



CRIMINAL INTELLIGENCE SERVICE ONTARIO

MOBILE SURVEILLANCE TRAINING PROGRAM



PHYSICAL SURVEILLANCE MANUAL



February 2003

ADMINISTRATIVE STATEMENT

The information in this manual provides direction on the requirements to successfully complete a surveillance assignment. The C.I.S.O. Physical Surveillance Manual is to be used in direct conjunction with the Course Training Standard for the Mobile Surveillance Training Program. It is not meant to dictate surveillance policy or procedure, rather to serve as a resource tool for those agencies to create departmental policy, protocols and procedures. Officers shall be guided by their own agency policies and procedures.

Information directly related to specific investigative procedures is contained within this document. Therefore, due to current and ongoing operational field investigative considerations, and the Occupational Health and Safety legislation for the Province of Ontario, the contents of this document is considered "Classified" and may only be released to those individuals and/or agencies upon appropriate justification being submitted to and on the authority of the Director, C.I.S.O. - Provincial Bureau. The general release of this information is prohibited as such release would unduly jeopardize current investigative projects, and, place peace officers, agents and/or informants at unacceptable personal risk.

For accurate references to the Criminal Code and any other related federal and/or provincial statutes, including related case decisions, recourse must be made to the official volumes.

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ATTACHMENTS

Operational Diagrams

ABBREVIATIONS LIST

The following are the abbreviations generally in use throughout the manual. The list is not exhaustive, rather representative of the information. Other abbreviations normally in use and generally accepted within the language set are not listed here.

CC	- Criminal Code	CEA	- Canada Evidence Act	CDSA	- Controlled Drugs & Substance Abuse Act	CT	- Cover Team	IO	- Investigating Officer	MS	- Mobile Surveillance	MST	- Mobile surveillance Team
		OE	- Ontario Evidence Act	OP	- Observation Point	RSC	- Revised Statutes of Canada	RSO	- Revised Statutes of Ontario	SO	- Surveillance Officer	Suv	- Sport utility vehicle
		TL	- Team Leader	UC	- Under Cover Operator								

REFERENCES

The following documents were given consideration in the design of this manual. For Accurate reference, recourse must be made to the official volumes.

GENERAL

Criminal Code of Canada (RSC)
Canada Evidence Act (RSC)
Controlled Drugs & Substance Abuse Act (RSC)
Highway Traffic Act (RSO)
Ontario Evidence Act (RSO)
Police Services Act & Regulations (RSO)
Radiocommunication Act (RSC)
Suspect Apprehension Pursuit Training Manual (OPC)
Security of Information Act (RSC)
Security Offences Act (RSC)

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INTRODUCTION

Surveillance is the act of watching a person, especially one under suspicion or a place suspected of being connected with a criminal enterprise. When it is an activity being carried out by law enforcement (acting for the authorities) then the surveillance must be done in accordance with the law, case law rulings, and as directed by the precepts of the Canadian Bill of Rights and the Canadian Charter of Rights and Freedoms.

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Specifically, the purpose of surveillance is:

- intelligence gathering
- crime prevention
- the solution of the crime
- evidence gathering
- identification of criminals

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To accomplish these purposes, the act of merely watching needs to be expanded upon to the degree that a highly concentrated application of the powers of observation is applied. This is necessary to bring about a total awareness and a complete understanding of what is taking place, how and where the individual participants fit in and the true reason and purpose for the activity being surveilled.

It is curious that the two predominate attitudes toward physical surveillance, as a tool of law enforcement, are diametrically opposed. One being that it is a simple job that can be handled by just anyone and that it is unlikely to produce material results. The other is that surveillance is a necessary adjunct to criminal investigation that demands the capabilities of personnel who have been specially trained.

The first notion can be dismissed out of hand. Conversely, trained surveillance officers have clearly and substantively demonstrated the potential to meet the desired objectives as a very high probability.

DO

Surveillance requires teamwork. The team concept alone is sufficient justification to support the need for training if the team members are to work efficiently and effectively together. In addition, the many tricks of the trade are better learned in a formal instructional environment. Many surveillance efforts have failed and many investigations have been jeopardized by surveillance officers whose only experience was gained on the job.

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Although teamwork is fundamental, it does not mean that one person cannot be a successful MSO. However, the objective set for an individual effort will of necessity be extremely limited. Physical surveillance is an art and a science. It is a demanding investigative procedure that requires preparation, team work, and skill and patience. When coupled with thorough investigative procedures, surveillance often will be instrumental in bringing difficult cases to a successful conclusion. At the very least, surveillance can provide investigators with factual, first party evidence to support the application of other forms of technical surveillance and to prepare cases for trial.

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SURVEILLANCE FORMULAS

Watching → Nothing

Watching
& Seeing → Observation

Training &
Teamwork → { Watching
Seeing
Observation

{ Watching
Seeing
Observation } + Analysis → Awareness and
Understanding

D O

N O T

C O P Y

OBJECTIVES AND USES

- Intelligence gathering and information.
- Location of criminals, suspects, wanted persons and escapees.
- Location of contraband, stolen property, weapons, etc.
- Location and identification of vehicles.
- Obtain evidence of a crime.
- Prevent the commission of crime.
- Effect arrests during a criminal act.
- Obtain direct court evidence.
- Obtain reasonable grounds for search warrants.
- Obtain detailed information of target's activity and lifestyle.
- Obtain background information for later interviews and interrogation.
- Establish a running account of a target's whereabouts.
- Develop and expand on leads from other sources.
- Protection of informants.
- Check of informant reliability.
- Check validity of information.
- Obtain direct evidence to replace information received by audio intercept.
- Identification of rendezvous', meeting places, safe houses, criminal haunts.
- Elimination of suspects in a crime.
- Identify subjects and locations necessary to affidavits re: intercept of private communication.

