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DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE INFORMATION SERVICE
WASHINGTON, D.C. 20531

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CALIFORNIA OFFICE OF EMERGENCY SERVICES

LAW ENFORCEMENT DIVISION

30270

BOMB THREATS

H. R. TEMPLE, JR., Director



Dear _____:

I am pleased to inform you that _____

_____ has been selected to participate in the _____ program. This program is designed to provide _____ to participants. The program will run from _____ to _____. Participants will receive _____ and will be required to complete _____. If you have any questions, please contact _____ at _____.

_____ will be responsible for _____ during the program. _____ will provide _____ and will be available to answer any questions. _____ will be responsible for _____ and will be available to answer any questions. _____ will be responsible for _____ and will be available to answer any questions.

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_____ will be responsible for _____ during the program. _____ will provide _____ and will be available to answer any questions. _____ will be responsible for _____ and will be available to answer any questions. _____ will be responsible for _____ and will be available to answer any questions.

All Sheriffs and Chiefs of Police

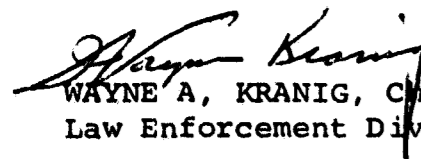
While little exists in the way of specific planning guidance, at a minimum, any anti-bomb threat plan should have the following four-fold purpose.

1. To find the bomb and remove it.
2. To identify a hoax and to minimize a waste of time in a fruitless search.
3. To prevent panic and unnecessary injury.
4. To prevent publicity which might instigate more crank calls.

It is recognized that a bomb incident response applicable to every situation is not practical. However, there are certain basic elements common to all bomb incidents which should be considered in any planning effort. The accompanying documents are presented in an attempt to assist law enforcement agencies and security managers to increase their ability to cope with bomb threat incidents.

As additional concepts or procedures are developed on this subject, the Law Enforcement Division of the Office of Emergency Services will endeavor to give this information the widest possible dissemination within legitimate law enforcement circles.

Sincerely,


WAYNE A. KRANIG, Chief
Law Enforcement Division

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PART I

Development of Bomb Incident Policy and Procedure

The following bulletin: "Development of Bomb Incident Policy and Procedure" will be of interest to all law enforcement agencies. It is one of a series developed by the National Bomb Data Center, Washington, D.C.

DEVELOPMENT OF BOMB INCIDENT

POLICY AND PROCEDURE

Like all major public safety responsibilities, the bomb incident can be effectively handled only through prior planning and policy formulation. All agencies, regardless of size or location, should anticipate bomb and bomb threat incidents and develop procedures that will most effectively employ available personnel and material resources.

While it is true that a single concept of operations applicable to all public safety agencies would not be practical, it is equally true that there are certain basic considerations that apply to all bomb incident planning. The purpose of this publication is to provide public safety personnel with a framework for the analysis of bomb incidents, including background, policy considerations and personnel assignments based on the various levels of skill required. Subsequent publications will contain detailed guidelines for the development of specific responsive procedures.

BACKGROUND

Bomb threats and bombings are on the increase in the United States. Recent testimony before the Senate Permanent Investigations Committee estimated that during the period 1 January 1969 and 15 April 1970, (15½ months) there were 4,330 explosive and incendiary bombings in the United States. These incidents accounted for 40 deaths, 384 injuries and property damage of over 22 million dollars. During the same period, 1,475 additional bombing attempts failed and over 35,000 bomb threats were received.

Whether this trend will continue, or peak and decline, is a matter for speculation. In any event, bombing is clearly perceived as a serious social problem by large segments of the public and the law enforcement community and, in this context, the need for official response is relatively independent of any anticipated course of events.

The bomb, regarded by many as the ultimate weapon of terrorism, has been employed sporadically in the United States over the past hundred or so years by groups and individuals in violent conflict with each other and with society at large. The mentally ill,

racists, political exiles, anarchists, right and left wing militants, labor organizers, and syndicated criminals have all employed the bomb with varying degrees of success in support of their particular cause.

Following a series of explosions in churches and synagogues, the 1960 Civil Rights Act made it a Federal crime to cross State lines to avoid prosecution for using explosives against a vehicle or building, but even the threat of stiff Federal penalties did not deter violence by explosives. As late as 1963 the South recorded over five hundred bombings including one incident which took the lives of five Negro Sunday-school children.

While there has been no comprehensive historical record developed to reflect either the quantity or the quality of criminal bombing activity in the United States, it is clear that the current rash of "new left" and "right wing" bombings represent not a new and alien tactic, but simply the contemporary revival of a traditional form of violence.

The distinguishing features of the present situation, at least from the public safety point of view, are twofold. First, information in the hands of dissident groups makes possible the construction of sophisticated explosive devices that are extremely difficult to disarm. Second, the new wave of bomb and bomb threat activity is widely diversified geographically, significant in volume, and eminently credible. Earlier bomb epidemics were generally regional problems or confined to the very large urban centers where police technical and investigative expertise was available or could be rapidly mobilized. Such is not the case today.

