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# FORMED POLICE UNIT TASKS

**INPROL Consolidated Response (07-006)**

With contributions from Luigi Bruno, Michael Center, Arthur Crosby, Thomas Dempsey, Lars Finstad, Stefan Feller, Gary Hill, Richard Monk, Sajjad Naqvi, J. O'Neil G. Pouliot, Salvador Rodriguez, Fausto Rossi, and Meinhold Schlotmann.



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**INPROL Consolidated Response (07-006)**  
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The full text of the responses provided by these INPROL members can be found at <http://www.inprol.org/node/2039>. INPROL invites further comment by members.

**Note:** All opinions stated in this consolidated response have been made in a personal capacity and do not necessarily reflect the views of particular organizations. INPROL does not explicitly advocate policies.



## FORMED POLICE UNIT TASKS

### Background:

To address gaps in public security that have plagued previous UN peace missions, Formed Police Units (FPUs) began to be deployed in 2000 and now constitute roughly half of international police personnel. For the mission in Darfur, the UN is planning to deploy an additional 19 FPUs, which will eventually bring the number of deployed FPUs to well over 50. To ensure that the required number of qualified units is generated, it is vitally important that the UN establish a Standard Training Module (STM) and standards for assessing unit readiness to perform these tasks. The first step involves defining the essential and ancillary tasks that FPUs should be prepared to perform. That is the focus of this query.

### Query:

In addition to Crowd and Riot Control, among the tasks I believe a formed police unit (FPU) may be mandated to perform is as follows:

- Area Security;
- Anti-Terrorism;
- Border Patrol;
- Convoy Security;
- Corrections;
- Counter-drug Operations;
- Counter-organized Crime Operations;
- Customs;
- Evidence Preservation and Gathering;
- Hostage Negotiations;
- Patrolling;
- Police Intel Operations;
- Special Weapons and Tactics;
- VIP Security.

My questions are:

1. Which of these tasks should all FPU's be expected to perform, and which of these tasks should only be performed by an FPU with specialized training and expertise in the particular task?
2. Should a categorization system be developed for FPU's that would distinguish between FPU's that are capable of performing the basic mission and those that are able to perform specialized missions?
3. What should the categories be? Given that a range of non-lethal force options might be used to perform the Crowd and Riot Control mission, should a categorization system be developed that would identify the specific options that each FPU is qualified to perform? What are the pros and cons of mixing units in the field with differing levels of certification?

### **Response Summary:**

Which of these tasks should all FPU's be expected to perform, and which of these tasks should only be performed by an FPU with specialized training and expertise in the particular task?

#### **A. Tasks that all FPU's should be expected to perform**

According to the United Nations Department of Peacekeeping Operations (DPKO) policy, "*Functions and Organization of Formed Police Units in UN Peacekeeping Operations*" of 9 November 2006, FPU's may be deployed in executive or non-executive missions performing the following functions:

- Protection of United Nations personnel and facilities, plus other individuals, key facilities, installations, equipment, areas or goods whether designated by the SRSG in consultation with the Police Commissioner, and civilians threatened with immediate physical violence as ruled by the relevant "*Directive on Detention, Searches, and Use of Force for Members of Formed Police Units*" on assignment with a specific UN Mission;
- Provision of security support to national law enforcement agencies, including joint patrols, show of presence, concurrence in the maintenance of peace and security and promoting confidence-building measures;
- Capacity-building.

To perform the primary crowd and riot control mission, FPU's must master an array of non-lethal tactics involving an intensive training schedule and a wide range of specific

knowledge for every commanding officer. To avoid detracting from proficiency in the primary FPU mission, any mandatory tasks should be directly related to the skills required to perform this basic function.

When not responding to civil unrest, FPUs should engage in patrolling in their area of responsibility (AOR) to maintain awareness of potential hot spots. In addition to affording units the opportunity to maintain situational awareness and gather intelligence about potential threats, a coordinated pattern of patrolling with the military contingent contributes to area security (and border security if the unit is assigned to an AOR that is contiguous with an international border). Providing convoy security and gathering and preserving evidence are tasks that are inherent in the crowd and riot control and other operations they conduct.

To the extent that it is necessary to perform other specialized functions, such as high risk arrest or VIP protection, FPUs should be augmented with “modules” that are properly trained and equipped for these purposes. This was done in Kosovo with the incorporation of a Ukrainian canine unit and in Timor Leste and Haiti with the addition of a Special Weapons and Tactics (SWAT) capability.

## **1. Primary Tasks:**

- Crowd and Riot Control

According to the *Standards and Assessment Procedures for Formed Police Units in United Nations Peacekeeping Operations*, before deployment in a UN Mission (i.e., in the contributing country), FPUs are tested on the following Crowd and Riot Control and related capabilities:

### a) Unit or Platoon Level:

- Embarking and disembarking from crowd control vehicles;
- Roadblock;
- Crowd dispersal;
- Use of gas masks;
- Use of tear gas launchers and tear gas hand grenade;
- Barricade reconnaissance and removal;
- Arrest of hard liners/offenders being part of the crowd;
- Removal of demonstrators from an occupied building;

- Reaction to sniper fire when the unit is in a crowd control posture (including medical evacuation of a wounded officer).