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PREPARATION AND CONTROL

A major part of any surveillance is the preparation and control. Success or failure will, to a considerable degree, depend upon the thoroughness with which preliminary planning is accomplished and in the manner in which operational control is exercised.

There will have to be someone in charge, to take full responsibility for any surveillance operation. There may be many problems that must be resolved during preparation and set up. There are many critical decisions that will have to be made while the surveillance is actually underway. Neither the problem solving nor the decision making will be handled satisfactorily if the officer in charge is not specifically designated. This may not be an easy task, as there will often be at least two officers with a vested interest in the outcome. The surveillance team leader is, of course, one of these, and the other is the officer in charge of the investigation to which the surveillance relates. The responsibilities of each of these people must be clearly defined, and together with mutual agreement, completely understood.

The investigator will have to supply a full account of the investigation to the team leader and preferably to the whole team at a briefing. This account should include, for example:

- the goal of the investigation;
- the objective of surveillance;
- the identity of all possible suspects;
- the existence of a UC and CT;
- the existence of an informant;
- the existence of an audio intercept.

and an explanation of the necessity of maintaining total coverage. In some situations it may be better to lose the target than expose the surveillance. In other circumstances, the target may have to be kept under observation at all cost.

As far as the target is concerned, among those things the investigator must provide are:

- complete physical description(s);
- type and style of usual clothing;
- home and business addresses;
- records/history of previous criminal activity - including not charged;
- records/history of provincial statutes violations;
- known external jurisdictional history/issues;
- names and addresses of associates, including known history issues;
- names and addresses of relatives, including known history issues;
- haunts and habits;
- social style and related issues;
- is target dangerous (arrests, criminal record, violent offences);
- is target surveillance wise;
- surveillance history for this target;
- such other information/intelligence to assist the surveillance team.

In addition to the availability of intelligence and information already on record, wherever possible a survey of the location and the district where the surveillance is to be carried out will assist in both efficient planning and the efficient execution of the surveillance.

Is it a rural, suburban or urban area? Is it a business, financial, manufacturing or residential area? Is it an area inhabited by a particular ethnic or cultural group? How are structure, buildings, power plants, hydro installations likely to affect radio communications? Are the streets always busy or are there times when the area is all but totally abandoned? Is it lighted naturally, by street lighting or is it generally quite dark? Are there dead-end streets, curves, courts or crescents? Are there blind alleys, parking lots, or similar places where cars can be hidden or abandoned?

All of these questions, and there are many others, require answers to provide a base to facilitate proper and complete preparation.

These points are but a few. The surveillance team is entitled to all the intelligence concerning the target that is available.

The surveillance team leader must have the final say as to if, when and how the surveillance is to be carried out. It is for the team leader to decide if the prescribed goals are realistic and attainable. He is responsible to ensure the road worthiness of vehicles and equipment, and that it is appropriate to the particular operation. The size of the team, working hours, expenses and all such things are the team leader's responsibilities as well.

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QUALIFICATIONS

There is merit to the notion, and compelling reasons which support the idea that surveillance is a job demanding trained, professional peace officers. A standing professional surveillance team is a necessary and integral part of the investigative and law enforcement process. Surveillance is a specialty that requires the services of individuals especially selected and trained to perform the function. Peace Officers are trained to take positive action, to make things happen, to bring cases to a swift conclusion. A surveillance officer must patiently wait and watch for the action to take place. By way of an analogy, an MSO can be likened to an outfielder on a baseball team. Armed with all the intelligence available concerning the qualifications and capabilities of the members of the opposing team (and the MSOs own team as well) the outfielder must patiently wait and watch for something to happen. The "something?" -- for the ball to be driven or thrown in his direction, into his territory. When this occurs, he must explode into action and in a split second produce a full 100% of his potential. An MSO must have the identical qualities. The MSO too, must watch and wait for something to happen. The MSO too, must respond with 100% of his capabilities instantaneously.

An MSO must be:

Inconspicuous

- in appearance and in demeanour so as not to attract the attention of the target or of bystanders.
- in manner and dress - to be natural and blend in.

Tenacious

- not to become discouraged when the inevitable problems and failures present themselves.

Intelligent

- to meet and handle unexpected challenges - to be a convincing talker.

Resourceful

- shrewd and crafty, a quick thinker, a self starter with ingrained initiative.

Patience and Endurance

- to deal with the sometimes endless hours of inactivity and waiting.

Alert and Observant

- to all things taking place around him for clues for movement of a suspicious nature.

C O P Y

EQUIPMENT

Vital to any surveillance are the vehicles and communication. The vehicles must be inconspicuous, they must blend in. They must be appropriate to the neighbourhood and to the rural or urban environment. Pickup trucks are the method of transportation in farming communities. Mini-Vans and SUVs are predominant in suburbia. Cadillacs, Jaguar, B.M.W., Audi are country club oriented. The many varieties of sports cars belong at the golf course and at sporting events. There will be times when any other vehicle will stand out and be most noticeable. Colour, body decorations, clean and shiny, dusty, dirty, are more of the things that have to be considered to ensure the vehicle is, in fact, inconspicuous. Damaged vehicles - dented fenders, crushed door panels, shattered bumpers all attract attention and are remembered. Bumper stickers, window stickers, car decorations of any kind will mark a vehicle as well. The interior must be as dark as is possible. The panelling, the dash board and seat covers in dark colours with tinted glass is the ultimate. Licence plates are a major factor as well. Very often a series of licence numbers are issued in an identifiable geographical area. Rental agencies will often own a block of plates and their vehicles could easily be licenced in sequence. A great deal of thought is mandatory here. The forgoing reflects only a few of the considerations.

Reliable and effective radio communication is basic. Two-way, multi-channelled, mobile and handheld radios are to be made available to all surveillance officers. Such equipment must have a car-to-car, car-to-portable, and car-to-base capability and the reverse as well. Transmitters, receivers and microphones and their control units need to be concealed and encrypted.