THE BOMBERS

Excluding conjecture and reactionary rhetoric, there is very little national data available regarding the motives of the present day bombers. A current Treasury Department study concluded that only about one-third of all recent bombing incidents could be attributed to any specific cause or group. The breakdown for the known one-third was:

Campus disorder and student unrest	56%	Activities in aid of criminal pursuits	8%
Black Extremists	19%	Labor Disputes	2%
White Extremists	14%	Religious Difficulties	1%

Efforts are currently underway to provide more detailed analysis of the motives and affiliations of bombers. In the meantime, it is reasonable to assume that there are at least three characteristics of bombing that would appeal to those radical fringe groups now at odds with the established social order in the United States.

Psychology - without attempting any deep analysis of either the social or psychological aspects of radical behavior, it is still possible to identify several aspects of bombing as a form of violence that is potentially attractive to the radical mind.

Bombing is historically and dramatically linked to anarchy, nihilism, and classical revolution.

Bombing is essentially a symbol of extreme frustration. It represents a sense of abandonment of hope and total rejection of the possibility of change within the system. The alienated individual who feels most powerless in society can, in effect, retaliate by exerting ultimate power - the power of life and death.

In the planning and construction phases, bombing can provide a satisfying feeling of conspiracy, danger, action, drama, and group excitement, all short of the final act of violence.

When the device ignites or detonates in the target area, the participants need not be present and can effectively disassociate themselves psychologically from any resulting injury or death. Thus, bombing allows the squeamish to inflict great violence without being forced to personally witness its consequences. The troubled conscience can be further alleviated by a warning call to the victim or the press.

Technology - Contrary to popular opinion, neither commercial explosives nor blasting caps are necessary for the construction of effective bombs. Much underground literature and some legitimate publications provide information on bomb construction with materials that can be obtained in any hardware store or pharmacy in the United States. Instructions are even provided for ordering a lethal supply of chemicals from several sources to avoid arousing suspicion. However, even without such crude directions, the manufacture of bombs is well within the capability of the serious high school or average college chemistry student. Thus, bombing is a simple and inexpensive game that anyone can play.

Security - Finally, successful bombing destroys the kind of physical evidence that frequently leads to conviction in many crimes of violence. Fingerprints, characteristic marking on bullets, bloodstains, and even tool marks offer no threat to the careful bomber. Even eyewitnesses, the major source of incriminating evidence in crimes against the person, are frequently not available in bombing cases.

In summary, then, bombing offers a psychologically rewarding, simple, and relatively safe instrument of depersonalized violence, with great potential for terror and publicity.

However, whatever its future, political bombing accounts for only a portion of contemporary bombing activity. If preliminary trend data are accurate, the bomb is likely in the near future to become a far more common tool of extortion, criminal diversion, and homicide.

PUBLIC SAFETY CAPABILITY

Only about a dozen of the largest municipal, county, and state public safety agencies have created units with the equipment and technical personnel necessary to handle bomb disposal assignments. Outside of larger metropolitan areas the only qualified disposal technicians available are the military Explosive Ordnance Disposal units. These units are located throughout the United States, but due to other commitments they are not always able to provide the rapid response required in bomb incidents. In addition, the current trend toward defense spending cutbacks has resulted in the deactivation and relocation of several of these units at a time when bombings are on the increase in many communities.

It can safely be stated that virtually every public safety agency in the nation is in need of some degree of assistance to quickly reach a desirable level of proficiency in dealing with incidents involving explosive or incendiary bombs. While the specific needs of agencies vary, assistance is most frequently requested in one or more of the following categories.

Policy and Procedure

Guidelines for developing effective procedures for the handling of bomb incidents from the receipt of a threat through to the successful conclusion of the investigation.

Data

Timely incident data indicating national and regional trends and technical data reflecting new bomb techniques and technology.

Training

Training curricula and materials for all public safety personnel involved in bombing incidents, including intensive training courses for technical personnel.

Equipment

Guidance and funds for procurement of specialized equipment for bomb disposal and the hardening of potential targets.

To help public safety agencies increase their ability to deal with bombing incidents, the Law Enforcement Assistance Administration of the U. S. Department of Justice has asked the IACP to establish the National Bomb Data Center (NBDC). The Center will respond to the immediate need for policy and procedure guidelines, data and training materials. It is anticipated that equipment requirements will be addressed through the established LEAA/state planning and funding relationship.

THE BOMB INCIDENT

Six critical bomb incident decision points:

1. Will evacuation be ordered?
2. Will the search be overt or covert?
3. Will damage control measures be employed?
4. Will the device be removed to a safe area or disarmed in place?
5. Will final disposal be by detonation/ignition or disarming?
6. Will evidence support the arrest of suspects?

Each of these decisions is operational in nature and can only be made by personnel familiar with the facts of each individual case. More basic, however, are certain policy decisions that must be reached and disseminated by the administrator of the public safety organization.

