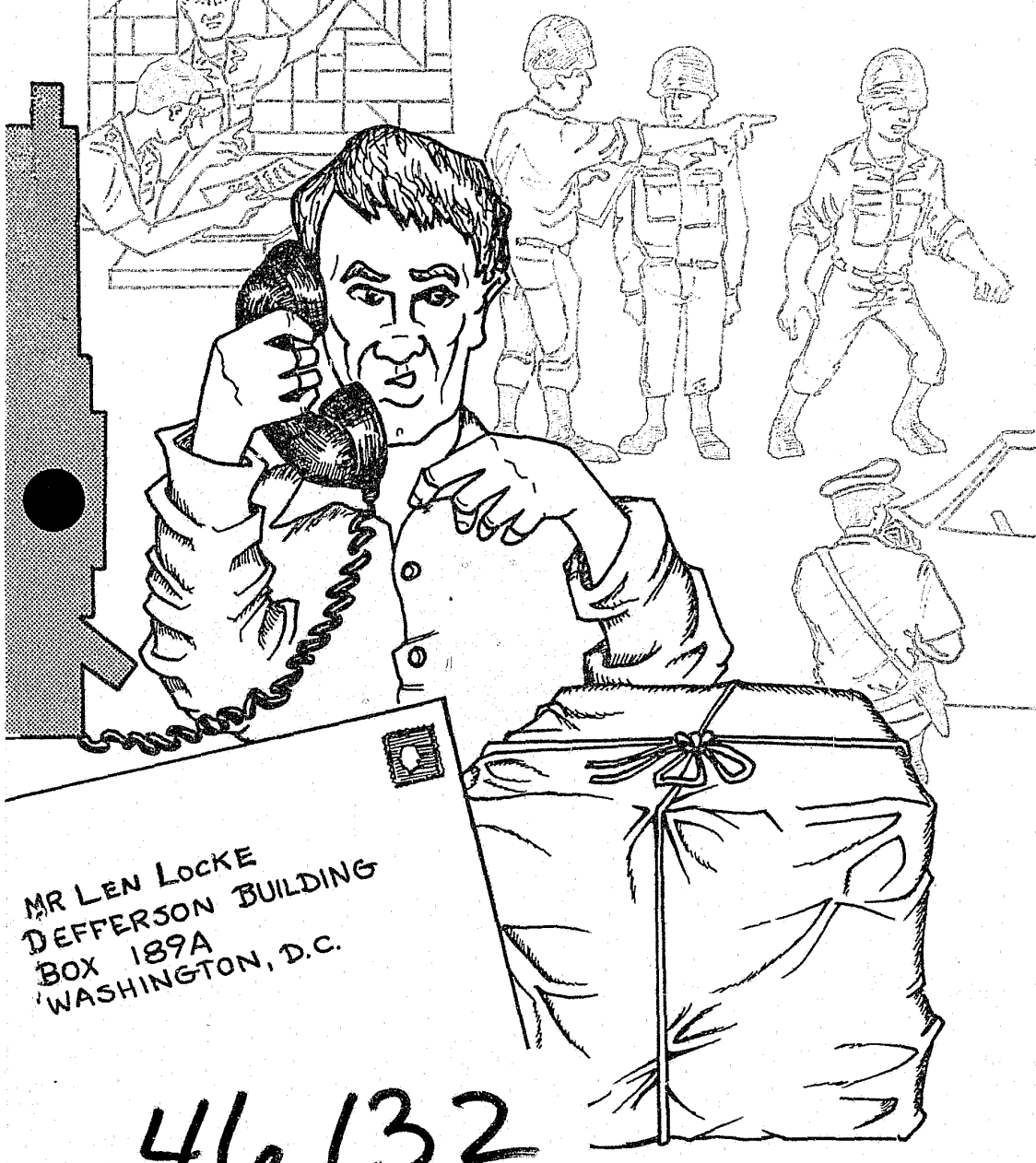
BOMB

TC 19–5



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HEADQUARTERS, DEPARTMENT OF THE ARMY

This training circular was written by the U.S. Army Military Police School, Fort McClellan, Alabama. The information conforms with approved Department of the Army doctrine and is intended to complement existing literature.

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TC 19-5 *

TRAINING CIRCULAR

NO. 19-5

HEADQUARTERS
DEPARTMENT OF THE ARMY
Washington, D.C. *29 Aug 1975*

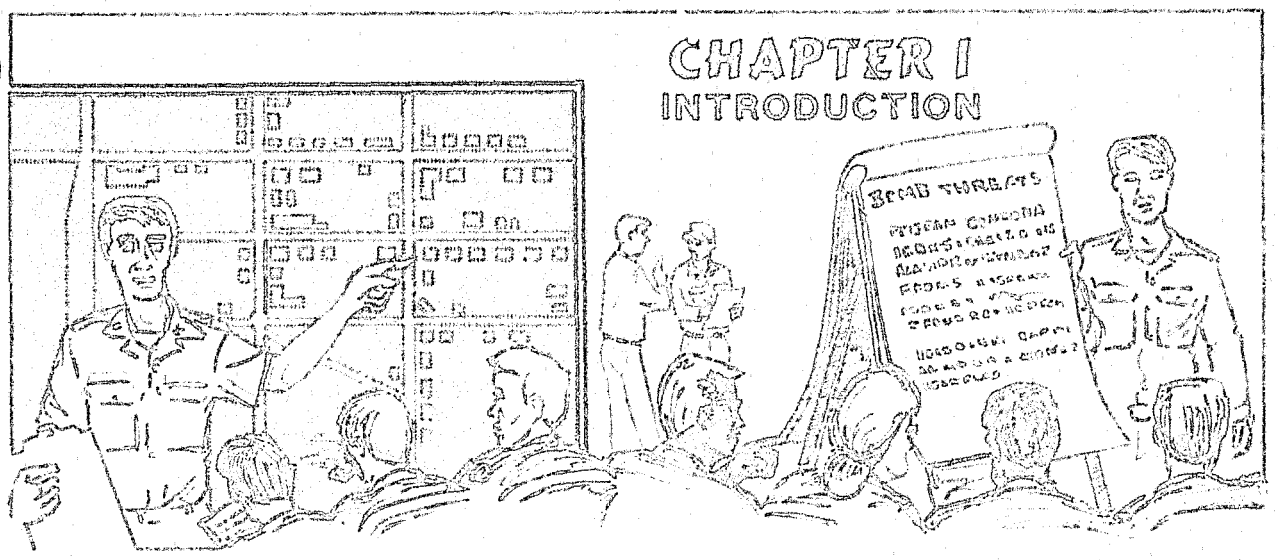
BOMB THREATS

* This training circular supercedes ASUBJSCD 19-32, dated 23 April 1973.

PREFACE

Bomb-threat planning is an important facet of any physical security program whether it be for a single building, a facility, or an installation. This training circular is written to provide the training manager or trainer with a foundation from which a bomb-threat plan and training program can be developed. The major objectives of this TC are to develop an awareness of the serious nature of bomb threats; an understanding of preplanning considerations and how to prepare a bomb-threat plan; an understanding of actions to take during and after receipt of a threat; and an understanding of various responsibilities relative to bomb threats.

Users of this TC are encouraged to submit recommended changes or comments to improve the publication. Comments should be keyed to the specific page, paragraph, and line of the text in which the change is recommended. Reasons should be provided for each comment to insure understanding and complete evaluation. Comments should be forwarded direct to the Commandant, US Army Military Police School, ATTN: ATSJ-CTD-DT-TAT, Fort McClellan, Alabama 36201.



PURPOSE AND SCOPE

The purpose of this training circular (TC) is to provide doctrine and guidance for training military personnel who may be called upon to plan for or respond to a bomb threat. This TC includes--

An explanation of the bomb-incident problem.

A discussion of preventive measures to include physical security measures.

Preplanning considerations.

Guidance for preparing the bomb-threat plan.

Information about the threat, how it is received, and necessary reactions.

A description of search and evacuation techniques used in locating a bombing device.

This TC does *not* discuss bomb disposal or incident investigation.

Bomb disposal is the responsibility of supporting Explosive Ordnance Disposal Detachments.

Incident investigation is the responsibility of the Criminal Investigation Division (CID); however, FM 19-20, Military Police Criminal Investigations, is a guide for directing, supervising, or conducting military police investigations.

DEFINITIONS

Bomb. A bomb is a device capable of producing damage to material and injury or death to personnel when detonated or ignited. Bombs are classified as explosive or incendiary. An explosive bomb causes damage by fragmentation, heat, and blast wave. The heat produced often causes a secondary incendiary effect. An incendiary bomb generates fire-producing heat without a substantial explosion when ignited.

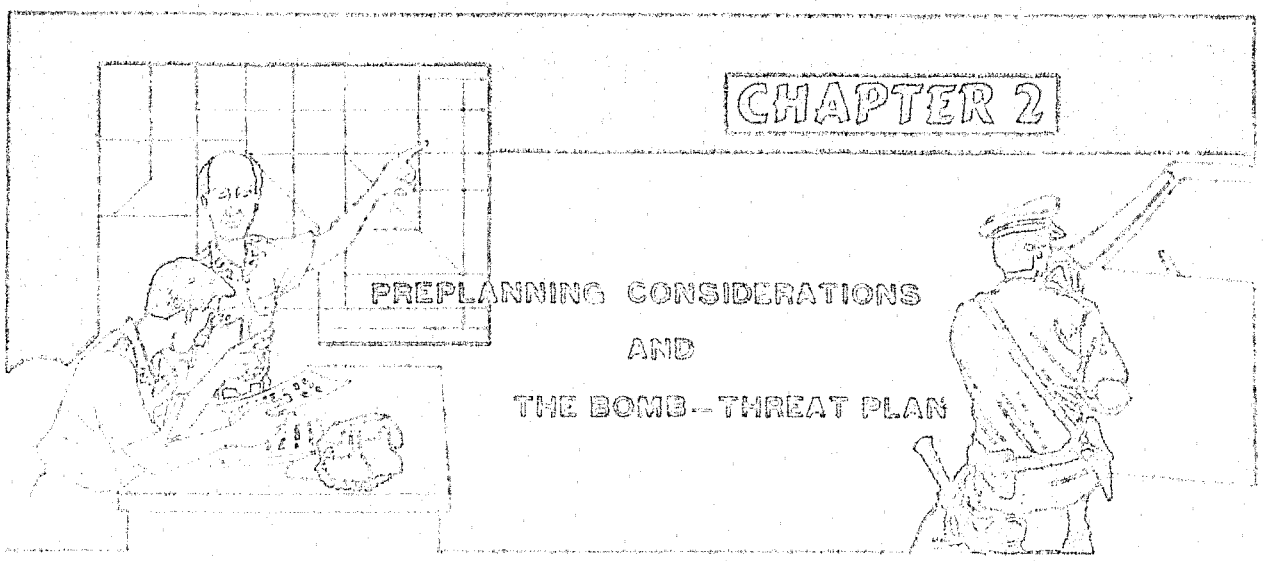
Bombing. A bombing occurs when an explosive bomb detonates, or an incendiary bomb ignites.