Antennas should be such that they appear to be the standard variety used on privately owned passenger vehicles. If they cannot be totally concealed, antennas alone can be a dead give-away.

There are switching systems to control the vehicles light configurations. The right or left head light or parking lights can be turned off as can one or the other or both brake lights. The dome light and trunk light should be removed all together, and some other light sources must, therefore, be available.

The surveillance officer must strive to be equally inconspicuous, to blend into the surroundings, whatever they may be. Members of standing teams, and casual surveillance officers in serious situations should equip themselves to meet this requirement. Changes of clothing - formal, informal, casual, reversible jackets, sweaters, ties, can help. A variety of hats, caps and even wigs can instantly result in providing a disguise. Raincoats, umbrellas, sunglasses contribute to appearance changes and allow for changes in weather conditions. Light coloured clothing for daytime wear and, of course, dark colours are more suited to activity at night. And again, the clothing must suit. Factory areas, industrial parks, restaurants, taverns and dining rooms all call for an acceptable, appropriate style of dress as do office buildings, campuses, resorts, and so on. To move about quietly, soft-soled footwear is the norm.

A watch is an essential together with a pen, pencil, note pads, and a reasonable quantity of cash and small bills.

A cover story or, preferably stories, suitable to explain your presence and activity is yet another mandatory factor. At any time you may be called upon to explain yourself to citizens, authorities, the target him/herself or the police, where your peace officer identity must be concealed and can not be used.

Photos, descriptions, addresses of note, of the target and his/her associates, if not committed to memory, need to be at hand, but out of sight. Cameras, and binoculars can be of great help.

The opportunities for the mobile surveillance officer and team to enhance their capabilities through the use of mobile/portable technology such as notebook computers, PDAs, Blackberry and Bluetooth applications, cellular telephones and linking capabilities, and GPS equipment is paramount and must therefore be exploited.

The equipment required by a surveillance officer varies with every situation. There are, however, many items that should always be readily available. We have pointed out but some of these.

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ON AIR LANGUAGE

Brief, clear and precise are the words that best describe the qualities of objective radio transmission. This is particularly so when the transmissions are the contact being maintained by units involved in physical surveillance.

Radio broadcasts are readily monitored and it may well be that a target and/or his/her associates are listening for activity that would indicate a surveillance is in progress. Criminal groups engage in this monitoring routinely.

Any radio broadcast takes time. Even the shortest, coupled with channel opening and closing, can obliterate an emergent transmission. The longer the message, the more likely that a scanner will lock on to a particular frequency affording a target an opportunity to identify surveillance. In addition, the frequency becomes known to the criminal world as operational within this jurisdiction.

The best answer to both these very real problems is the use of a simple code that can be changed frequently and easily, and is adaptable to any situation, any geographical area combined with the use of an encrypted radio system.

A note of caution: in an emergency always forgo the code, and use plain simple English to ensure total understanding.

In a surveillance, the “eye” (the lead car which actually has the target in view or the footman closest to the target) should have the priority and have exclusive use of the air. All others must simply listen and respond to directions without, necessarily, acknowledging the broadcast. Remember that in a planned surveillance operation, a unit must always be where it is supposed to be, making message confirmation less necessary except, perhaps, when the required action cannot be carried out.

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CODE

Any street name, highway number, landmark description, vehicle identification or house, apartment or building numbers, actual direction of travel or changes in direction will tell a target that he/she may be being followed. It is to cover these giveaway expressions that a code should and must be formulated.

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Perhaps one single word should be used to identify the target's home, vehicle, place of business, etc. One word should always be used to represent the starting point of the target for that day's run. In many areas, the natural sense of direction can be confused and some other scheme must be applied, particularly in a strange territory. For example, using the clock face to represent the compass to identify direction provides a simple application.

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The following list, although not comprehensive, identifies those types of things which should have code names:

cars	turn signal lights	females
trucks	right turns	children
buses	left turns	houses
street cars	u-turns	apartment blocks
other public conveyances	stops	stores
traffic lights	parking	stations
brake lights	males	

DO

Hand signals, once chosen carefully and practised thoroughly, are an excellent form of communication, especially in foot surveillance. This, too, will reduce and sometimes eliminate on-air traffic.

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NOTES

Accurate, thorough and detailed notes are an essential aspect of physical surveillance. The methods used in recording notes are, quite likely, as numerous as are the recorders. Note keeping is a very individual thing developed by the officer personally in accordance with the policy of his/her service. It is not recommended that the established practice be changed but when the notes pertain to surveillance rather than routine peace officer duties, then perhaps the following points are worth considering:

- should surveillance notes be maintained in the same book as used on a daily basis?
- should the notes of the surveillance of each individual target be kept in a separate book?
- will you record only your own observations?
- should you record information received from other MSOs?
- should you record the identity of the TL from whom you receive information? By name? In some coded form?
- should a central note taker be relied upon for reporting/evidentiary purposes?

These are points to ponder. The law enforcement service, the courts and the TL will all have some influence on the answers, if for no other reason than to effect standardization.

Of concern here is what is noteworthy rather than how or where the notes are kept. Summed up in one sentence - everything the target does, every place the target goes, every person the target contacts and means of transportation, together with the time, day and date of all these things, as well as complete descriptions, are mandatory records.

Everything done:

- walks or runs;
- car, truck, motorcycle, bicycle, taxi, public transit;
- moves boldly or furtively;
- dresses well, casually or unkempt;
- wears same clothing style or changes regularly;
- always checks for followers or just on some occasions;
- seems unconcerned with possible surveillance;
- becomes active at specific times of the day.