It has often been noted that, in the absence of guidelines from any other source, the public safety officer on the scene will of necessity develop his own policy. In the case of bombing incidents or any incident involving explosives or incendiaries, an erroneous decision by an inadequately prepared officer could have unfortunate consequences. An established policy, therefore, is essential to the safety of officers and other members of the community.

POLICY FORMULATION

Policy development is decision making. It involves the selection of the best possible course of action to suit the situation at hand. Because bombing incidents often involve many variables which cannot be controlled, responsive policy must be broad enough to allow flexibility and yet restrictive enough to provide guidance within specific perimeters. Before operational procedures can be established, certain basic policy questions must be resolved.

What is the basic objective of public safety response to a bomb incident?

Most public safety administrators, by virtue of their background and training, would respond that personnel safety is paramount. On the other hand apprehension of the bomber and defeat of his intentions would certainly also be desirable. To an owner of a business, however, production or the protection of property might seem equally important. To further complicate the matter, a clearly defined choice between the preservation of life and the protection of property is frequently not available or is beyond the control of public safety personnel.

In any event, the public safety administrator should establish a policy for his agency after carefully considering the available alternatives and reviewing his legal authority to carry out such a policy position in relation to both public and private property.

What public safety agency will respond?

A related and perhaps more difficult decision concerns the issue of division of responsibility between police and fire agencies. While police departments have traditionally assumed responsibility for explosive bomb incidents, the status of response to fire bombing is considerably less clear. In major cities and many

smaller communities the fire service has assumed the responsibility for arson investigation and now frequently includes incendiary bombings within its jurisdiction.

Wherever investigative responsibility is assigned, police and fire personnel will be required to cooperate closely at the scene of a fire bombing or explosion and their respective responsibilities should be clearly defined in advance to preclude conflict, wasted effort, and the loss of physical evidence or investigative leads. Matters of jurisdiction and coordination must be decided and compatible policy established.

Will the public safety agency respond to all bombing threats?

In many communities the incidence of bombing threats is so low that public safety officials can easily respond to every threat. In larger communities, however, this is not always possible and may not even be desirable. For example, in periods of intense activity a uniform response action might soon dissipate the capability of the agency. To avoid this situation, policy should specify when the department will respond and the level of response considered appropriate.

Categorization of incidents might also be considered to insure that available response capability is directed toward the most critical problem areas. This can be accomplished by assigning priorities to incidents as they occur or pre-classifying known or potential targets.

How will decisions be made at the scene?

Who will make important decisions at the scene of the bomb incident? Will all decisions be made by the senior officer present? What about technical decisions? Who will be authorized to order evacuations? Who will control or coordinate technical and investigative personnel at the scene?

Technical and operational decision making authority should be commensurate with the skill level of the personnel involved. For example, it is generally agreed that the authority to decide how or if a bomb is to be rendered safe must rest solely with the bomb disposal technician present at the scene. The infinite variety of possible bomb fusing systems and the detailed knowledge, training and experience necessary to recognize and deal with such devices, make it essential that policy statements reflect this and other important decision making authority.

What reporting procedures should be established?

Who should be notified of bomb threats? Of bomb explosions or fires? How should such incidents be reported internally? How should sensitive technical and investigative data be protected from public disclosure by the news media?

The reporting policy should also require a complete after-action report to include a description of the bomb and components, precise location, and all other evidence which might assist in identifying the bomber. In addition the agency should participate in the NBDC Technical Services Program by forwarding detailed classified reports to the National Bomb Data Center where they can be analyzed and compared with other reports to determine national bomb incident trends and new bomb construction technology.

Operations and Procedures

Basic policy, once established, normally requires the development of detailed implementing instructions. Due to the infinite number of variables involved in dealing with homemade bombs, detailed instructions in bomb disposal operations are not always practical. Generally, all phases of operations conducted prior to actual location of the suspected bomb are standard and structured. Beyond this point, actions taken will be controlled by the characteristics of the suspected bomb. Therefore, operating procedures should take into account the latitude required by the various skill levels of personnel involved in a bomb incident response. These skill requirements are discussed in the following section.

SKILL REQUIREMENTS

Analysis of the typical bomb incident that runs the full course from warning through investigation suggests that three basic skill constellations are involved in an effective response pattern.

Protective - Skills involved in responding to the need to protect life and property. Includes ability to deal with and control excited or frightened persons, make or influence decisions under stress, conduct search operations, and employ damage control measures. Relative personal risk: minimal to moderate.

Technical - Skills involved in neutralizing incendiary and explosive devices through disarming or detonation. Includes ability to recognize and defeat a wide range of fusing systems; work under stress; and safely dispose of all commonly encountered explosives. Relative personal risk: high.

Investigative - Skills involved in working with physical and human evidence to identify persons responsible for bombing incidents. Includes knowledge of legal requirements and ability to make maximum use of investigative resources. Relative personal risk: normal for investigative activities.