Bomb Threat. A bomb threat is a message delivered by any means, warning or claiming the presence of one or more bombs. A bomb threat may, or may not, specify the location of a bomb; it may, or may not, include the time for detonation/ignition; and it may, or may not, contain an ultimatum related to the detonation/ignition or concealment of the bomb.

Bomb Incident. Any occurrence involving the detonation/ignition of a bomb, the discovery of a bomb, or the execution of a bomb threat.

Bomb-Incident-Preventive Measures. Those steps taken to minimize the production and placement of bombs and to reduce the disruptive effect of bomb threats.

Bomb-Threat Plan. A comprehensive plan which delineates responsibilities and specific actions to be taken when a bomb threat or bombing occurs.



CHAPTER 2

PREPLANNING CONSIDERATIONS AND THE BOMB-THREAT PLAN

In the past decade, militant groups, "super" patriots, criminal elements, and scores of others have manufactured and used explosives and incendiary devices in their rebellion against "the establishment." Bomb-incident data reflect that bomb incidents pose a continuing and ever-present threat to civilian and military personnel, property, and operations. Lives have been lost, injuries sustained, and millions of dollars in property damages have resulted from bombings in the United States. Bombing incidents have not decreased significantly in the past few years and will probably continue to plague military and civil facilities and organizations. (For figures compiled by the National Bomb Center, see figure B-1.) For this reason, there is a need for practical knowledge to cope with the violent activities of the people who represent segments of unrest in our society. This need has been partially met by various law enforcement agencies; yet, it must be remembered that the protection of life and property is a responsibility that cannot be delegated solely to law enforcement.

PREVENTIVE MEASURES

a. **General.** There are myriad motives and techniques for bombing; therefore, preventive measures must be specific enough to provide useful guidance in a crisis and, yet, broad enough in scope to cover a variety of contingency situations. The person responsible for designing an effective bomb-threat plan, must carefully consider the three prerequisites for a successful bombing–

ability to make and detonate an explosive device.

access to raw materials or explosives, and

opportunity to emplace the device at the desired target.

Particular attention must be given to the third prerequisite, because this is the one area in which a law enforcing organization has the greatest opportunity to deter a bomb-incident. If adequate preventive measures and physical security precautions are established, the opportunity to obtain explosives and emplace bombs will be reduced. In addition, an effective bomb-threat plan and a well-rehearsed procedure for handling bomb threats and incidents will reduce the chances of a bomb being successfully detonated. (Appendix B, para B-5, contains more detailed information on prerequisites for bombing.)

b. **Physical Security Measures.** FM 19-30 presents a comprehensive discussion of physical security measures, which may be implemented at the discretion of the commander, to limit the vulnerability of his organization or facility to a bomb threat. Such measures include but are not limited to:

having a workable personnel identification and control system.

having a package and material control system.

maintaining stringent control of locks and keys.

having an adequate perimeter barrier and lighting system.

locking doors to boiler rooms, basements, and utility closets when not in use.

eliminating places in which to hide a bomb (accumulated trash, discarded materials) by good housekeeping habits.

training employees to report strange people or packages.

PREPLANNING CONSIDERATIONS

Preplanning is an essential prerequisite for developing a workable bomb-threat plan. In the preplanning phase, provision must be made for the essential activities discussed below.

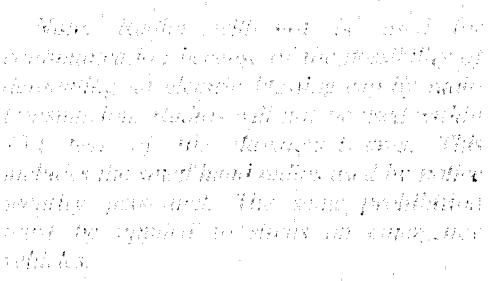
a. Channels must be established through which other federal and local law enforcement agencies can send information about possible threats to your particular facility. Local law enforcement agencies will have access to the latest data from the Federal Bureau of Investigation.

b. The supporting Explosive Ordnance Disposal (EOD) Detachment and the local fire department must be included in all phases of preplanning. Upon request, both of these organizations will provide considerable assistance in developing bomb-threat procedures. However, during a bomb threat, the duties and responsibilities of each are limited by regulations. The person who is preparing the bomb-threat plan would be wise to learn these limitations as soon as possible.

c. The EOC will be activated automatically when a bomb threat is received and should have access to both radio and telephone communications. The EOC may be the Provost Marshal's Office but, since this office may also be a prime target for a bomb threat, an alternate EOC should be selected. Personnel in the EOC should have the authority to make decisions on actions to be taken during a threat.

d. Buildings must be inspected on a regular basis, to reduce the possibility of an explosive or incendiary device being placed and also to minimize the time required for the search after a threat has been received. Inspections will reveal hiding places for bombs, possible targets, and building weaknesses and the inspector will become so familiar with his area that he should notice any new or strange item immediately. The inspector should be the supervisor in his area or a member of a predesignated search team.

e. A workable reporting system must be developed so that all involved personnel will know whom to notify, and how, in case a bomb threat is received. Communication methods and procedures must be determined before, not after, a bomb threat is received. Telephones, whistles, and bull horns are essential to effective communications during search or evacuation operations.



f. There are three groups of individuals who may be considered to serve as members of the search teams. They are building supervisors, building occupants, and special search teams. Of the three, the specially trained search teams are the most effective, especially when combined with a brief search by occupants before they are evacuated.

PREPARING THE BOMB-THREAT PLAN

The primary goal of a bomb-threat plan is to minimize injury to personnel, damage to property, and to avoid disrupting operations. The secondary goal of a bomb-threat plan is to take those steps which will improve chances of apprehending the perpetrator. Bomb-threat plans are also bomb-inci-

dent preventive measures to the extent that bomb-threat plans minimize damage and disruption and aid in apprehending offenders. As a minimum the bomb-threat plan should provide guidance for the activities listed below:

Control of the operation
Evacuation
Search
Finding the bomb or suspected bomb
Disposal
Detonation and damage control
Control of publicity
After-action report

In setting up each of these operations, the individual or group responsible for a particular task should be predesignated, notified, and well-trained and rehearsed in actions to be taken. The person preparing the bomb-threat plan should ask and answer questions pertinent to each area of operations.

a. Control of the Operation.

(1) *Who will be in charge of the incident?* In the Army this is a command decision. The commander or his predesignated representative is in charge. The representative should be designated as the Bomb Scene Officer, and should have all available training in this subject area.

(2) *Where will the command center be located? To whom and how will the threat be reported?* This should be decided by each unit so that personnel will know where to report and how to locate the commander or Bomb Scene Officer.

(3) *How will critical decisions be made?* Decisions should be made by the commander or his Bomb Scene Officer.

(4) *Who will man the control center?* Commander or Bomb Scene Officer, communications personnel, Engineer, or PIO.

(5) *What reporting system will be in effect to insure that the information is promptly transmitted to the command center? What alternate communication system will be employed during the incident?* Organizations or individual(s) responsible for these activities must be designated in the bomb-threat plan. (Radios should not be used because of the possibility of detonating the charge.)

(6) *Who will do the necessary coordinating with other public and private agencies?* This person should be designated and he should have a complete list of names and their telephone numbers.

b. Evacuation. Moving a large number of people under emergency conditions is a hazardous undertaking unless ABSOLUTE control is maintained. Thus, particular attention should be given to planning evacuation procedures. At first thought, immediate and total evacuation would seem to be the most appropriate response to any bomb threat; however, there are significant economic and safety factors that may weigh against the evacuation. Even where evacuation is possible and desirable, the process itself may not be as simple as it might appear. Chapter 4 contains detailed evacuation procedures.

c. Search.

(1) *Who searches?* The following is quoted from Headquarters, CONARC letter, 18 June 1971, subject: Search for Explosive Devices: "Except for the most unusual circumstances, EOD and military police will NOT be used to search for reported explosive devices in barracks, community areas, buildings, and offices. Rather, such searches will be conducted by designated individuals familiar with the area and its contents. If an unusual item is found, EOD is to neutralize and evacuate the device for disposal. Military police are to be employed around the threatened area to control traffic and provide other regulatory services." Therefore, in the Army, the occupants of the building will perform the search in conjunction with designated search teams.

(2) *What will be searched?* Occupants will search their own work areas and rooms. In addition to this, search teams should be assigned to search public areas, rest rooms, and closets. Keys should be available to searchers so that every area can be searched. A complete search must be made, since one or more bombs could exist.

(3) *When is the search terminated?* After the entire facility has been searched. Remember, that the discovery of one device should not necessarily cause the search to be stopped; there could be more than one bomb. This was a tactic frequently used in Saigon. Chapter 4 contains detailed search techniques and procedures.

d. Action Required When a Bomb or Suspected Bomb is Found.

(1) Any suspected incendiary device or bomb should not be touched or handled in any way by the search unit. The person in charge should contact the military police who will then notify the nearest military Explosive Ordnance Disposal (EOD) Detachment.

(2) EOD personnel will attempt "render safe" procedures in accordance with AR 75-15, Responsibilities and Procedures for EOD.

(3) In the case of an actual bombing, all personnel are warned not to tamper with the debris. It will be searched by government authorities for clues and all foreign evidence will be removed for

scientific analysis.

e. Disposal. *How will suspected bombs be processed?* When a searcher finds a bomb or suspects he has found a bomb, he should not touch the device; but he should immediately clear the area and notify the emergency operations center (EOC). The EOC will then notify EOD, who has the responsibility to deactivate and remove the bomb. EOD will probably not respond to a bomb threat until a bomb or suspected bomb has actually been found. (Local policy may differ as to when EOD should respond; thus this should be determined when the bomb-threat plan is prepared.)

f. Detonation and Damage Control.

(1) *What procedures will be taken if a bomb detonates without warning or during a search or disposal operation?* During planning stages, damage control teams, first aid teams, heavy and light rescue teams, and communication teams should be established. Damage control teams will go to the scene of the explosion and attempt to control any fires; remove flammable items; allow venting; disconnect utilities, as applicable; and have fire and medical teams stand by. Rescue teams will go to the scene to assist and evacuate any injured parties. First aid teams will report to the established aid station and administer first aid to the injured. Communication teams will establish communication between these first aid teams and the control center.