Every visit:

- homes, offices, businesses;
- restaurants or taverns, booth, table, bar, alone;
- hotels - motels; lobby, bar, room number;
- sporting events, fairs, exhibitions;
- how familiar was target with these places.

Every contact:

- to whom did the target talk?
- who did the target travel with?
- to whom did the target wave, nod or exchange greetings en route.

Transportation:

- own car, suv, motorcycle or truck;
- rental vehicle;
- travelled by cab, or public transit;
- had a driver - sometimes or always.

Time and Date:

- to establish patterns;
- to plan subsequent coverage;
- day of the week as important as the date.

Description:

- height, weight, facial features, colouring;
- gait, walks slowly, swings arms, limps, carriage, hands in pockets;
- sitting in car when driving, when parked;
- smokes - cigarettes, pipe, cigars, other;
- cap, hat, on side of head, on back, straight, turned around, sideways;
- fast driving, aggressive, defensive;
- alert for surveillance, mirrors, u-turns;
- footwear;
- clothing, colours, style.

Of greatest importance is that the notes be made as soon as possible after the observation and before what has been observed has been diluted, forgotten or confused by or with subsequent events or discussion with team mates. Such a discussion and sharing is necessary to the preparation of an accurate surveillance report. It is imperative, however, that each individual MSO make their own notes independently covering those things he/she has personally done and seen. Never should notes be made in collusion with other team members. It goes without saying that the original notes must be maintained for court. An eventuality that will no doubt arise some considerable time hence.

DESCRIPTIONS

A comprehensive and detailed description of the target is fundamental to the MSO. All too often the descriptors provided are too vague and outdated. Even if the target is known to the MSO, the clothing being worn or likely to be worn that day, is vital information.

A standard for providing descriptions of people reads:

<div>CLASSIFIED</div> <div>THE PERSON</div> <div>CLOTHING</div>		
Name	* Sex	* Hat
Race	* Apparent Age	* Shirt or Sweater
* Height	* Weight	Tie
Eyes	Hair - colour & style	Trousers
Complexion	Beard/Moustache	* Coat
Beard/Moustache	* Marks/Scars	Socks
* Skin Colour		Shoes

** These are of the most consequence to the MSO when the target must be picked out of a crowd. Using the process of elimination work through the descriptors starting with sex, skin colour, height, then weight, then apparent age. The confirm selection through the clothing and marks and scars or other readily visible distinguishing features.*

Surveillance calls for following people, therefore, the appearance from the back is just as important as the facial features. How does the target walk - long strides, short steps, erect and stiff, slouched with a rolling gait, and so forth.

[Reference: C.I.S.O. Physical Description Key Word Chart]

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CATEGORIES OF SURVEILLANCE

In dealing with the types of surveillance there are, really, only three categories.

- Mobile Surveillance
- Fixed Point Surveillance
- Counter-Surveillance

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Mobile Surveillance is carried out from a mobile platform, (i.e., vehicles, aircraft, water craft, etc.) and/or on foot and, although there are many times when there is no movement, the surveillance is set up to become mobile when the need arises.

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The second type is conducted from a fixed point - an OP. The OP may be a building, room, shed, van, or trailer, or even a car, but the intent is that it be stationary.

The third type can be either or both of the other two but it is when the “target” employs surveillance against the MSO. This is counter-surveillance. Counter-surveillance is a reality and the potential must never be overlooked.

Counter-surveillance is touched on elsewhere in this manual. Foot and mobile surveillance tactics are dealt with in-depth throughout this manual.

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SURVEILLANCE TEAMS

When the formation of a full time, dedicated-to-surveillance team is the goal, then it is accepted that a minimum five vehicle, ten-person team is the team makeup from the point of view of effectiveness, efficiency, officer safety, management and control. Even though there is a reduced need for two-person units at all times, an established team will most certainly require the services of more than ten MSOs and more than five vehicles if there is an expectation of 24 hour surveillance coverage. These numbers have been arrived at on the basis of experience which has shown that a five vehicle team provides readily available personnel to:

- reduce the possibility of exposure;
- cover for temporarily "out-of-the-action" units;
- facilitate the use of foot MSOs;
- grid search for a lost target;
- provide personnel for a take-down;
- establish external communication in a strange jurisdiction.

Although not recommended, a smaller team of a minimum of three vehicle and six MSOs could provide a short-term, small focus surveillance operation in a confined environment. However, such an approach increases the potential of lost targets and intelligence as well as increased personal risk issues to the MSOs. Significant training and proper tactical coordination is required for all surveillance operations.

Most often, surveillance will consist of a combination of foot and vehicle surveillance. This method involves surveillance on foot by one, two, or three MSOs and additional surveillance at the same time by the remainder of the team in vehicles. By using this method, MSOs will always be assured of transportation if the target should board a bus, street car or taxicab. Several MSOs can also be carried in the car, and the MSOs on foot can be frequently changed to avoid compromise.

A large team? The ideal Team? Equipment required? The proper answer will come with careful consideration of the target of the surveillance and the objective of the investigation.

TYPES OF SURVEILLANCE

CARAVAN

As the term suggests, a caravan surveillance is carried out by the ST operating on the move in a single file at intervals behind the target.

The lead vehicle closest to the target is known as “the eye”. The next vehicle in the line is “the back”. In most circumstances, “the eye” will be the only MSO to have a clear view of the target. “The back” may also maintain visual contact with the target, but the primary effort is to follow “the eye” and keep close enough so that “the back” can become “the eye” on a few seconds notice. The remaining caravan units simply keep in visual touch with the car ahead, monitor the progress of the surveillance, respond to instructions from “the eye” while maintaining radio silence. They will also be responsible to observe for counter surveillance.

Radio communication priority is automatically that of “the eye”. It is this unit’s responsibility to go “on air” at appropriate intervals reporting position and speed, identifying landmarks, announcing all target vehicle manoeuvres and generally carrying on a running commentary for the benefit of the team.