FUNCTIONAL ASSIGNMENTS

To identify three skill constellations required for response to bomb incidents is not necessarily to conclude that three individuals are required. In some agencies a single officer may be expected to process an entire incident, although such an assignment would require an extremely well-trained individual and should not be attempted unless the officer is fully qualified in all aspects of the assignment. In other agencies the technical and investigative or protective and technical roles may be combined. In any case, the need for 24 hour coverage is apparent and will require assignment of sufficient personnel to meet anticipated needs in terms of time of day and volume of work.

Because of the high level of skill and risk involved, the technical task becomes the key to the planning of functional assignments. In the unlikely event that an adequate number of fully qualified technical personnel are immediately available, only public safety officers and investigators are required to service the bomb incident. If such is not the case, however, the agency should seriously consider the training of one or more bomb scene officers to reduce the workload of technical personnel and provide coverage beyond the capability of the public safety officer.

Public Safety Officer (patrolman, fireman, guard)

Incident response
Recognition of explosive and incendiary devices
Basic evacuation procedures
Basic search procedures
Basic Damage Control Measures
Reporting and Recording

Bomb Scene Officer

Incident response
Recognition of explosive and incendiary devices
Evacuation procedures
Search procedures
Damage control measures
Movement of devices to safe area under certain prescribed conditions in the absence of a bomb technician.
Reporting and recording

Bomb Disposal Technician

Damage control measures
Evaluation of devices
Disarming
Detonation/Ignition
Transportation
Disposal of explosive materials
Processing of evidence at scene (detonation/ignition)
Reporting and recording

Investigator

Processing of evidence at scene (no detonation/ignition)
Follow-up of investigative leads
Searches and arrests
Case preparation
Reporting and recording

Some insight into the various skill levels can be gained by comparing the estimated minimum bomb incident training period required for each assignment.

Public Safety Officer	4 hours
Bomb Scene Officer	24 hours
Investigator	24 hours
Bomb Disposal Technician	120 hours

Thus, all public safety officers should be trained in basic evacuation, damage control, and bomb identification techniques. Their responsibilities must be stated in such a manner as to leave no doubt as to the limitations of their skills and the hazards of exceeding these limits. The bomb scene officer, on the other hand, should not only be trained in the basic public safety officer skills but also in more advanced procedures. In

the area of damage control, for example, the bomb scene officer may be expected to do more than open windows and doors. He may be given instruction in the construction of protective works and the use of shielding devices. His skill in identification might include the use of a stethoscope or portable X-ray. In some instances it may be desirable to train, equip, and authorize him to remotely remove a bomb from a facility. His responsibilities while broader than the public safety officer's, must also indicate clearly his limitations based on his level training and skill. In no case should his title or stated responsibilities authorize or imply authority to attempt a disarming or other high risk procedure.

TRAINING RESOURCES

Every public safety agency should include at least one individual trained in basic bomb recognition, evacuation and damage control procedures. This basic training is available to all departments through the Department of the Army Explosive Ordnance Disposal Detachments which are located throughout the United States. A list of these units can be obtained from the IACP or any local military installation.

It is anticipated that a federally funded three-week Bomb Disposal Technician training course will be available in January, 1971. Currently, the NBDC is preparing a 4-hour instructional block for inclusion in the basic training of public safety officers and additional training curricula and materials for the in-service training of Bomb Scene Officers and Investigators.

PART II

Industrial Defense Against Bomb Threats

The Office of the Provost Marshal General, Department of the Army, in response to proposals by the National Association of Manufacturers, informally suggests or subscribes to the following recommended actions to be taken in response to bomb threats.

INDUSTRIAL DEFENSE AGAINST BOMB THREATS

The following is a list of actions to be considered in coping with this very complex problem of bomb threats:

Selection of Target

The target for "terrorist bombings" are not usually selected at random. The modus operandi for selecting the target and planting the explosive appears to follow a pattern. The target is usually selected based on political gain to the terrorists.

It may be kept under surveillance to determine the entrances and exits most used, and the time of day when the majority of people enter or leave the building. This is done presumably to determine the hours when there are no people, or at least very few people in the building. A reconnaissance of the building may be made to locate an area where the explosive can be concealed to do the most damage, and where the bomber is least likely to be observed.

A rehearsal of the plan is often made to insure against slip-ups during the operation. After the rehearsal and at a predetermined time, the building is infiltrated by the bomber. The explosive or incendiary device may be fully or partially pre-set prior to planting. If it is fully set and charged, it is a simple matter for one or two persons to plant the device in a pre-selected concealed area in a minimum of time. If the device is not fully set and charged, one may act as a lookout while the other arms and places the device. The devices are usually of the time delay type. They can be set for detonation at a time sufficient for the bomber to be a considerable distance away before the bomb-threat call is made and the device is detonated.

COORDINATION

1. Contact the police, fire department, or other local government agencies and determine whether any of these agencies have a Bomb Disposal Unit (BDU).