(2) *How will utilities, transportation, and other support services be obtained and used?* The Engineers cut off power and gas to limit the possibility of fire in the area of the blast. The organizations or individual(s) responsible for transportation and other support services must be designated in the bomb-threat plan.

(3) The bomb-threat plan should name the individuals assigned to the

Damage control team.
Light rescue team.
Heavy rescue team.
Utility team.
First aid team.
Communications team.

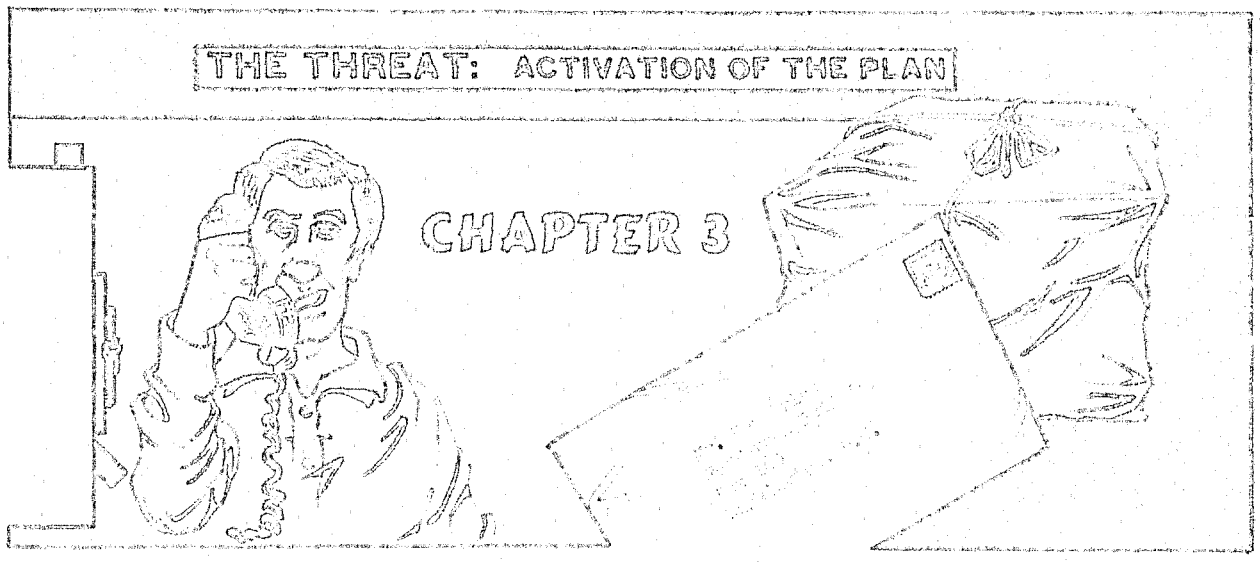
(4) If a bomb explodes, the major problems produced are the treatment of casualties and control of any resulting fires. In cases where a bomb search is in progress, fire and medical personnel and equipment should be on a standby basis outside of the 300-foot evacuation radius.

(5) The possibility of successive detonations should not be overlooked, and the remaining areas of any building or facility should be searched even though one explosion has occurred. Procedures for searching the detonation site for physical evidence should be followed as for any crime scene.

g. Control of Publicity.

(1) *Who will deal with the news media representatives?* The Post Information Officer is the only person who should release information to the press. All other personnel should be instructed not to discuss the current situation with any outsiders, especially the news media.

(2) The purpose of this provision is to insure that the news media be furnished with accurate information and that additional bomb-threat calls are not precipitated by irresponsible statements from uninformed sources.



THE THREAT

A bomb threat may be received by any of the following ways:

A suspicious package through the post.

By written message, delivered through the mail or by messenger.

By telephone, which is the most frequently used method.

a. **Telephone Messages.**

(1) The probability is very small of receiving a warning call that an explosive or incendiary has actually been placed; however, we cannot ignore telephone warnings because there have been instances where a threatening call was not a hoax.

(2) The person making a warning or threatening call could reveal enough information about himself so that the recipient of the call could later identify the caller. There have been cases wherein the caller has described the bombing device, given its location, and stated the time that the device was to be detonated or ignited.

b. **Actions to Take When Warning Call is Received.** It is not operationally feasible to put telephone tracing and recording equipment on all telephone lines going into an installation; therefore, persons likely to receive such calls should be briefed on and trained in the following procedures:

(1) Try to keep the caller on the line long enough to trace the call and to obtain further information.

(2) Record, in writing or by recorder, the exact words of the caller. Attempt to ascertain the location of the bomb, the type of device, what it looks like, and the expected time of detonation.

(3) Attempt to determine the sex, the approximate age, and the mental attitude of the caller; specifically, his reasons or motives for placing the bomb.

(4) Note any background noise that may provide a clue to the caller's location.

(5) Note any accent or peculiarity of speech that may help to identify the caller.

(6) If time permits, ask the caller a question such as *"Who is this calling, please,"* or *"What is your name?"* In some instances, the caller may unthinkingly reply.

(A form similar to the one found at Appendix E, FM 19-30, could be distributed to those persons most likely to receive a bomb-threat call.)

c. **After the Threatening Call.** After the threat has been received, the person who received the call should immediately notify a predesignated individual(s), such as the Bomb Scene Officer, Staff Duty Officer, or the MP Desk Sergeant.

EVALUATING THE THREAT

a. The bomb threat must be analyzed immediately after it is received and, to avoid dangerous delay and indecision, an individual(s) must be predesignated to determine--

how the threat will be evaluated and

who will evaluate the threat.

b. Evaluating the bomb threat will involve primarily assessing the credibility of the message and selecting one of three possible alternatives:

(1) Report the message to proper authorities.

(2) Search without evacuation (overt or covert).

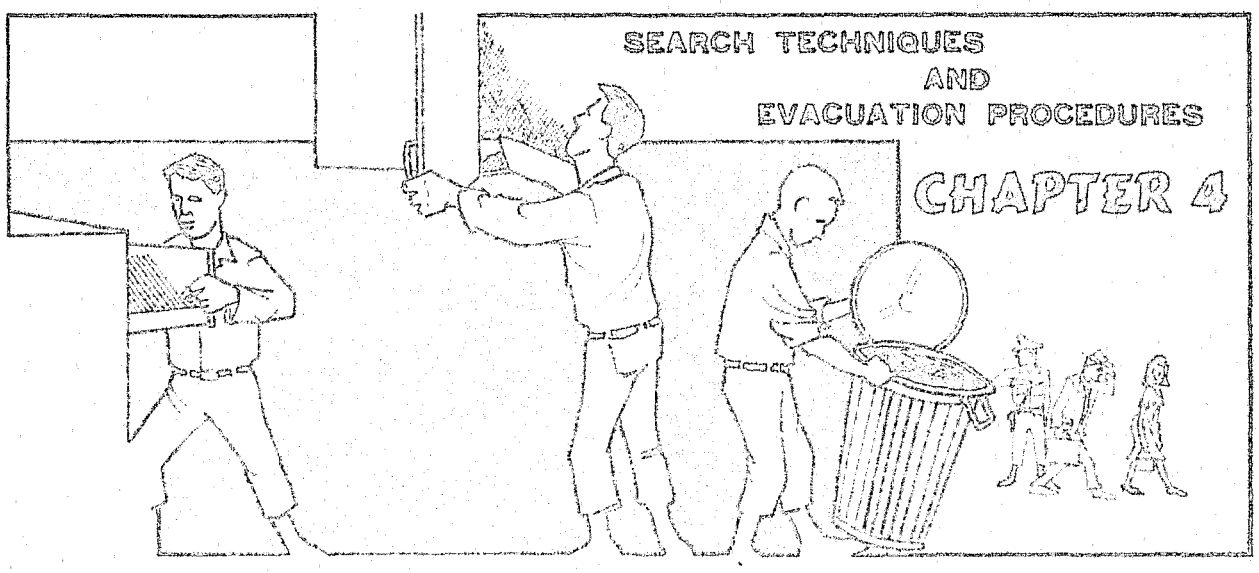
(3) Evacuate and search.

ACTIVATING THE PLAN

When a bomb threat is received, the bomb-threat plan should have been so methodically planned and in such detail that it can be activated simply by a call to a predesignated officer or activity, such as the Bomb Scene Officer, the Staff Duty Officer, or the MP Desk Sergeant.

THE AFTER-ACTION REPORT

A comprehensive after-action report is essential to an investigation of a series of bomb threats. The report should be submitted on DA Form 2496, Disposition Form. A sample format is at Appendix C.



SEARCH TECHNIQUES

GENERAL

a. There are many factors to consider before ordering a search, if you are the commander or Bomb Scene Officer.

Will the search be overt or covert?

Will the search be conducted before evacuation, after evacuation, or without evacuation?

Will the search be conducted by supervisors, occupants, or a special team?

How much of the building will be searched?

A detailed search of even a medium-size building can take from 12 to 24 hours, and moving the furniture and equipment around will cause considerable confusion and inconvenience to the occupants. Since many bombs are activated by some type of watch or clock mechanism, the lapse of time between setting the bomb and receiving the warning usually will leave considerably less than 12 hours of actual search time for a bomb.

b. The extent of any search will be determined by the number of people available to search and the commander's evaluation of the threat. **Remember,** military police do not order searches, evacuation, or reentry into a building after an evacuation. These decisions are all made by the commander or building supervisor concerned.

c. The individual or group of individuals selected to conduct the search must be given special training in systematic search procedures and must be taught to recognize a bomb or explosive device (EOD will assist in this training). The key to a successful search is to be systematic. All searches must proceed in an orderly manner from the starting point throughout the area, with each room being marked or sealed after it has been searched.

EQUIPMENT

Depending upon their area of responsibility, search teams should be equipped with some of the items of specialized equipment listed below.

Standard and Phillip screwdrivers.
Crescent wrench.
Flashlight.
Hand mirror.
Body armor, such as flak vest.
Plastic ribbon, string, or crepe paper for marking searched areas.