At regular intervals “the eye” should be changed and most certainly must be changed if there is any suspicion of having been “burned”. Generally, these changes are accomplished simply by “the eye” turning off; slowing down or perhaps driving past the target and turning off out of sight completely and then rejoining the caravan in the last position. Normally, “the back” takes over “the eye” and the third vehicle becomes “the back”.

PROGRESSIVE

Progressive surveillance is accomplished in two ways. The first and safest is for team units to take up positions along the route known to be used by the target. There is no actual tailing done. From their places of concealment, each unit in turn reports on the target’s movements, speed and direction.

Where a full team is not available, the second method “leap-frogging” may be applied. High speed “catch-up” driving is required and the chances of being noticed by the target increase dramatically. It is none-the-less, a workable system that may be the only method possible in emergency situations.

PARALLELLING

The surveillance units, rather than following single file in a caravan, are spread out behind and to the left and right of the target on parallel streets. It is by far the safest method, both from a driving and coverage point of view. The target will never see more than one surveillance unit at a time, yet there is little or no possibility of the target springing loose. Complete coverage of every move is reasonably simple to effect.

C L A S S I F I E D

LEAD TAILING

Lead tailing is a variation on the caravan style of surveillance. It is particularly appropriate to the open road, in rural areas, and on highways in general.

D O C U M E N T

One (and only one) of the surveillance vehicles travels ahead of the target at a speed which will maintain a safe distance, while maintaining “the eye” and watching target movements in rear view mirrors. It is unlikely that the quarry will ever become suspicious of a car ahead. If this happens, however, the target will slow down and speed up repeatedly to see if there is any reaction ahead. This system allows the caravan to drop back a bit farther to again diminish the possibility of being observed.

However, highway exits pose a problem. As the surveillance approaches an exit “the back” must close up quickly in the event the target turns off. On a limited access highway, this action will likely mean that for a time at least, the team loses the lead car and probably “the eye” as well.

Lead tailing is a method that should be considered whenever a surveillance approaches a multi-lane, limited-access highway. Having reached the entrance ramp first, the target will, obviously, reach the highway first and can gain an incredible distance on the team. If the target is 45 seconds ahead and enters the highway at 100 km/h, a 1.2 km. advantage results. The greater the “target” speed, the longer the catching up time and therefore, the need for every surveillance vehicle and operator to be properly equipped for high speed manoeuvring and operations. Where there are many kilometres between exits, there is no great problem, but there are few highways where the exits are more than eight kilometres apart.

N O T

This kind of problem accentuates the necessity for a surveillance team to have a contingency plan to meet every imaginable eventuality. In the last example, clock the time of the target’s arrival at the ramp and that of the first surveillance vehicle. This will indicate approximately the extent of the target’s gain.

C O P Y

URNS, CURVES, HILLS

The illustrations in the appendix on diagrams portray the problems created when the target turns at intersections or direct observation is lost as a result of hilly road conditions or curves. These manoeuvres create difficult situations especially when the target is turning simply to check for a peace officer presence. In the latter event the target will turn suddenly and park or go over the crest or around the curve and stop at the roadside.

CLASSIFIED

Each of these situations will vary and so must the reaction of the ST if it is to successfully cope. The illustrations of the right turn, left turn into a one-way, the u-turn and the curve or hill are intended to draw your attention to the need for a plan, as much as they are to offer a solution.

DOCUMENT

FOOT SURVEILLANCE

The expression “foot surveillance” is used to identify any surveillance that is not being carried out from a mobile platform or at a fixed point. Foot Surveillance is, however, an extension of these two activities as well as being a surveillance system in it’s own right. The term is appropriate when the target is on foot, when the MSOs are on foot, and when an MSO is dropped from a surveillance vehicle. (See Appendix, diagrams - Foot Surveillance Alpha, Bravo, Charlie, Delta)

In almost all respects, foot surveillance is far more difficult and requires more ingenuity and practice than any other system.

An MSO on foot must adapt the principles of mobile caravanning and Parallelling, and of progressive and lead surveillance tactics to the street. The MSO will be challenged to function in crowds of pedestrians and on totally deserted locations. The MSO will have to contend with targets hailing cabs, travelling on buses and street cars, trains, subways and even planes. The greatest of problems exist where a target enters an office building, an apartment complex, a tavern or restaurant, a motel or hotel or elevator. For it is quite likely that the target is totally familiar with the premises while the MSO is a relative, if not absolute, stranger.

These are taxing propositions. It takes confidence, quick thinking and positive action to avoid betraying your true purpose. To see and observe without being seen, to truly be but a shadow.

Throughout the pages of this manual, comments, suggestions and discussion are directed toward attitude, conduct, appearance and the equipment necessary to help ensure successful operations. These are but pointers. There are few standard rules, but an MSO must remain adaptable. Ingenuity, resourcefulness and experience are the keys.

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OPERATIONAL SURVEILLANCE - SUGGESTIONS

There follows a number of tips and suggestions that can be useful in a variety of situations.

..... ON THE STREET

- almost everyone will look back along their route of travel by looking over their right shoulder or will turn to the right to reverse direction. The MSO therefore should follow from a safe distance, behind and to the left of the target. However, wherever possible the ‘following’ should be done from the opposite side of the street.
- don’t dodge from cover to cover. Carefully and calmly take advantage of the “shade” provided by physical obstructions, street lamps, hydro poles and trees, phone booths, signs and, of course, other pedestrians.
- at night avoid bright lights, open doorways where light shines through, and wear dark clothing, but nothing that displays slogans or private labels - unless specific to the assignment.
- never stop, break into a run, or slow the pace at the same time as the target.
- stall by lighting a cigarette, tying a shoelace, thoughtfully inspecting contents of a pocket or purse, spit in gutter, read a posted notice or advertisement, engage someone in conversation.
- walking close to walls will eliminate reflections in store windows ahead.
- where possible, the use of a partner of the opposite sex will be less conspicuous.