In addition to the above, FPUs should also be proficient at fire extinguishing.

b) Section Level (10 police officers):

- Vehicle checkpoint;
- Building security;
- Escort.

FPUs should not be expected to perform hard entry, house search, or VIP Protection tasks, since these can only be performed properly by units with specialized training.

- o Area Security

This task is fully compatible with current FPU capabilities and use, including territorial deployment of FPUs to specific areas of responsibility. FPUs also play a supporting role in counter drug and counter organized crime operations by providing external cordons. Area security does not include the protection of fixed locations.

Training Implications: Training on area security, risk assessment, force protection, urban/rural patrolling in hostile environments, reconnaissance operations, and trace and search operations, including vehicle check points would be required.

- o Convoy Security

This task is fully compatible with current FPU capabilities and operations and can be considered a subordinate activity within Area Security. No less than a "section" (10 police officers) should be employed.

Training Implications: Training on escort tactics, route reconnaissance and surveillance, surveillance detection, terrorist attacks, and evasive maneuvers.

- o Evidence Gathering and Preservation

As part of their primary crowd and riot control mission, FPUs should be prepared to gather and preserve evidence regarding instigators of violent unrest. They may be authorized to detain/arrest individuals who are in the act of committing or have just committed a crime.

Training Implications: Training on the rules for evidence gathering and preservation as outlined in the *"Directive on Detention, Searches, and Use of Force for Members of Formed Police Units"* for each mission.

- o Patrolling

This task is fully compatible with current FPU capabilities and practices. Not less than a “section” (10 police officers) should be deployed per patrol. Coordination with the military contingent is an essential prerequisite for this mission.

Training Implications: Meticulous training for patrolling in hostile environments is required, including specific methods like the “brick” technique, reaction to armed attack/sniper fire, and operational coordination procedures with the military component.

- Maintaining Situational Awareness

Situational awareness is essential for force protection and for effective force deployment in support of the core FPU task of crowd and riot control. Basic intelligence gathering should be an inherent component of patrolling within each FPU’s area of responsibility. FPU’s could also be tasked to collect on “critical intelligence requirements” and “objectives of information” in support of the UN mission intelligence architecture (e.g. Joint Mission Analysis Centers).

Training Implications: Basic information management (information tasking and information gathering) is recommended, as well as training on DPKO Policy Directive on “*Joint Operations Centres and Joint Mission Analysis Centres.*” Training on advanced information management is recommended for FPU commanders and “Operation Enabling Staff” (personnel indicated by the above mentioned DPKO Policy, para 4.12.3).

## 2. Supporting Tasks

Although FPU’s would not have primary responsibility for border control or prison management, they should be prepared to perform a supporting role under appropriate circumstances.

- Border Patrol

This is a specialized task that involves special skills and equipment, and possibly specific rules for the use of force. FPU’s are not structured to be the force in charge of border control and security but could provide support in the form of patrolling and area security to the force in charge when assigned to areas adjoining state borders.

Training Implications: Additional training on border control and security would be required.

- Corrections

There is no compatibility with current FPU capabilities. This task requires special skills, equipment, procedures and facilities, and should not be performed by regular law enforcement officers. If no local capacity exists at the inception of a mission, however, FPU’s may be required to establish temporary detention facilities to hold individuals suspected of inciting riots and

violent unrest. This should only be for a very limited time until international or local correctional officials are able to assume responsibility.

FPU could be required to perform certain other supporting roles for corrections, including external security. When involved in the protection of fixed locations, no less than a "section" (10 police officers) should be employed. A SWAT capacity for interventions in correction facilities in case of riots, hostage taking, and direct attacks on or in detention centers may also be needed.

Training Implications: Basic training in detainee management and prison security. Contingency plans and joint exercises are a prerequisite for successful handling of prison unrest.

### **B. Tasks that should only be performed by specialized personnel within the FPU**

Owing to the variation in mandates ranging from executive to non-executive policing authority, not all missions will be mandated to perform specialized tasks such as anti-terrorism, counter organized crime operations, etc. Since the requirement for these tasks will vary, it would be impractical to expect all FPUs to be capable of performing them.

Anti-terrorism, hostage rescue, and similar missions demand highly specialized and well-trained units (e.g. SWAT). These are scarce resources in most countries. It is unlikely that an entire 120-140 person unit with such specialized skills would be provided by a single Police Contributing Country. A more likely option would be to insert small teams of experienced personnel (following a modular scheme) within FPUs comprised of personnel who belong to specialized units in their home country. This would have implications for how FPUs are organized, since it would entail adding a specialized element (platoon or team) within the current FPU organizational structure (as has been done in Haiti).