2. If a local BDU is available:
 - a. Under what conditions can it be utilized?
 - b. Will it assist in the physical search of the building, or is it to be used only for disarming or removing explosives?
 - c. Telephone number of the BDU.
 - d. Procedures to be followed for obtaining the service of the BDU in the event of a bomb threat.
3. If a local BDU is not available recommend to the appropriate local agency that contact be made with the nearest Military Explosive Ordnance Disposal Control Unit (EODC). Information pertaining to these units is attached.
4. Arrange, if possible, to have police and/or fire representatives, with members of your staff, inspect the building(s) for areas where explosives or time delay incendiaries might be placed and concealed. A review of the architectural plan of the building(s) might accomplish this in some measure.
5. In the case of multi-tenant buildings, a committee should be formed with representatives from each major tenant to develop a complete, well coordinated plan for the entire building.
6. Coordinate with local telephone company for availability and legal usage of equipment for recording bomb threat calls.

COMMAND AND CONTROL

1. Designate a control center, preferably the switchboard room or other focal point of telephone/radio communications.
2. Designate management personnel to operate the control center and make decisions on actions to be taken during the period of the threat.
3. Designate management personnel to control search and evacuation procedures and report information to the control center.

4. Consider a temporary relocation in the event there is an explosion and the building is rendered untenable for a considerable period of time.

EVACUATION

The decision to evacuate or not to evacuate may be made during the planning phase. Management may establish a policy that, in the event of a bomb threat, evacuation will be effected immediately. This decision reduces risk and gives prime consideration to the safety of personnel, but results in production down-time, and can be costly in terms of dollars if the threat is a hoax. The alternative is for management to make the decision at the time of the threat. There is no magic formula which can be applied to produce the proper decision.

The following actions are presented for your consideration:

1. Determine who will evaluate the threat and make the decision to evacuate or not to evacuate.
2. Establish a signal for evacuation. The signal may be the same as that used for fire. There is one problem in this regard. Normal procedure in case of fire is to close all doors and windows. In case of a bomb explosion, this could increase damage. You should consider a voice announcement for evacuation under conditions of a bomb threat. The announcement must be made calmly. Personnel should be instructed to leave all windows and doors open and proceed according to the pre-established evacuation plan.
3. Establish priority and routes of evacuation based on the type of building and location of personnel within the building upon receipt of a bomb threat.
4. Consider priority and routes of evacuation in the event a bomb is found in the building. This also will depend on the type building and location of personnel in relation to the area where the bomb is located. In multi-story buildings, personnel on floors above the danger area should be evacuated first. This can also be done simultaneous with the evacuation of lower levels.
5. If evacuation is effected upon receipt of a threat, are personnel expected to return to work upon completion of the search? Will they be dismissed for the remainder of the day, with pay?

6. Who makes the decision to permit re-entry into the building following a search in which no bomb was found?
7. If evacuation is effected and personnel held on standby pending completion of the search, an evacuation or "holding" area must be established and controlled. This area should be at a distance far enough away from the building to protect personnel against debris, etc., in the event of an explosion.
8. If evacuation is effected, and an explosion occurs, do employees draw full pay until the building is ready for occupancy?
9. Assume that a bomb threat is received, but evacuation is not effected. During the search the bomb explodes with resultant injury or death. What are your legal liabilities to employees? Customers? Visitors?
10. Who controls entry into the building during the search? This may be managements responsibility exclusively or it may be performed concurrently by management and the police.
11. If the building is evacuated, all electricity, gas and fuel lines should be shut off at the main switch or valve. (There is some diversity of opinion as to whether electric power should be shut off. To leave it on increases the possibility of electrical fires. To shut it off leaves the building in darkness and may tend to hamper the search team. Check this with your local BDU.) "THE 'EMERGENCY SHUTDOWN' AND 'RESTART' PROCEDURE MUST BE ACCOMPLISHED BY PERSONNEL WHO ARE ENTIRELY COMPETENT TO SHUTDOWN OR RESTART THE PROCESS. BEFORE VALVES OR SWITCHES ARE CLOSED OR OPENED ALL APPLIANCES, FURNACES, BOILERS, ETC., MUST BE CHECKED AND PROPERLY ADJUSTED TO INSURE SAFE AND ORDERLY SHUTDOWN AND RESTART."

TELEPHONE PROCEDURES

Instruct all personnel to follow established procedures in the event a bomb threat call is received. These procedures should include:

- a. Keep the caller on the line as long as possible. Ask the caller to repeat the message. Record every word spoken by the person making the call.
- b. If the caller does not indicate the location of the bomb or the time of possible detonation, the person receiving the call should ask the caller to provide this information.

- c. It may be advisable to inform the caller that the building is occupied and the detonation of a bomb could result in death or serious injury to many innocent people.
- d. Pay particular attention for any strange or peculiar background noises such as, motors running, background music and the type music and any other noises which might give even a remote clue as to the place from which the call is being made.
- e. Listen closely to the voice, (male-female) voice quality, accents and speech impediments. Immediately after the caller hangs up, the person receiving the call should report this information to the person designated by management to receive such information.
- f. The information should then be reported immediately to the police department, fire department, FBI and other agencies as appropriate. (The sequence of notification should have been established during the coordination phase).