..... IN PUBLIC VEHICLES

- don’t sit/stand directly opposite the target - too much chance of a meeting of the eyes.
- always station yourself closer to the exit than the target.
- when you have external support there is no harm in sitting beside the target.
- mute the receiver.
- have the exits in view.

- always obtain a transfer upon boarding street cars, subways or buses so that you can continue the journey on another route.
- the target may voice his destination on speaking to the driver, and of course, it will be known to the ticket agent.
- boarding a bus, subway or street car first, even at a stop earlier is a good cover. Disembarking at a stop later works well too, where there is external support.
- many cities have instituted exact fare or token deposits - know what these are and carry appropriate change.
- even though the target may not, - the MSG must get off at the end of the line or at a turn around point.
- move to the back of the bus - everyone is supposed to. Some buses are side exit only and exiting at front can cause a commotion and/or delay.
- use a taxi to overtake a bus or street car and board at the next stop.

..... **TAXIS**

- “follow that cab” is TV oriented. It is not always possible and generally ill advised.
- obtain company name, licence number, the cab number as well and the description (name where possible - licence displayed) of the driver. Record time of day and pick up point.
- use normal mobile surveillance tactics when following taxis, limos, etc.

..... **IN CAFES AND RESTAURANTS**

- allow time for target to be seated. Read the menu, speak with a patron, obtain change, talk to hostess/cashier.
- be shown to or go to a table where exit and target can be watched - take advantage of mirrors or window reflections.
- stall until target is served to judge size of meal to order, start with coffee only, read a paper, peruse the menu.

- always have small bills and sufficient change to cover restaurant invoice and tip.
- there are often back doors or exits through kitchens or adjacent to washroom areas - check for these at first opportunity - preferably before the surveillance begins.
- if it is appropriate, do not check your outer apparel.

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..... *IN PUBLIC BUILDINGS*

- have a reason for being there, some business to transact, a legitimate query to be made, a specific office, department or section to visit.
- lobby should always be covered as elevators are used to elude surveillance - target goes up and comes right back down.
- if subject has left a vehicle on the street, cover it as well as apartment building and hotel exit.
- set your priorities based on the objective of the investigation.

DOCUMENT

..... *IN ELEVATORS*

- enter the elevator first, leave last.
- ride the same car, don't indicate a floor until the target does - if target doesn't then press top floor button.
- get off a floor below or at the floor above target destination - use stairs to reach target floor.
- if on same floor, turn in opposite direction, count your steps until you hear a door close - same number of steps in the direction target took may disclose the office or apartment target entered.
- if you have not seen target enter an office or apartment, listen near doors - you may hear conversation which will indicate which one was entered.

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..... *IN A THEATRE*

- sit behind the target with exits in view.
- don't watch the movie.

..... *HOTELS* **C L A S S I F I E D**

- many hotels have lobbies furnished for visitors - many do not and you must know this.
- enter the lobby with a purpose in mind, buy a paper, use a phone, make an inquiry at the desk.

D O C U M E N T

..... *AT ALL OTHER TIMES AND PLACES*

Never catch the suspect's eye. It is a rule of thumb that an MSO is 'burned' if this occurs three times. Use reflections in windows and mirrors. Study the suspect when he eats, drinks or is reading. All three of these activities require eye concentration. If the target is met face to face, look at his coat, hat or completely beyond no matter what the provocation. The eyes are the lenses to the brain and a mental image is recorded in a fraction of a second.

D O

N O T

C O P Y

ELUDING SURVEILLANCE

An experienced criminal is a wary criminal who is fully cognizant of law enforcement tactics and its effectiveness. He also knows in advance his schedule, and where and when they will take place. He also has time. Time to ensure that there is no risk to his operation. These are the criminals' strengths. These he will supplement with all manner of tactics to thwart the peace officer surveillance effort or for that matter, a similar activity undertaken by people who constitute his opposition. This is a list of such tactics; there are of course others.

- alternate fast and slow driving or walking.
- frequent parking, frequent stops.
- purposefully driving into dead end streets.
- committing flagrant traffic violations - u-turns, wrong way on a one way street, jumping red lights and stop signs.
- stopping suddenly around curves or corners.
- speeding up a hill and coasting down.
- pulling into private driveways.
- turning into parking lots and driving out the other side.
- using decoys and counter-surveillance.
- devising danger codes to alert his associates - flicking headlights, removing a hat, turning up a collar, a hand signal or any of a hundred otherwise normal actions.
- continually reversing direction.
- sudden boarding of a bus, street car or subway and perhaps exiting at the next/same stop.
- moving with a crowd or lined up in a cue to go on board allowing others to board first then walking quickly away.
- using elevators and escalators to no other purpose.
- making for an open, clear area then hastily moving to a crowded one.
- simply abandoning his real intent and returning swiftly to the starting point.

- striking up a conversation with strangers.
- tying a shoe lace, begging a light for a cigarette.
- hail a taxi, but not the first or second that presents itself.
- spend some time mingling in crowds.
- crossing a street suddenly through dangerous traffic.
- enter a café, bar, store to see who follows or who stops outside.
- travel to a number of meaningless and innocent destinations prior to the site of the criminal activity.
- changing clothing at friendly addresses.
- pointing out the MSO to a uniform peace officer complaining he is fearful of a follower.
- dropping a piece of paper to see if anyone retrieves it.
- making a series of right and/or left hand turns.
- use of a scanner.
- continuous driving at a speed far below or above the limit.

These are but a few examples of the tricks that can be, and are used by criminals. The most successful criminals are resourceful, skilful and ingenious when it comes to carrying out practices to elude surveillance. This is another reason why a MSO must be alert. Watch, see, observe and understand what is happening all around as well as concentrating on the target.