SEARCH TECHNIQUES - OUTSIDE

a. Common sense dictates that the search proceed from the outside to the inside, and from the bottom to the top. These principles have resulted from years of practical experience and reduce the risk of injury to both the searchers and the occupants.

b. All phases of the search may be conducted simultaneously, if a large, trained search team is available. If the search team is to be divided, the following breakdown of team members has been found to be effective:

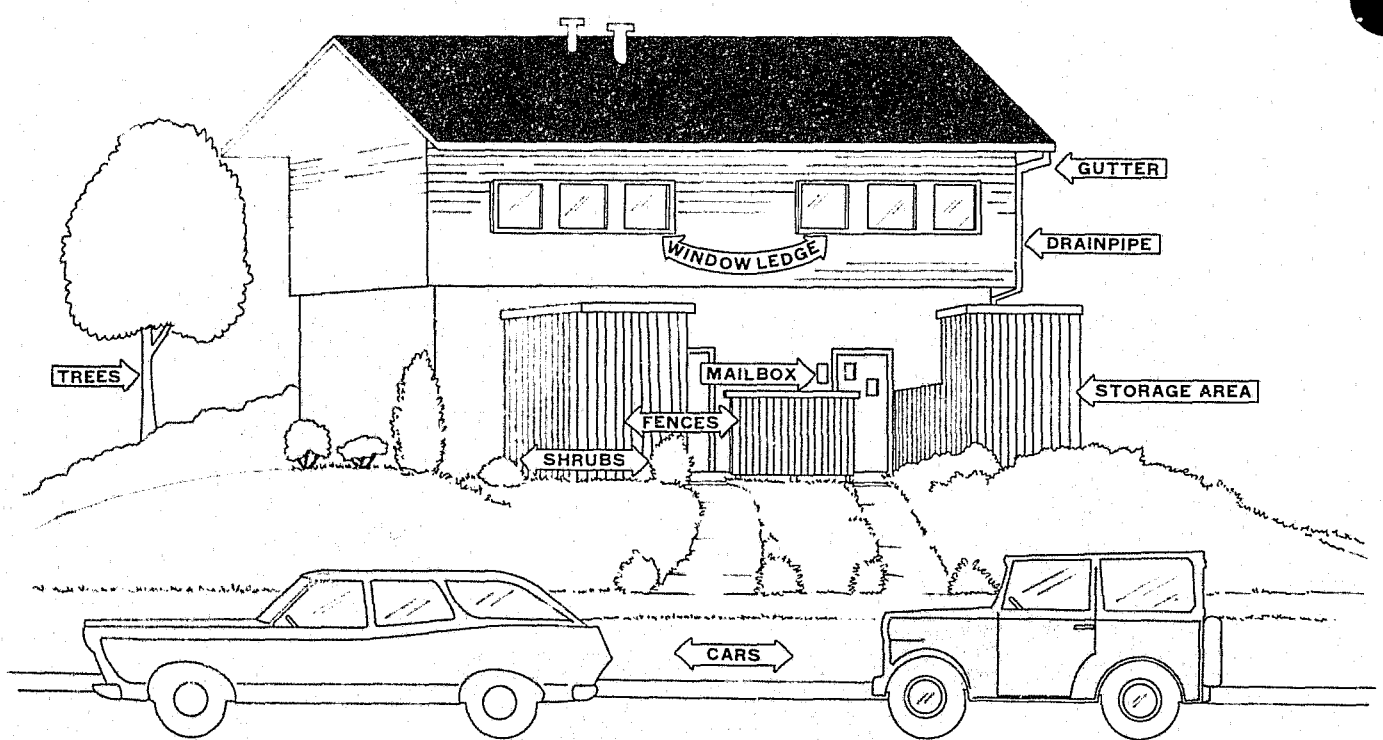
Outside search - 25%
Public areas - 25%
Detailed room search - 50%

The smallest search unit should consist of two men because of the psychological and physical advantages. Two men will conduct a more thorough search and can work together when heavy furniture must be moved.

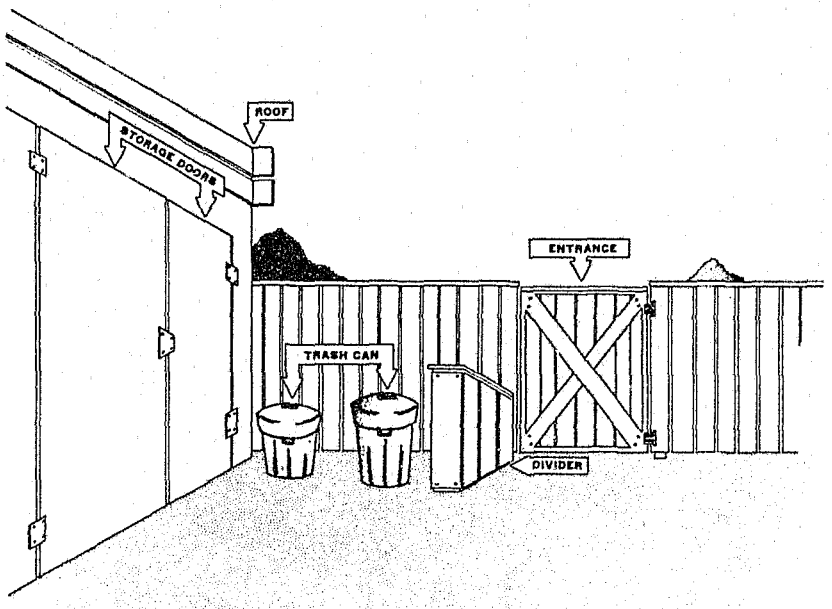
c. The search of the outside of a building is more important because this is the most accessible area to the bomber, especially, during the hours of darkness when many buildings are closed. The outside search pattern begins at ground level and close attention must be given to—

Piles of leaves or refuse,
Shrubbery,
Entrances,
Manholes,
Trash cans, and
Parked vehicles (look, only; suspect vehicles should be searched by EOD personnel).

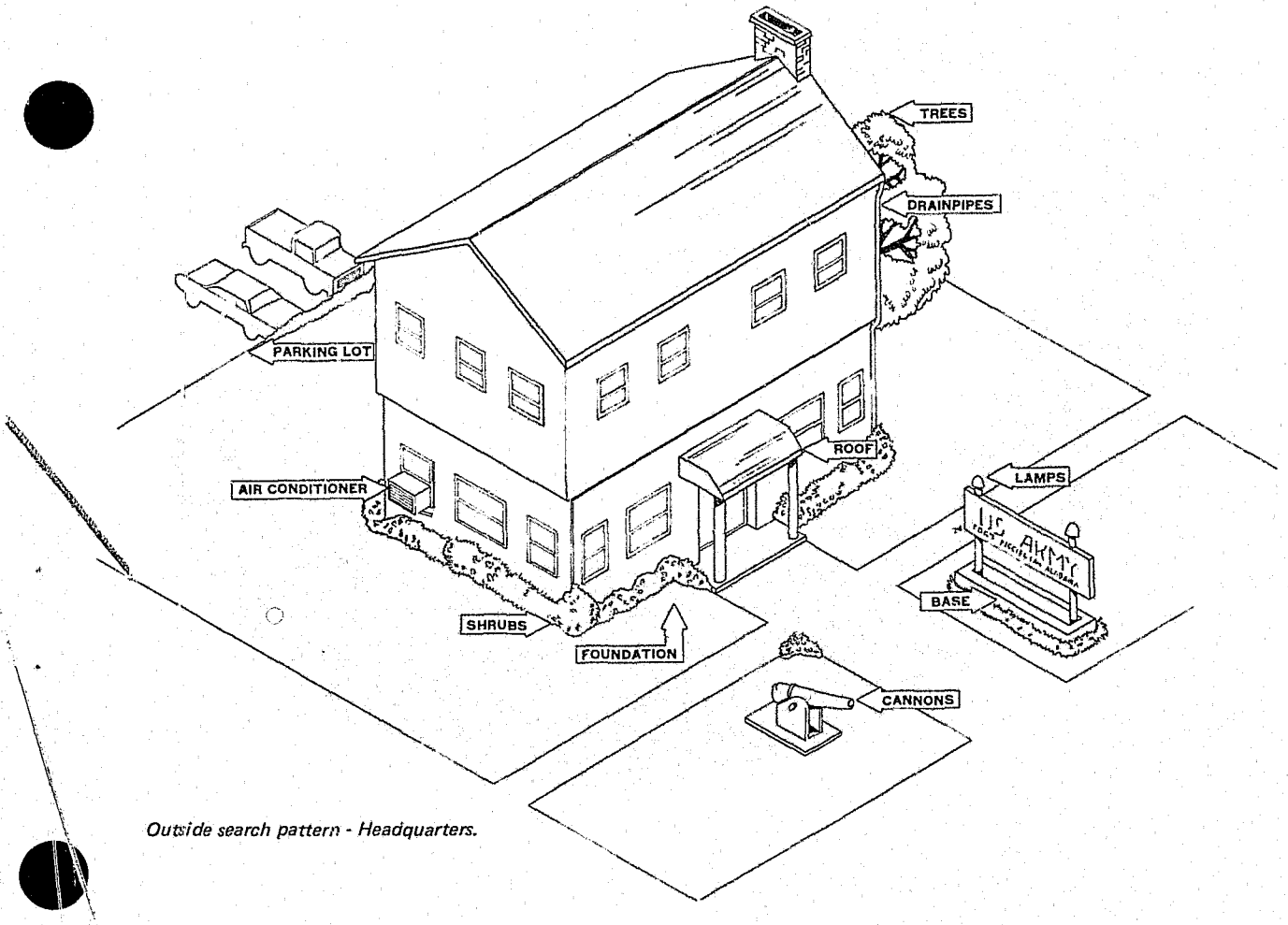
The search should be conducted to a distance of 25 to 50 feet from the building, outward. After completing the ground-level search, return to the building and search window ledges, air-conditioning units, signs, building ornamentation, fire escapes, and the roof. After completing the outside search, members of this team may be added to the inside search team.