As currently employed, FPUs are assigned to a specific territorial area of responsibility. The coordinating structure is limited, relying either on an FPU Coordinator, Chief of Operations, or Regional Commander, which may result in fragmentation of effort. On the other hand, performance of specialized tasks would imply a mission-wide functional responsibility requiring a more robust and consistent centralized command and control structure. A mission FPU Commander supported by an FPU Headquarters might be required to coordinate activities among FPUs and with other elements of the police contingent and other components of the mission, as well as to provide operational support and management to their efforts.

- Anti-terrorism

Apart from the general FPU capability to provide external cordons in support of special operations (as mentioned in "Area Security" above), this is a highly specialized task that requires special skills and equipment that exceed the capabilities of FPUs. To perform this function, an FPU would have to include a specialized sub-unit of at least 15 personnel with the required capabilities.

Training Implications: SWAT, capability to manage and resolve high-risk situations, high-risk arrest, hostage freeing, hard entry. This training should involve the relevant specialized sub-unit only.

- Counter-drug Operations

The same considerations cited for anti-terrorism tasks apply to Counter Drug Operations.

- Counter-organized Crime Operations

The same considerations cited for anti-terrorism tasks apply to Counter Organized Crime.

- Hostage Negotiations

This task requires highly specialized skills and would only be required of one or two members of a specialized sub-unit with SWAT capacity. It is a great advantage for negotiators to speak the same language as the individuals they are negotiating with, owing to their ability to understand nuances in the language. A trained negotiator in an FPU could be used to train and advise local officers.

Training implications: Training in advanced negotiation techniques is recommended for FPU Commanders and designated negotiators.

- Special Weapons and Tactics (SWAT)

The same considerations cited for anti-terrorism tasks apply to Special Weapons and Tactics, which is a capability to perform the above mentioned supporting tasks.

- VIP Security

FPU have been called upon to support VIP protection missions. The considerations made for convoy security can be applied to VIP Security.

Training Implications: Surveillance detection, counter-surveillance, evasive maneuvers, unarmed defense and attack techniques, dismounted and mounted formations/movement, site survey, special weapons training, motorcade operations and vehicle handling.

### **C. Tasks that should not be performed by FPUs**

- Customs

This task is for specialized personnel. It does not require a “cohesive unit” such as an FPU and is beyond the scope of FPU capabilities.

***Should a categorization system be developed that would distinguish between FPUs that are capable of performing the basic mission and those that are able to perform specialized missions?***

Establishing the roles of FPUs and verifying the capacity to perform them before deployment in missions is critically important. All FPUs should be required to meet UN standards for the performance of basic primary (Crowd and Riot Control, Area Security,

Convoy Security, Evidence Gathering and Preservation Patrolling, Police Intelligence, VIP Security) and supporting tasks (Border Patrol, Corrections). Specially trained FPU or specialized sub-units of FPU should be certified for the performance of each individual specialized task (Anti-terrorism, Counter-drug and Counter Organized Crime Operations, Hostage Negotiations, and SWAT).

***What should the categories be? Given that a range of non-lethal force options might be used to perform the Crowd and Riot Control mission, should a categorization system be developed that would identify the specific options that each FPU is qualified to perform? What are the pros and cons of mixing units in the field with differing levels of certification?***

All FPUs would be certified in the performance of basic FPU tasks and specialized units or sub-units would be individually certified for the performance of each specialized task (identified above). This will require development of unit performance standards for each mandatory and specialized task.

Certification in the use of specific non-lethal force options (e.g. batons and shields, tear gas, water cannon, rubber bullets and other projectiles) is also highly desirable. The downside of mixing units with different non-lethal force options in the field would include the potential for different responses to the same situation. This could be mitigated by the conduct of joint field training exercises among the FPUs in a mission and by the use of a single tactical control point for command and control of multiple FPUs.

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## **Compilation of Resources:**

*This Consolidated Response draws from the following resources, which are restricted UN documents and not currently available in the INPROL Digital Library.*

- “Guidelines for FPUs on assignment with Peace Operations,” UN Department of Peacekeeping Operations, Police Division, May 8, 2006. The Guidelines contain general information about operational, administrative, and logistical issues. They include the standard command and control structure but do not articulate FPU tasks.
- “Functions and Organization of FPUs in UN Peace Support Operations”, UN Department of Peacekeeping Operations, Police Division, November 9, 2006. This document describes the FPU role as an element of the wider Police Component of the Mission.
- “Standards and Assessment Procedures for Formed Police Units in United Nations Peacekeeping Operations,” UN Department of Peacekeeping Operations, Police Division.
- “Directive on Detention, Searches, and Use of Force for Members of Formed Police Units.” UN Department of Peacekeeping Operations, Police Division.

- “Joint Operations Centers and Joint Mission Analysis Centers,” UN Department of Peacekeeping Operations, July 1, 2006.

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