As stated, these capabilities and activities are a criminal's strengths. It is true that the proper and timely use of these dodges do in fact make following difficult. This does not however, in any way, prevent a surveillance from ensuring that the target is under a constant watch. He can be seen and observed and it lies with the MSO to devise methods by which the watch can be kept.

With experience an MSO will come to know when he has in fact been "burned". Novice MSO are going to feel that they have been detected frequently. If at all in doubt, it probably has not happened. The decision to abandon the surveillance will be dependent on the TL/Investigator instructions. In some instances total concealment of surveillance is paramount. In yet other circumstances a target must be kept under surveillance at all cost. Each situation will bring with it different challenges, different guidelines, different responses. Flexibility and ingenuity coupled with intuition will

provide the right course of action.

A target's reaction to surveillance is equally troublesome and generally unexpected. An experienced criminal may never let a MSO know that MSO has been "burned" preferring to gain a degree of comfort from knowing who is doing the surveillance, rather than risk dealing with a replacement he does not know. Another target may deliberately confront the MSO delighting in the aggravation caused.

C L A S S I F I E D

Experience and training are the only remedies for most of the numerous problems faced by the MSO. However, most criminals believe in their superior intelligence and will continue with their criminal enterprise, a phenomenon that must be exploited by law enforcement.

D O C U M E N T

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SURVEILLANCE AT NIGHT

Night time surveillances present unusual problems that can counterbalance the advantages darkness provides in screening the MSOs. The headlights of a car that seem always to be there will arouse suspicion. Just as the MSOs take advantage of darkness to conceal their presence, the target will use the same cover to conceal criminal activities. In heavy traffic a target's field of vision is limited to what the rear view mirror can tell him. Bright lights will make it difficult to distinguish objects clearly, but attract attention.

It is the lights that make the difference coupled with the profile of the cars behind. Surveillance vehicles have been equipped with cut-off and dimming switches for the headlights and hazard lights. Judicial use of these, with safety the paramount issue, can alter dramatically what is seen in the rear view mirror. Proper use when rounding a corner on a curve or when some other vehicle obscures the target's view for instance, can suddenly transform the surveillance car into a 'different' vehicle.

Of consequence here is what the target sees in the car behind. Is there one head, or are there always two heads? Is the silhouette always hatless and always in the same position? Alter this silhouette, if possible through the use of hats, ball caps or wigs.

Night surveillance generally means that the surveillance formation needs to be closed up much more tightly that would be the case during the day.

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COUNTER SURVEILLANCE

Whether or not surveillance is mobile or is being carried out from a fixed observation post, counter surveillance is a reality. A reality that can not be discounted or ignored. MSOs must be alert to guard against being 'watched'. Varying in degree directly with the sophistication of the criminal or group being surveilled, counter surveillance can jeopardize the investigation. In addition, it can pose a very real threat to the personal safety for members of the surveillance team. This is particularly true when the counter surveillance has been successful and the MSOs are unaware.

Generally the counter surveillance function is performed by friends or associates of the target. Such persons may be tailing the target or they may be stationed along the route watching for the presence of surveillance officers. Counter surveillance may be conducted by shopkeepers, doormen, bouncers, bartenders or hotel clerks who are prepared to report police officer activity to the criminal element. Great care must be taken to ensure that sideline inquiries don't interfere with the main mission.

A target may, and the wary surely will, carry out counter surveillance. Any of the many tactics employed to elude possible surveillance are just as effective as counter surveillance measures. There are criminals who will first seek to identify their MSOs and then tolerate them right up to the critical moment. They won't tip their hand, choosing instead to travel with an MSO they know rather than contend with an unknown replacement.

MSOs must remember that there are many others, criminal or otherwise that are, none-the-less, 'watchers', and can compromise the success of a surveillance operation.

These 'watchers' may include law enforcement personnel, police informants, the MSOs friends and associates, and even the neighbourhood gossip. All are in a position to disrupt a surveillance operation. There need be no malice involved. It may be simply a matter of talking too much.

Counter surveillance, when employed by law enforcement, generally relates to affording protection to an undercover agent, an undercover officer, an informant, a witness and occasionally a potential crime victim.

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FIXED SURVEILLANCE

When it is intended that a surveillance be carried out on a specific premises, on a property or over a geographical area for a somewhat lengthy period of time, it is likely that an observation post (OP) will have to be established.

An OP can take many forms. It may be a properly equipped van or truck parked on the street. A travel trailer parked in a vacant lot or on a private property. It could be a fries and hamburger stand, or a news vendor kiosk. A construction company trailer, an engineer's mobile office, a road work crew. All can provide acceptable cover for MSOs. The possibilities are limited only by the imagination. Such subterfuges as these serve well as OPs when the requirements are for perhaps three or four days at most.

A fixed OP might also be nothing more complex than the covert installation of a remote control video camera or of several cameras operated and monitored at a point some distance from the scene.

Should none of these be possible, an alternative to full time coverage is a running surveillance - a periodic check. Admittedly a hit-and-miss system, this kind of fixed point surveillance involves a lot of personnel and a number of vehicles. The idea is to have a MSO, in disguise, pass by the target at regular intervals in the hope of observing some suspicious activity. A jogger, followed by a cyclist, followed by a woman and a baby stroller. A street cleaner, a survey team, a man on crutches or in a wheelchair, a drunk could all slowly work their way down the block. A letter carrier, a newspaper delivery person, a person delivering handbills, a meter reader can all do the same.

Again, it is a matter for the imagination to devise an effective and acceptable cover, consistent with and in compliance with the law.

