the local police will provide their tactical reserve squad (TRS) a unit of 30 officers with a commander and deputy, they have received basic crowd control instruction (from the UN FPU curriculum) and have riot shields batons and protection. However, in the last two incidents of disorder they have been called upon to deal with, they have tended to used excessive force and on both occasions broke in disorder after a brief encounter and had to be rescued by one of the UN FPUs. The TRS has its own transport and a prison bus that can hold up to 30 detainees. Your FPU shares the barracks with the Military Battalion; it is equipped with four APCs, Land cruiser type pick-up trucks, and 4x4 command vehicles. There is fuel and water available from the barracks compound along with a field kitchen. The FPU has a medical unit with Doctor, nurse and two paramedics as well as six medical orderlies.

The UN JOC will coordinate all operations in and around the capital; they have a radio network that can link in with the local police. The UN Police Commissioner has obtained permission you to request whatever local police support you require, within the limitations already listed. He also requires updates on the situation every hour. Should the situation calm then the FPU may withdraw and leave the matter to the local police; however that must be by agreement between the local police commander and the UN Police Commissioner.

Both the local and international media have been showing great interest in the incident and have already attended the hospital and attempted to interview the relatives of Mr Orange.

You are the commander of TOT FPU which consists of 140 officers deployed in four platoons of 30 officers each; additionally there is a Medical and Administrative unit which accounts for the remaining 20 officers. Your officers are armed with side arms and assault rifles, there is sufficient transport for all of your platoons to be self-sufficient this includes four APCs. Your smallest deployable unit is the section which normally uses Toyota pick-up trucks with rear seating for transport.

 **Note to the Instructor:** A map of the area should be included to illustrate the circumstances, this can be a line drawing or where the incident is based on real life then a satellite photo would be ideal.



An example of a line drawn map to accompany the example scenario.