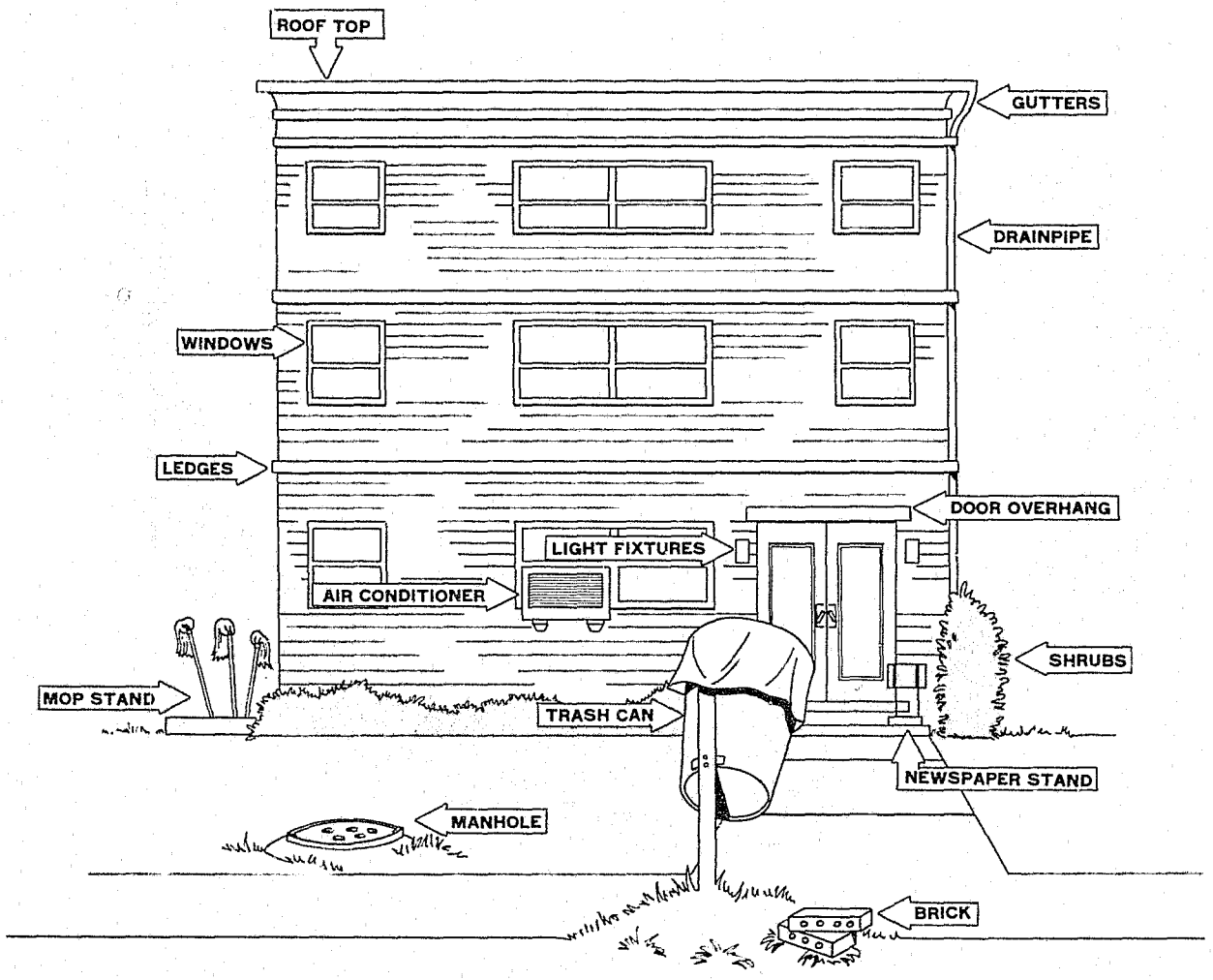
Outside search pattern - Family quarters.



Outside search pattern - Storage area.



Outside search pattern - Headquarters.



Outside search pattern - Troop billets.

SEARCH TECHNIQUES - INSIDE

a. Search of the inside will start with the basement and work toward the top floor. If a separate public-area search team is organized, use building custodial personnel on the team because they are most familiar with the areas to be searched; for example, reception rooms, lobbies, elevators, stairs, custodial closets, and rest rooms. As search teams move throughout the building, each area is marked as it is searched to avoid duplicating the search by other search teams. One method of indicating a "search-completed" area is to tie a piece of string or crepe paper across the door openings.

b. When conducting a detailed room search:

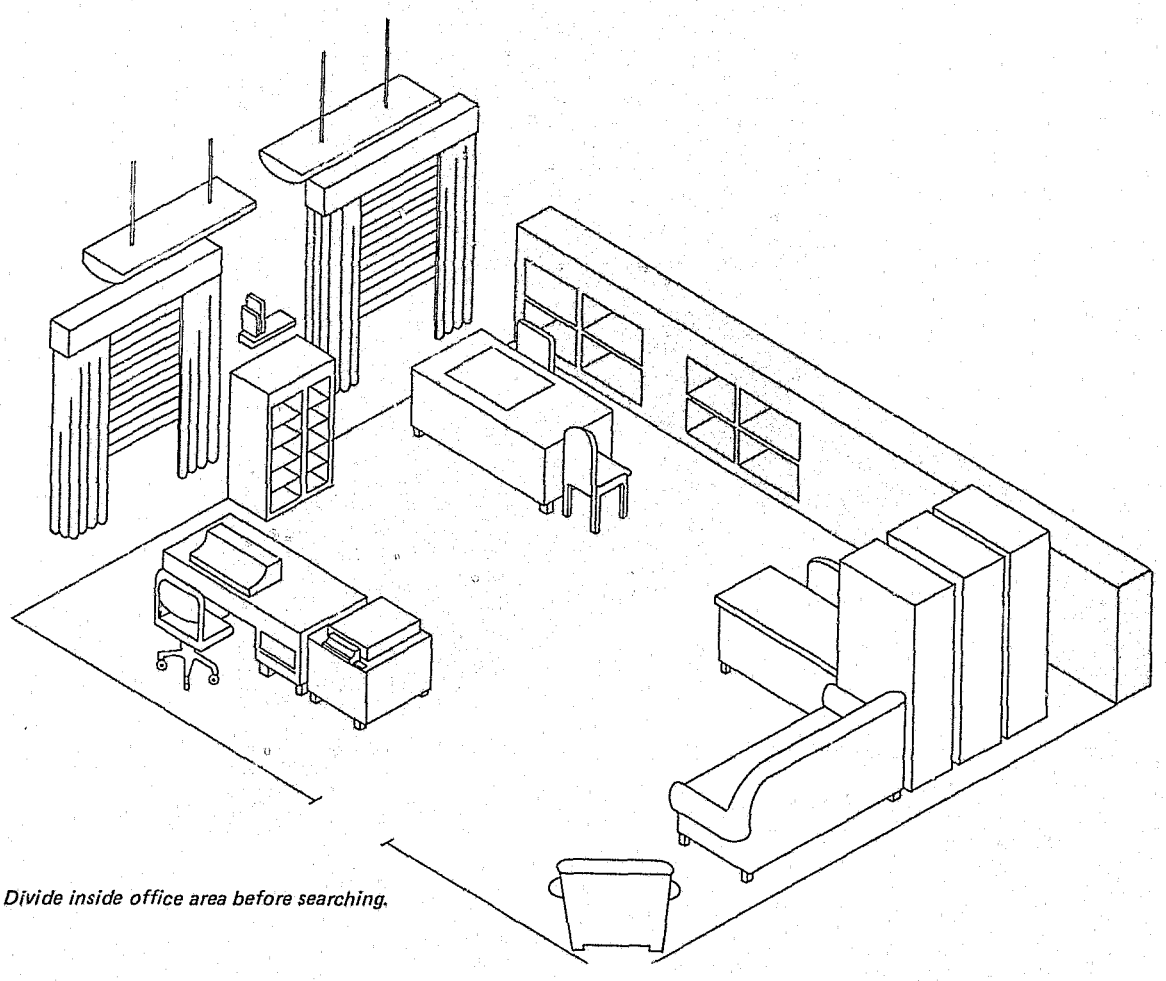
Move into room, stand with eyes closed, and listen. Frequently, clockwork timing devices can be detected without special equipment.

Divide the room into equal parts according to the number of objects to be searched, not the size of the room.

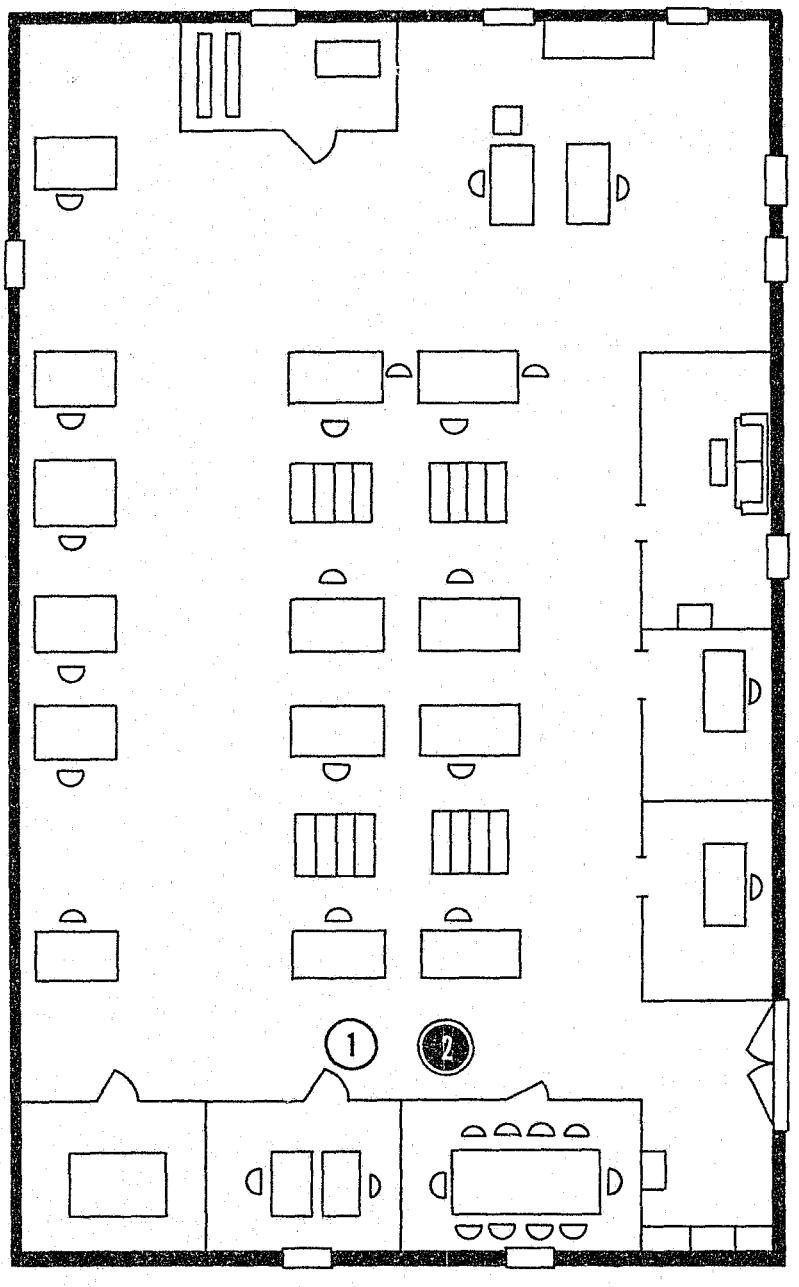
The first sweep of the room includes a check of all objects from the floor to waist level including items built into the wall. This sweep will require the most time and effort because it includes almost all items of furniture, and underneath rugs.