PREVENTIVE CONSIDERATIONS

1. During the inspection of the building, particular attention should be given to such areas as elevator shafts, all ceiling areas, rest rooms, access doors and crawl space and other areas which are used as a means of immediate access to plumbing fixtures, electrical fixtures and the like, utility and other closet areas, areas under stairwells, boiler (furnace) rooms, flammable storage areas, main switches and valves, e.g., electric, gas, and fuel, indoor trash receptacles, record storage areas, mail rooms, ceiling lights with easily removable panels, and fire hose racks. While this list of areas to be noted with particular emphasis is not complete, it is sufficient to give an idea of those areas where a time-delayed explosive or an incendiary device might be concealed.
2. Establish and enforce strict procedures for control and inspection of packages and material going into critical areas.
3. Develop and enforce a positive means of identifying and controlling personnel who are authorized access to critical areas and denying access to unauthorized personnel.

4. Instruct all security and maintenance personnel to be alert for suspicious looking and acting people. All personnel should be alert for foreign or suspicious objects, items or parcels which do not appear to belong in the area where such items or parcels are observed.
5. Instruct all security and maintenance personnel to increase surveillance of all rest rooms, stairwells, areas under stairwells and other areas of the building to insure that unauthorized personnel are not hiding in or reconnoitering these areas.
6. Insure that doors and/ or access ways to such areas as boiler rooms, mail rooms, computer areas, switchboards, elevator machine rooms and utility closets are securely locked when not in use.
7. Check key control procedures to see that all keys to all locks are accounted for. If keys are in possession of persons no longer in your employment, or keys cannot be accounted for--locks should be changed.
8. Check fire exits to be sure they are not obstructed.
9. Check fire hose racks and fire extinguishers regularly to assure they have not been tampered with, i.e., hoses cut or exposed to acid and nozzles damaged.
10. Increase patrols/surveillance of receiving and shipping areas, garages and parking areas.
11. Assure adequate protection for classified documents, proprietary information and other records essential to the operation of your plant. (A well planted, properly charged device could, upon detonation, destroy records which are vital to day-to-day operations.)
12. Check perimeter fences/walls/barriers to assure a good state of maintenance and adequate clear zones. Post with "No Trespass" signs.
13. Check all exterior and protective lighting for proper operation and adequate illumination.

14. Protect ground floor windows with heavy mesh, grill work, or protective glass.
15. Conduct daily check for good housekeeping and proper disposal or protection of combustible material.
16. Have on hand, or arrange for immediate procurement of sand, sand bags, or mattresses to be used as shielding in the event an explosive device is located in the building.
17. Have flashlights or battery operated lanterns on hand, in the event electric power is cut off.
18. Install closed circuit television to monitor areas where a bomb might be placed.
19. Install metal detecting devices.
20. Post signs indicating the use of closed circuit televisions and other detection devices.
21. Entrances and exits to and from buildings could possibly be modified, with a minimal expenditure of funds, to channel all personnel by a registration desk upon entering or leaving the building. Persons entering the building would be required to sign a register showing the name and room number of the person whom they wish to visit. Employees manning these registration desks could contact the person to be visited and advise that a visitor, by name, is in the lobby. The person to be visited may, in the interest of security and protection, decide to come to the lobby to meet with this individual to ascertain that the purpose of the visit is in fact valid and official. A system for "signing out" when the individual departs the building could be integrated into this procedure. There is no question that the institution of such a procedure would result in many complaints from the public. On the other hand, if it were explained to the visitor at the registration desk that these procedures are being implemented in the best interest and perhaps protection or safety of the visitor, this might tend to reduce complaints.

SEARCH TECHNIQUE

1. The search can be expedited if conducted by personnel who are familiar with the building and its content.
2. Areas housing critical equipment/machinery should be searched by personnel most familiar with the area and the equipment.
3. A staff member or supervisor should be designated as floor or area warden for each floor of the building, or perhaps several area wardens for single story buildings. Wardens should be responsible for directing the search of their areas, receiving information from search personnel and relaying it to the control center.
4. Alert medical personnel to standby during the search. This provides immediate medical attention in the event of accidental or premature detonation.
5. Alert fire brigade personnel to standby to operate fire fighting equipment.
6. An effective search technique is as follows:
 - a. Security, maintenance and janitorial personnel search such areas as hallways, restrooms, stairwells, elevator shafts, utility closets, and areas outside the building.
 - b. Supervisory and office personnel search their immediate office areas.
 - c. As the search of each area is completed, and no suspicious objects found, a report is given to the appropriate warden.
 - d. A sign or marker indicating "Search Completed - Area Clear" should be posted conspicuously in the area.
 - e. **SUSPICIOUS OBJECT LOCATED:**

NOTE: It is imperative that plant personnel involved in the search be instructed that their mission is only to search for and report suspicious objects, NOT to remove, jar or touch the object or anything attached thereto. The removal/disarming of a bomb must be left to the professionals in explosive ordnance disposal.