However, whenever the surveillance is committed to a term of more than a week, a rented office, a vacant apartment, a peace officer's home, or a portion of some already established structure should be seriously considered. This is a true OP. It is the optimum. It is also expensive. For long-term operations, be they tactical or of an intelligence-gathering nature, or when a cache of arms, contraband or drugs is the object of the surveillance then the fixed OP is often the only answer.

Regardless of the type of OP, its expected life span or its purpose, there are many requirements and standards that must be met to help ensure a successful effort.

In general terms, these all fit in to the headings:

- security;
- secrecy;
- equipment; and,
- comfort of the MSOs.

C O P Y

OP SECURITY

There must be absolute and total security coverage of the function of the OP. Access to the OP should be completely out of sight of the target premises. Even where this is possible, the MSOs must dress and act in keeping with the locale. Entries and exits must be made at natural times and in such a way that no one's curiosity is aroused.

The OP should never be left unoccupied. If, for whatever reason, it is necessary to do so, then an intrusion alarm may provide the security required. Equipment and records, however, should be removed whenever the OP is unmanned.

OP EQUIPMENT

DOCUMENT

The OP must afford a clear unobstructed view of the target premises and as much of the surrounding area as possible. It should not be at ground level where passing vehicle can obstruct the view. Windows should be curtained or shaded and although horizontal venetian blinds are the best cover, they are often out of place in many neighbourhoods. Light barriers should be in place to avoid the casting of shadows on the blinds at night. Even a silhouette can be a give-away.

Radio and telephone communication with the outside is a must. Binoculars to enhance visual ability and cameras (video and still) with telephoto lenses are required to record pertinent activity. Suspect files and surveillance logs need to be maintained with additional security.

Digital download of images for transport via a secure communication network to off-site personnel has become a priority to ensuring the successful identification of suspect personnel. Appropriate equipment must form part of the resources available to law enforcement personnel.

Comfortable chairs, a desk, a stove, a fridge, a couch and all manner of things to provide creature comforts to the MSOs are mandatory. Water, food, drink and toilet facilities are a prerequisite.

Maintaining a constant watch from a window is not a job for one person. It is trying and tedious and at the same time requires total commitment. Relief must be at hand at all times. A rule established by the U.S. Secret Service is 20 minutes on and 10 minutes off. Otherwise the human powers of observation are diminished dramatically.

These are but a few of the considerations related to establishing a fixed OP. Never should an OP be set up in an unplanned haphazard fashion. It is, of course, sometimes necessary to "make do" but the comfort and security of the surveillance is paramount.

OTHER ISSUES AND CONSIDERATIONS

At time surveillance comes perilously close to being an undercover assignment. On many occasions a well rehearsed cover story is essential. An MSO must always be in a position to explain him/herself, have a logical reason for being where he/she is and to look the part. On most occasions producing a badge will resolve any problems, but there are exceptions and these can be critical.

The use of GPS is worthy of consideration to supplement the surveillance capabilities of an investigation.

A regular, perhaps daily, record of the odometer reading on the target vehicle can be helpful in determining the vehicle use and distances travelled.

Surveillance vehicles should never be used to transport prisoners, or as a place to interview suspects or witnesses.

Contact can be made surreptitiously with a target through telephone calls using a telephone survey scheme, by notification that he/she has won a prize or lottery. A door to door canvas under some pretext, perhaps the delivery of handbills, religious documents, or advertising samples may be appropriate. Ingenuity will always produce an appropriate course of action. Be aware of call-display and other options available to telephone company subscribers.

Act naturally, be confident. Impatience, nervousness, or a self-conscious attitude will betray an MSO. A MSO has as much right to be where he/she is as any other citizen. In places where there is an official restriction on attendees or simply as a matter of choice by a specific group of the citizenry, then a cover story is a prerequisite and appropriate non-law enforcement identification is a must.

Weather conditions are a major concern. Proper dress is essential. An MSO cannot be totally alert if he is cold, or too warm. A person who does not run for cover in a rainstorm becomes very obvious. Changes of clothing need to be readily available.

When an MSO is 'burned' the wrong course of action is to return to the office or residence directly. This will only serve to confirm any suspicion in the mind of the target should he decide to make the effort to follow the MSO.

There are some obvious problems associated with identification of MSOs and their vehicles. Where possible, licence plates can be exchanged. Out of province and out of country markers are a most effective disguise for temporary use. Drivers licences and other forms of false identification can be an advantage where such can be obtained legally.

A MSO will without question on occasion be checked in an encounter with local law enforcement. How such a situation is handled depends totally on all the circumstances that exist at the time. Most of the time identifying oneself as a peace officer on a surveillance will resolve any additional problem.

As a peace officer, a surveillance officer must bear in mind that they are obliged to obey all traffic laws at all times. If it necessary, due to the nature of the surveillance, to contravene the provisions of Federal or Provincial Statutes, ensure that the consequences are measured against the intended course of action. Then proceed with extreme caution (and only following appropriate training), and only when there is real justification for doing so.

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SUMMARY STATEMENT

All levels of society, in all forms of endeavour both public and private, have depended on watching and seeing (surveillance) to accomplish successful termination of an assigned task. Everyone is aware of surveillance and those who have something to hide are, naturally, particularly sensitive.

Criminals fear surveillance and the peace officers who are skilful in disguising their identity and purpose. Their fear is the direct result of the feeling, real or imagined, that the surveillance officer has recorded more about their activity and movements and contacts than they themselves can remember. The criminal knows that this type of information can destroy an alibi or rebut defence evidence.

Surveillance alone may not necessarily bring a case to a successful conclusion. Added to a thorough and detailed investigation, however, the first hand information gained through surveillance may be the ingredient necessary for a successful prosecution.

Surveillance is an art. It should never be treated frivolously. Surveillance demands consistently committed professionalism obtained through training and positive practice over time.

*If you have integrity - nothing else matters.
If you don't have integrity - nothing else matters.*

Alan Simpson, former U.S. Senator

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