The second sweep, in most cases, will include all items from waist to ceiling. Under some conditions, false ceiling spaces, heating ducts and indirect lighting fixtures may be left for a third sweep.

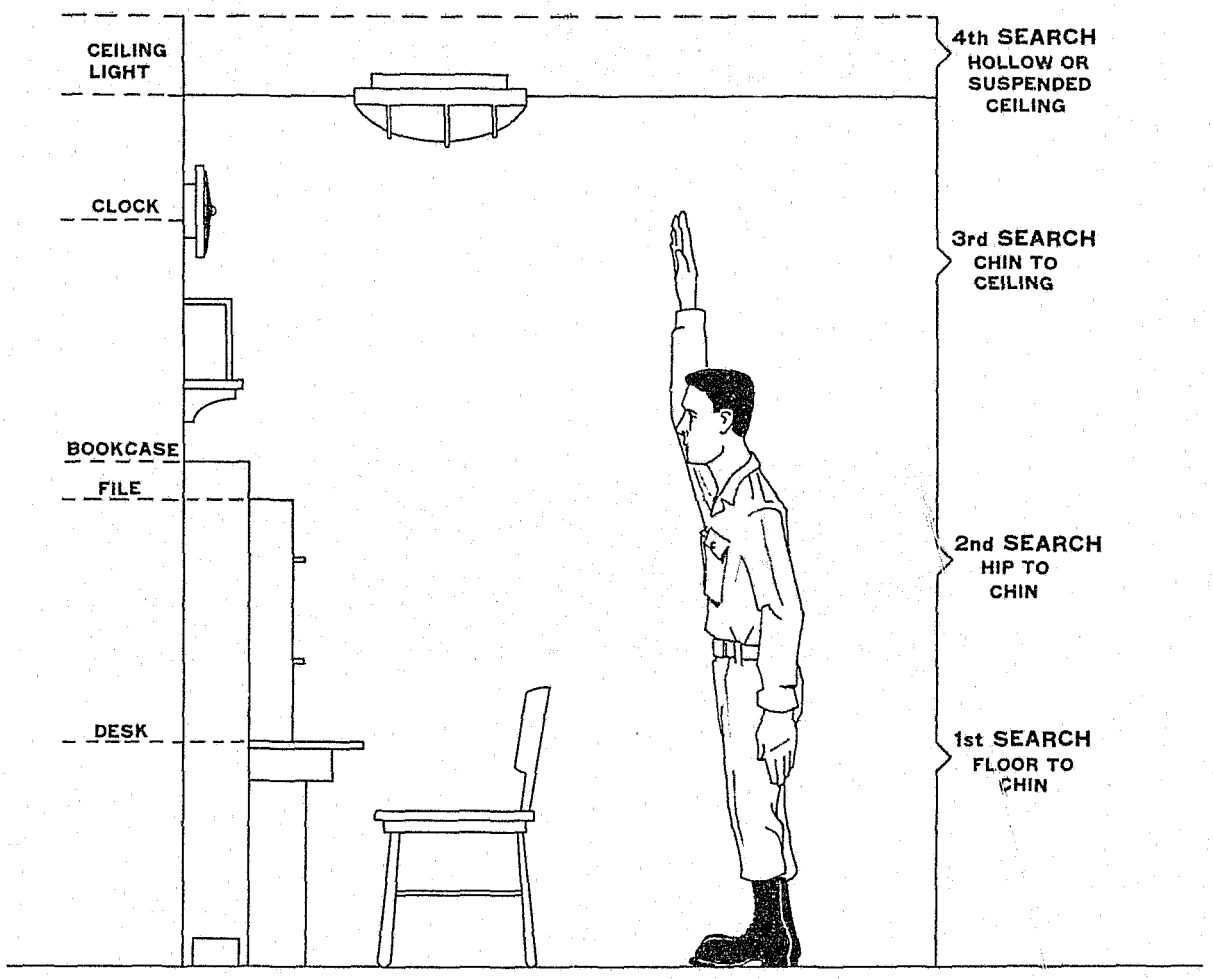
The room search is ended only when the person in charge is satisfied that an adequate search has been made. *Remember the searcher should never say, "There is no bomb." He should only say, "No bomb was found."*



Divide inside office area before searching.



Inside search patterns - Office.



Inside search height levels.

EVACUATION PROCEDURES

FACTORS THAT MUST BE CONSIDERED IN PLANNING

a. In evacuating any building, people must be routed through the most public areas of the building—corridors and stairwells—and these are the areas that are most likely to contain an explosive or incendiary device.

b. Routes of evacuation and priorities for removing people from a building when a bomb threat is received. Routes and priorities established will be based on the type of building and the location of people within the building. Persons to act as guides to lead the evacuation and to control the people during exit must be predesignated and trained.

c. Routes of evacuation and priorities for removing people from a building when a bomb is found. Routes and priorities established will also depend on the type of building and the location of people in relation to the area in which the bomb is located. In multistory buildings, rooms on floors above the danger point and immediately below should be evacuated first. Also, on the same floor, evacuate 3 rooms away on all sides.

d. Before giving the order to evacuate, the commander should consider the following:

The caller - What did he say? Did the caller sound serious in his threats?

Has this been a recurring thing?

Are employees excused from work when such threats are experienced?

Is it possible that this call was precipitated by news reports of other calls?

Will immediate evacuation of the premises expose personnel to greater danger?

What is the size of the building; how many people are involved?

OTHER CONSIDERATIONS

Some of the questions that must be answered and provided for in preparing the bomb-threat plan are:

a. *Who has the authority to order evacuation?* The commander or supervisor of the building concerned. Military police do NOT order evacuation.

b. *Who makes the decision to permit reentry into the building following a search in which no bomb is found?* The Bomb Scene Officer who is in control of the operation. Military police do NOT order reentry to a building.

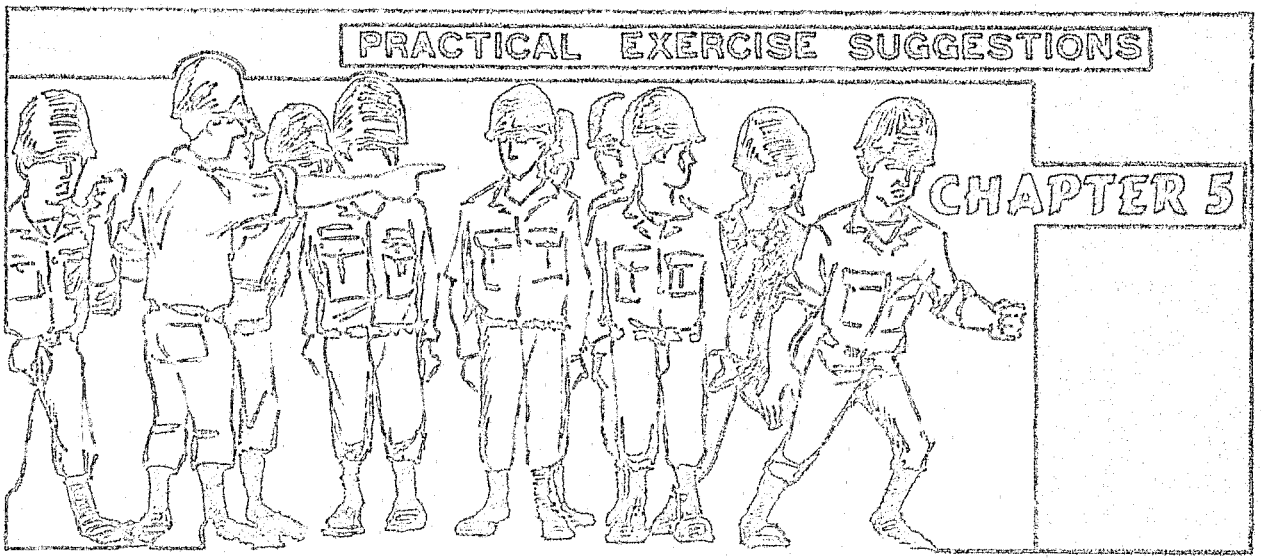
c. *How will evacuation be signalled?* Establish a signal for evacuation and proceed according to the pre-established evacuation plan.

d. *If evacuation is ordered, what procedures will be followed?* Evacuation teams should be designated to guide the occupants out of the area. Alternate evacuation routes must be provided, preferably the same routes used in case of fire.

e. *Who will be part of the evacuation team?* These people should be designated before the incident and thoroughly trained. Areas through which evacuation will proceed should be searched and cleared before evacuation. These include areas inside and outside the threatened building. Public areas are the most likely places for a bomb to be located and are the usual avenues of exit. The evacuation team should be able to control the evacuation and eliminate panic that could lead to injuries.

f. *To what area do you evacuate the occupants?* Occupants should be evacuated to an area at least 300 feet away from the threatened area. It must be emphasized that the 300-foot figure is a minimum. Greater distances are encouraged, if at all possible. In any case, evacuees should be instructed to take cover and shelter from possible fragmentation.

g. *What are the responsibilities of the occupants during evacuation?* The occupants should open all doors and windows. This will reduce the shock effect of the bomb. Electrical units should be unplugged to reduce chance of detonation and to reduce noise for an audio check. Then they should proceed calmly, following the orders of the evacuation team.



PROCEDURE FOR PRACTICAL EXERCISE

After classroom instruction, there should be a practical exercise. The instructor should divide the class into search teams. The practical exercise can be conducted in any type of building in which several bomb devices have been placed. The exercise should emphasize the following points:

Outside to inside, bottom to top search.

Dividing rooms to be searched.

Audio check.

Searching at three of four levels within each room.

Continuing the search after the first bomb is found.

Marking rooms as search is completed.

Communication procedures.

EVALUATING THE PRACTICAL EXERCISE

A critique of the exercise and summary of the course should follow. This checklist will assist the instructor in evaluating efforts of the search team during the exercise:

SEARCH CHECKLIST

Yes	No	
____	____	Were all areas assigned to some member of the search team?
____	____	Was the outside of the building and surrounding area searched?
____	____	Were the assignments to areas based on knowledge of the area?
____	____	Was key control established; were all doors unlocked?
____	____	Did search-team members know their area assignments?
____	____	Did search-team members know their responsibilities when a bomb or suspected bomb was found?
____	____	Were communication procedures established?
____	____	Were proper search techniques followed?
____	____	Was there an audio check?
____	____	Were rooms divided by area?
____	____	Were rooms divided by height?