1. The location and a description of the object as can best be provided, should be reported to the appropriate warden. This information is relayed immediately to the control center who will call police, fire department and rescue squad. When these agencies arrive, they should be met and escorted to the scene.
2. Sandbags or mattresses, not metal shield plates, should be placed around the object. **DO NOT ATTEMPT TO COVER THE OBJECT.**
3. The danger area should be identified, and blocked off with a clear zone of at least 300 feet - include area below and above the object.
4. Check to see that all doors and windows are open to minimize primary damage from blast and secondary damage from fragmentation.
5. Evacuate the building.
6. Do not permit re-entry into the building until the device has been removed/disarmed, and the building declared safe for re-entry.
7. Communications during search.
 - a. A rapid two way communication system is of utmost importance. Normally communications between wardens, search teams and the control center can be accomplished through the existing telephone system, or building inter-communication system.
 - b. In many instances, two way (walkie-talkie) radios have been used. **CAUTION:** The use of radios could be dangerous. The radio beam could cause premature detonation of an electric initiator (blasting cap).

PANIC CONTROL

Panic is defined as a "sudden, unreasoning, hysterical fear, often spreading quickly." Panic is caused by fear, although those involved may not know what they fear. People may be tempted to join a fleeing crowd: the fright of those in motion is enough to suggest the presence of something to fear. When

this stage is reached, it may become difficult to control the group. Attempting to reason with such a crowd may be futile, but it may be possible to control the group by assuming leadership or distracting key members of the group. In any case, corrective action should be taken before the movement stage, if possible.

a. Panic Deterrents:

An effective pre-emergency program of informing personnel what is expected of them in an emergency coupled with the example of strong, competent leadership by officers of the organization will go far toward preventing panic. To reduce the likelihood of panic, the physical causes of panic should be eliminated. In an emergency, the organization should be prepared to remove the injured and the dead from general view, clear away debris which appears to cut off escape; quickly control fire; and approach any disturbance with calmness. Pre-emergency preparations should include arrangements to facilitate routes to be taken in evacuating the building or going to shelter; and locating organization personnel where they can take command and give calm, decisive instructions at places where groups are likely to congregate.

b. Antidotes for Panic:

In certain circumstances, it is conceivable that, despite pre-emergency preparations, an unorganized group may be on the verge of panic. Organization personnel should be prepared to deal with this in terms of the following principles:

- (1) Provide Assurance: Exert positive leadership. Reassure the group by giving information and instructions calmly.
- (2) Eliminate Unrest: Dispel rumors. Identify troublemakers and prevent them from spreading discontent and fear.
- (3) Demonstrate Decisiveness: Suggest positive actions. Indicate what to do, rather than what not to do.

In summary, these are recommendations - in the final analysis of this entire complex problem, the decision is yours.

California Area E.O.D. Units:

Sixth U.S. Army EODC

Control Center
548th ORD DET
Presidio of San Francisco, California 94129

Telephone:
Area Code: 415 561-4203 or 561-4312

Subsidiary Ordnance Detachments:

34th Ord Det, SIAD, Herlong, California
49th Ord Det, Ft. Ord, California
58th Ord Det, Ft. MacArthur, California
70th Ord Det, Ft. Rosecrans, California
77th Ord Det, Ft. Irwin, California
87th Ord Det, Presidio, California

PART III

Public Officials Personal Security Check List

PUBLIC OFFICIALS PERSONAL SECURITY CHECK LIST

In the interest of self-protection, recent events would seem to dictate a requirement for an increased state of awareness and alertness on the part of key government officials in countering any potential threats to themselves or members of their families. The following recommendations, if followed, will provide some measure of protection to individuals and property.

RESIDENCE SECURITY:

1. Be alert for any suspicious strangers or outsiders.
2. Keep all doors and windows locked.
3. Equip doors with inside chain locks.
4. Positively identify callers before opening doors.
5. Be alert for any unusual packages, boxes or devices in or about the premises. If there is any doubt, do not disturb the object, evacuate the premises and notify the authorities immediately.
6. Establish a neighborhood source to be alert for any unusual activity or the presence of suspicious strangers in the area.
7. Utilize all available outside lighting.
8. Keep fuse boxes locked.
9. If possible install loud exterior alarm bell that can be manually activated if any intrusion occurs or is attempted.
10. Any written or telephoned threats should be treated as legitimate and must be immediately and thoroughly checked out. It cannot be taken for granted that it is the action of a crank or a juvenile prankster.

VEHICLE SECURITY:

1. Vehicles, whenever possible, should be parked or stored at a government (city, county, state) facility. Preferably in an agency garage. Otherwise, park only in well-lighted,

well-traveled locations; do not park in parking lots where doors cannot be locked.