What actions were taken when a "bomb" was found? _____

_____

_____

What search techniques were used? _____

_____

_____

What method(s) of communication was used? _____

_____

_____

What areas were not searched? _____

_____

_____

APPENDIX A
REFERENCES

GENERAL

a. This appendix is intended to provide a guide to all pertinent published training material, applicable training aids, and desirable facilities to be used by individuals responsible for conducting and supervising training. Text references and training aids obtainable from higher headquarters are not required to be locally available and will not be requisitioned by units. Additional references and directives may augment the references listed below if directed by higher commands.

b. Some of the reference materials and training aids listed may be superseded or changed. Other materials and training aids will be available as they are published or produced. Training supervisors and instructors should consult the following publications (with changes) for current guidance.

(1) DA Pamphlet 108-1, Index of Army Motion Pictures and Related Audio-Visual Aids.

(2) DA Pamphlet 310-1, Index of Administrative Publications.

(3) DA Pamphlet 310-3, Index of Doctrinal, Training, and Organizational Publications.

TEXT REFERENCES

a. Army Regulations (AR).

75-14	Responsibilities for Explosive Ordnance Disposal.
75-15	Responsibilities and Procedures for Explosive Ordnance Disposal.
190-11	Physical Security of Weapons, Ammunition, and Explosives.
190-13	Physical Security.
360-5	Information - General Policies.
380-20	Restricted Areas.
500-50	Civil Disturbances.
500-70	Civil Defense.
606-5	Identification Cards, Tags, and Badges.
700-94	Department of Defense Industrial Defense Program.

b. Field Manuals (FM).

9-15 Explosive Ordnance Disposal Unit Operations.

19-10 Military Police Administration and Operations.

19-15 Civil Disturbances.

19-20 Military Police Criminal Investigations.

19-25 Military Police Traffic Control.

19-30 Physical Security.

TRAINING FILMS (TF).

19-1740 Guarding Against Sabotage (32 min).

19-4183 Physical Security, Part X–Identification and Control (22 min).

DESIRABLE FACILITIES.

Classroom with electrical outlet.

Blackboard.

Projector, 16mm with screen.

Projector, overhead.

Office building, barracks, and family residence.

APPENDIX B

THE NATURE OF THE PROBLEM AND ADDITIONAL RESOURCE MATERIAL

GENERAL

To conduct a bomb-incident-training program, the instructor should first provide some background on the problems created by bomb threats and bombings. Moreover, anyone responsible for implementing appropriate preventive and responsive measures must understand the many possible motives for planning bomb incidents and the variety of techniques used. The first period of instruction should discuss the magnitude of the problem currently posed by bomb incidents, explain some of the reasons for such illegal behavior, and identify those conditions that foster and facilitate threats and bombings.

SCOPE OF THE PROBLEM.

a. It is difficult to compare current levels of bomb-incident activity with past levels. Only recently has an organized method of assembling data on such incidents been established. In response to the current rash of threats and bombings, the National Bomb Data Center (NBDC) was established as an agency of the Management and Research Division of the International Association of Chiefs of Police. Funding for the NBDC was provided by the Law Enforcement Assistance Administration of the United States Department of Justice. The NBDC served as a clearing house for reports of bomb incidents across the nation. The Center categorized and analyzed these reports to determine national bomb incident trends and new bomb construction technology. On the basis of the data collected, the NBDC was able to provide some of the most advanced guidance available for bomb-incident-preventive measures and bomb-threat plans, as well as technical material for training explosive disposal personnel.

b. On 1 July 1975, the NBDC functions and activities were transferred to the Federal Bureau of Investigation, which assumed full responsibility for the operation of the Bomb Data Program. The name, NBDC, was changed to the FBI Bomb Data Program to more adequately reflect the scope of the program.

c. Although few comparisons with past periods can be made, indications are that a significant decrease in bomb incidents has not occurred. Table B-1 shows the NBDC bombing-incident reports for 1972 and 1973 by type of device.

TABLE B-1

NBDC REPORT: BOMBINGS BY TYPE OF DEVICE

YEAR	TYPES OF DEVICE				TOTAL
	Explosive		Incendiary		
	Detonation	No Detonation	Detonation	No Detonation	
1972	714	237	793	218	1962
1973	742	253	787	173	1955

d. The number of bomb threats far exceeds the number of times a bomb is either detonated, ignited, or discovered. Compiling the total number of threats is even more difficult than counting the number of incidents, since threats are not reported to the press or police. For example, for a 6-month period (Jan thru Jun 1972), the NBDC reports that there were 1039 bombing incidents and 11,918 recorded threats. In deciding whether to evacuate a facility upon receipt of a threat, the ratio of threats to actual bomb incidents is certainly one factor to consider. FM 19-30 estimates that 5 to 10-percent of the threats received signal the actual presence of a bomb.

e. While it is feasible to estimate the ratio of threats to incidents, it is difficult to estimate the damage that will be done by bombings. The NBDC summaries attribute to bombings 22 deaths and 187 injuries in 1973, 25 deaths and 176 injuries in 1972. Property damage is listed as $7,261,832 in 1973 and $7,991,815 in 1972 (Table B-2). None of the property damage figures adequately reflects the loss of productivity caused by both bomb threats and bombings nor do they reflect cost in manhours to police, security, and bomb disposal personnel. Moreover, there is no way to measure the fear that people experience when their community or place of work is subjected to an outbreak of bomb threats and bombings.

TABLE B-2
NBDC REPORT: BOMBINGS BY TYPE OF RESULT

	RESULTS OF BOMB INCIDENTS		
Year	Deaths	Injuries	Property Damage
1972	25	176	$7,991,815
1973	22	187	$7,261,832

HISTORICAL PERSPECTIVE

a. Bombs have been the traditional weapons of extremist groups of every political persuasion. Bombs terrorize and precipitate political upheaval. History's most celebrated bomb incident occurred in England in 1605, when a group of conspirators plotted to blow up the Parliament while the King and his chief ministers were present. Twenty barrels of gunpowder wrapped with iron chains were emplaced. The plot was uncovered before any damage occurred. To this day, there is an annual celebration on November 5th when bonfires and fireworks commemorate the date that Parliament escaped destruction ("Guy Fawkes Day," named after one of the conspirators).

b. The United States has a history of famous bomb incidents. In the Haymarket Square riot of 1886, an anarchist's bomb killed seven policemen. The mail delivery of 36 packages containing bombs to prominent industrialists touched off the Red Scare of 1919. Thirty-three persons were killed and two hundred injured by the "Wall Street Bomb" of 1930. More recently, three dynamite blasts demolished a Greenwich Village townhouse in 1970. The townhouse was apparently being used as a bomb factory. In the same month, explosions preceded by telephone warnings occurred in three New York office buildings. Responsibility for the bombings was claimed by a group protesting against the "war profits" of three corporations occupying the target buildings.

MOTIVES FOR BOMB INCIDENTS

Bomb incidents of historical significance have generally been politically motivated. However, it would be a mistake to overlook the other possible motives for bomb incidents when devising preventive measures and bomb-threat plans. There are two basic categories of motives for bomb placement and threats: nonpolitical and political:

a. **Nonpolitical.** Bombing has often been employed as a method for accomplishing homicide, intimidation, harassment, and revenge. Explosions and fires can be used to put a competitor out of business, or to strike at management in a labor dispute. Bombings and threats have been employed to assist in committing crimes by creating a diversion, or by destroying evidence at the crime scene. The use of a bomb threat, combined with an ultimatum demanding a ransom, reached alarming proportions in 1972 when commercial aircraft were frequent targets for destruction. A significant number of bomb incidents has been attributed to malicious destruction and personal animosity. Many bombings or threats, whether nonpolitical or political, are rooted in the psychological disorders of the perpetrator.

b. **Political.**

(1) Some bombings are designed to stop or impede a government operation; thus, the bombing of a government office may have the desired effect of destroying official records and interrupting operations. Other bombings are conducted to demonstrate opposition to a political cause for which the bomb target is a symbol. The bombing, or threat, attracts the publicity that a group might otherwise be unable to obtain. Frequently, a bombing serves the dual purpose of interfering with an activity and calling attention to political opposition to that activity. The threat preceding such a bombing is often designed to prevent personal injury, which would alienate potential supporters, and to publicize the perpetrator's views. The actual detonation is necessary to demonstrate the strength of a group's dedication to particular views, and its determination to bring about change by any means.

(2) The most serious form of political bombings are those bombings planned as a part of a campaign of terror. The aim of such a campaign is to induce fear in the populace and to make the people lose faith in their government. A terror campaign may also be designed to precipitate a crisis, which many groups feel is a necessary precursor to any significant change of conditions. The bomb is the ultimate weapon of terror because it can inflict great damage, injury, and death at any time in almost any place. The public's fear of an unseen menace is a potent psychological tool. Bombings and threats are also very contagious, and the efforts of one group may be taken up by other groups or individuals with political or nonpolitical motives. In New York City, for example, there were about 400 reported bomb threats in the 48-hour period following the war protest bombing of 3 Manhattan office buildings. Although there were few antiwar bombings in the last 2 years, Army installations remain a high-visibility target for politically-motivated bombings and bomb threats.

c. **Summary of Bomb Incidents by Motive.** The predominant motives for bombings have only recently been reflected in compilations of data. Table B-3 shows the NBDC summary of bombings by motive for 1972 and 1973.

TABLE B-3
NBDC REPORT:
SUMMARY OF BOMBINGS BY MOTIVE

BOMBINGS BY TARGET

	1972		1973	
TARGET	Number	Percent*	Number	Percent*
Residence	573	29	582	30
Commercial buildings	511	26	461	24
Vehicles	240	13	226	11
Schools	188	10	179	9
Open areas	113	5	80	4
Military facilities	63	3	28	1
Public safety	60	3	94	5
Public buildings	34	2	31	2
Other government property	27	1	25	1
Telephone facilities	27	1	26	1
Recreation facilities	27	1	33	2
Transportation facilities	24	1	61	3
Utilities	21	1	26	1
Persons	17	<1	38	2
Newspaper facilities	1	<1	2	<1
TOTAL	1962	100	1955	100

* *<1 = less than 1%*

d. Summary of Bomb Incidents by Target.

(1) During the late 1960's, nearly 1 incident in 10 involved a Federal facility. Figures for 1971 indicate that there were 207 bomb incidents involving Army installations and, of these, 202 were threats unaccompanied by bombs. Figures for 1972 and 1973 provided by NBDC indicate that civilian and government public-service organizations continue to be targets of bombings (Table B-4).