2. Vehicles kept at a residence should be parked in the garage, vehicles and garage doors locked, and an interior garage light left illuminated.
3. All vehicles owned or operated by government officials should be equipped with a locking gas cap and a manual hood locking device controlled from inside the vehicle. Vehicles not equipped with such hood locking devices may be checked by operator placing a strip of scotch tape, in an inconspicuous place on hood, which will break if hood is raised.
4. Two small bolts should be installed near the end of the exhaust pipe to prevent the insertion of explosives in the pipe.
5. Visually check around and under car and under the hood for any unusual devices before starting or moving vehicle.
6. Visually check the rear passenger compartment before entering vehicle.
7. Special care should be taken in selecting stations for vehicle servicing.
8. Keep car doors locked while traveling.
9. Be alert for other vehicles following behind or drawing alongside. Use rear view mirror frequently.

FAMILY SECURITY:

1. Initiate a system to monitor location of family members at all times.
2. Unaccompanied long walks by children to school or bus stops on a regular basis should be avoided.
3. If possible the selection of walking time and routes should be varied at random.
4. Kidnaping of any member of the family is a danger which should not be discounted.

OFFICE SECURITY:

1. A positive system should be established to control movement of persons and packages. Approved points of entrance and exit should be included in any security plan.
2. No packages except those with proper authorization should be permitted to be brought into restricted areas without inspection.
3. Instruct all office personnel to be alert for suspicious looking and acting people. All personnel should be alert for foreign or suspicious objects, items or parcels which do not appear to belong in the area.
4. Office personnel should, periodically throughout the day, search their immediate office areas.
5. It is imperative that personnel involved in office security be instructed that their responsibility is to search for and report suspicious objects, NOT to move, jar or touch the object or anything attached thereto. The removal or disarming of a bomb must be left to the professionals in explosive ordnance disposal.
6. Insure that doors or access ways to such areas as mail rooms, computer areas, and utility closets are securely locked when not in use.
7. Establish control procedures to see that all keys to all locks are accounted for. If keys are in possession of persons no longer in your employment or otherwise cannot be accounted for, locks should be changed.
8. Any public official who receives, by any type of communication, a threat on his life or that of any member of his family, should immediately contact the responsible local law enforcement agency.

TELEPHONE PROCEDURES

Instruct all personnel to follow established procedures in the event a bomb threat call is received. These procedures should include:

1. Keep the caller on the line as long as possible. Ask the caller to repeat the message. If possible, record every word spoken by the person making the call.
2. If the caller does not indicate the location of the bomb or the time of possible detonation, the person receiving the call should ask the caller to provide this information.
3. It may be advisable to inform the caller that the building is occupied and the detonation of a bomb could result in death or serious injury to many innocent people.
4. Pay particular attention for any strange or peculiar background noises such as, motors running, background music and the type music and any other noises which might give even a remote clue as to the place from which the call is being made.
5. Listen closely to the voice, (male-female) voice quality, accents and speech impediments. Immediately after the caller hangs up, the person receiving the call should report this information to the person designated by management to receive such information.
6. The information should then be reported immediately to the responsible local law enforcement agency.

EXPLOSIVE DEVICES

While there are many different types of bombs and explosive devices, generally speaking, the home made bomb falls under one of two types, the open type and the concealed or disguised bomb.

The open type bomb makes no effort to conceal its nature. Several sticks of dynamite tied or taped together, fitted with a safety fuse and blasting cap compose an open type bomb. A short piece of pipe loaded with an explosive substance capped at both ends with a piece of safety fuse protruding from one of the capped ends should be regarded as an open type bomb. Such bombs naturally cannot be sent by mail or express but are usually placed or thrown.

Concealed or disguised bombs are generally activated by time delay devices or by trigger mechanisms. Any conceivable object of practical size can be used to disguise a bomb. Gift packages, cigar boxes, food containers and an infinite number of items have been used to effect disguise. These types of bombs are directed principally against persons.

A time bomb explodes automatically at a predetermined time. It is usually activated by a clock mechanism though it may be set off by some chemical delay device. Such a bomb is seldom sent through the mails, though this possibility does exist. Such a bomb may be directed against either persons or property.

A trigger type bomb may be set off by picking it up, inverting it, stepping on it, opening up a lid or some other natural act involving movement of the bomb or a part of it. Such a bomb would be directed against persons rather than property.

Upon the discovery of a bomb or a suspected bomb, the action of untrained persons should ordinarily be limited to warning all persons in the bomb area and notifying the proper authorities. It would be extremely unwise for a person other than a trained explosives expert to move or attempt to dismantle a suspected bomb.

THREATENING PHONE CALL FORM

Time call received _____ Time caller hung up _____

Exact words of person placing call: _____

Questions to Ask:

1. When is bomb going to explode? _____

2. Where is the bomb right now? _____

3. What kind of a bomb is it? _____

4. What does it look like? _____

5. Why did you place the bomb? _____

Person (receiving) (monitoring) call _____

Dept. _____ Telephone No. _____

Home Address _____

Home Telephone No. _____

Date _____

DESCRIPTION OF CALLER'S VOICE

Male _____ Female _____

Young _____ Middle Age _____ Old _____

Tone of Voice _____

Accent _____

Background Noise _____

Is voice familiar? _____

If so, who did it sound like? _____

Remarks: _____

END

7. 26. 65 / 10. 11. 65