TABLE B-4
NBDC REPORT:
SUMMARY OF BOMBINGS BY TARGET

BOMBINGS BY MOTIVE

	1972		1973	
MOTIVE	Number	Percent*	Number	Percent*
Malicious destruction	728	37	683	35
Personal animosity	573	29	764	39
Anti-"Establishment"	138	7	100	5
Labor disputes	90	5	89	5
Antiwar	58	3	7	<1
Political	35	2	21	1
Money	33	2	44	2
Civil rights	32	2	20	1
Extremist	27	1	21	1
Racketeering	23	1	12	<1
Foreign political	19	1	7	<1
Antireligion	6	<1	5	<1
Suicide	2	<1	4	<1
Other	82	4	39	2
Unknown	120	6	139	7
TOTAL	1962	100	1955	100

* <1 = less than 1%

(2) Recent radical literature has condemned the old tactic of using mass demonstrations to disrupt government activities, since this form of conduct produced only temporary disruption at the price of high arrests. Bombing and harassing threats are now advocated as a preferable tactic because these actions require fewer people and less organization, entail fewer arrests, and produce much greater damage to government operations.

e. Psychological Aspects. Several factors of individual and group psychology indicate why bombing is especially attractive to extremist organizations. First, bombs have been associated historically with revolution, anarchy, and subversive conspiracy. Second, the planning, construction, and execution can give a group satisfying feelings of conspiracy, danger, action, drama, heroism, and a revolutionary flair. In the words of the NBDC, "Bombing offers a psychologically rewarding, simple, and relatively safe instrument of depersonalized violence, with great potential for terror and publicity."

PREREQUISITES FOR BOMBING.

Once a person or group has a motive to employ bombs, there are three basic conditions that must be satisfied before there actually can be a bomb incident. The would-be bomber must have the know-how to make and detonate explosives; he must have access to explosives or the raw materials from which explosives can be made; and he must have the opportunity to emplace bombs at desired targets. The threat of bombs is great today because each of these prerequisites can usually be satisfied.

a. Know-How.

(1) A great deal of knowledge about bombs can be obtained today without much difficulty by almost anyone. The United States Army publications listed below are principal sources of useful information to the bomber and are available at used book stores.

FM 31-20	Special Forces Operational Techniques
FM 21-50	Ranger Training and Operations
FM 19-30	Physical Security
FM 5-13	Engineer Soldier's Handbook
FM 5-25	Explosives and Demolitions
FM 20-32	Landmine Warfare
ST 31-180	Special Forces Handbook

(2) Drawing from military and commercial publications, extremist groups have distributed their own guides. These guides furnish information about the manufacture and placement of bombs and encourage readers to use this know-how against targets of political significance.

(3) Commercially published books are another source of know-how. The classic work is Lenz's *Explosives and Bomb Disposal Guide*, which was originally written to educate police bomb disposal personnel. The Anarchist Cookbook by William Powell provides recipes for explosives, the know-how to make a variety of bombs, fuses, and booby traps, and guidance as to where these devices can be placed to do the most harm to many types of targets.

(4) Given our society's commitment to freedom of speech and the ease with which any information can be disseminated, an attempt to reduce bomb incidents by restricting know-how will probably not be very successful.

b. Access to Explosives.

(1) Much of this material is obtained by theft. A Senate Permanent Subcommittee study indicates that between January 1969 and May 1970, 31,370 pounds of explosives, 94,018 blasting caps, and 101,540 feet of detonation cord or fuse were stolen. The above figures do not include theft of other explosive devices such as 304 M14 anti-personnel mines, stolen from a test range operated by a private research institute. The most common targets for these thefts are construction sites. Military installations are another source of explosives. In 1969, for example, 11,000 feet of detonation cord and 16,000 blasting caps were taken from an Army Corps of Engineers project, and 206 pounds of explosives, 2,230 feet of fuse and detonation cord, and 38 blasting caps were stolen from an Air Force base.

(2) In some places, explosives can be so easily purchased that theft is not necessary. Laws governing the sale and possession of explosives vary in stringency from state to state. Title XI of the Organized Crime Control Act of 1970 makes Federal crimes out of several acts, including:

Interstate transport of explosives to cause property damage, injury, or death.

Use of explosives to damage any Federal buildings.

Use or carrying of explosives during the commission of a felony.

Use of explosives to damage buildings, property, or vehicles used in interstate or foreign commerce.

Making a bomb threat through the use of an interstate instrument, such as the mail or telephone system.

(3) The Control Act of 1970, which is enforced by the Treasury Department and the Federal Bureau of Investigation, establishes a licensing and regulating procedure for the sale, possession, and storage of explosives when sufficient interstate contacts exist. Tougher laws do interfere with the would-be bomber's access to explosives but, remember, explosives can be made at home from readily obtainable chemicals by following the simple instructions set forth in guides like *The Anarchist Cookbook*.

c. Access to Targets. Unfortunately, the places where bombs are most effective for achieving the bomber's political or nonpolitical motives are usually the places that are hardest to secure because of regular public access or throughfare. Relatively small amounts of explosives can do tremendous amounts of damage, especially, if the explosives are strategically placed. It is, therefore, not difficult to camouflage or conceal a bomb.

SUMMARY

Since there are ample motives for bombing, and since those possessing such motives have access to know-how, explosives, and a variety of targets, the problem posed by bombs should not be underestimated. Indeed, the existence of these conditions lends credibility to bomb threats. When credibility is high, a bomb threat can disrupt almost as effectively as an actual bomb, while creating far fewer risks for the person who makes the threat.

APPENDIX C
SAMPLE AFTER-ACTION REPORT

DISPOSITION FORM

For use of this form, see AR 340-15; the proponent agency is The Adjutant General's Office.

REFERENCE OR OFFICE SYMBOL	SUBJECT
AGXX	Bomb-Threat Incident/Accident Report

TO Post Commander FROM Bomb-Scene Officer DATE 4 Jul 75 CMT 1

PART I: BOMB THREAT

1. NATURE OF INCIDENT.

   a. Who received call?

   b. Where was call received?

   c. Telephone number of line to which call was made.

   d. Date and time of call.

   e. What caller said and the response of receiver, if any.

   f. Was caller male or female? Approximate age of caller.

   g. Any unusual speech characteristics of the caller such as accent, dialect, or lisp.

2. ACTION TAKEN.

   a. Who was notified immediately after call was received?

   b. Time of evacuation, if applicable.

   c. Search techniques employed.

   d. What was discovered, if anything?

   e. If there was an evacuation, at what time did personnel reenter the building?

PART II: INCIDENT OF BOMB DISCOVERY

1. NATURE OF INCIDENT.

   a. How was bomb discovered?

   b. Place of discovery.

   c. Who discovered it?

DA FORM 1 FEB 62 2496 REPLACES DD FORM 96, EXISTING SUPPLIES OF WHICH WILL BE ISSUED AND USED UNTIL 1 FEB 63 UNLESS SOONER EXHAUSTED.

☆ GPO: 1972 769-271/1049

AGXX 4 Jul 75
SUBJECT: Bomb-Threat Incident/Accident Report

PART II (continued).

d. Date, time of discovery.

e. Was it established that only one bomb existed?

f. Description of the device.

PART III: INCIDENT OF BOMB DETONATION

1. NATURE OF INCIDENT.

a. Where bomb exploded.

b. Date and approximate time of explosion.

c. Who reported incident/

2. ACTION TAKEN.

a. What members of the search and EOD teams arrived on the scene? About what time?

b. How were the injured, if any, treated/evacuated?

3. OUTCOME.

a. Extent of property damage, if known.

b. Was building secured for further investigation?

c. Number of persons killed or injured.

4. ADDITIONAL INFORMATION.

Give color and description of sound of explosion, if observed.

2

APPENDIX D
SUGGESTED TRAINING SCHEDULE AND LESSON PLANS

FIRST PERIOD

Task

Understand the bomb-threat problem.

Objective

The student will be able to discuss the increasing seriousness of bomb threats and bombings to the US government and its institutions, the motives for bombings, and why this course of action is so attractive to extremist organizations.

NOTE FOR INSTRUCTOR: For text reference, use App B of this TC; provide for classroom or other training area; you will need a blackboard, overhead projector, 16mm projector and screen, and TF 19-1740.

Lesson Outline

Define terms:

- Bomb
- Bombing
- Bomb threat
- Bomb incident
- Bomb-incident-preventive measures
- Bomb-threat plan

Explain and discuss:

- Historical perspective.
- Scope of the problem to include recent increase in bombings.
- Motives for bombings.
- Types of targets.
- Attraction of bombing to extremist organizations.
- Prerequisites for bombing.

Summarize the lesson.

SECOND PERIOD

Task

Conduct preplanning and prepare the bomb-threat plan.

Objective

The student will be able to discuss preventive measures and physical security precautions; will be able to enumerate the preplanning requirements; will **PREPARE AN EFFECTIVE BOMB-THREAT PLAN.**

NOTE FOR INSTRUCTOR: For text reference, use App B of this TC and FM 19-30; provide for classroom or other training area; you will need a blackboard, overhead projector, 16mm projector and screen, and TF 19-4183.

Lesson Outline

Review prerequisites for a bombing.

Explain and discuss:

- Physical security precautions and preventive measures as a deterrent to bombings.
- Liaison with Federal/local law enforcement agencies to keep abreast of threat trends.
- Coordination with EOD units and fire departments.
- Coordination with IO.
- Emergency Operations Center.
- Building inspection.
- Communications/restrictions.
- Training search and evacuation teams and employees.

Prepare bomb-threat plan—include

- notification procedures, activation of EOC and communications, evacuation, search, disposal, detonation, damage control, after-action report.

Summarize lesson; critique

- practical exercise.

THIRD PERIOD

Task

React to bomb threat.

Objective

The student will take the proper actions upon receiving a bomb threat.

NOTE FOR INSTRUCTOR: For text reference, use App B and Ch 3 of this TC and FM 19-30; provide for classroom or other training area; you will need a blackboard, overhead projector; 16mm projector and screen; and TF 19-4183.

Lesson Outline

Discuss methods by which a bomb threat may be received.

Explain and discuss:

- Telephone threat procedures.
- Evaluation of the threat.
- Factors to consider in evacuation.
- Notification and evacuation of work force.
- Search techniques.
- Actions to take if suspected bomb is found.
- Responsibility of EOD and of the military police.
- Release of information to the news media.

Summarize the lesson.

FOURTH PERIOD

Task

Practical exercise and evaluate.

Objective

Students will activate a bomb-threat plan and perform all assigned functions effectively.

NOTE FOR INSTRUCTOR: For text reference, use Chapters 3 and 4 of this TC and FM 19-30; provide a building or room to be searched and packages containing simulated bombs.

Lesson Outline

Activate a bomb-threat plan,

with all preassigned and trained individuals performing required functions to include search and evacuation procedures and preparing an after-action report.

Critique the actions.

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TC 19-5

20 August 1975

FRED C. WEYAND
General, United States Army
Chief of Staff

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