

Contingency
Planning -
Bomb Threats

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**U.S. POSTAL SERVICE
Washington, DC 20260**

**Contingency Planning--Bomb Threats
Publication 159-C**

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1. EXPLANATION

This is a complete revision of Transmittal Letter 1 (TL-1) of Publication 159-C, *Contingency Planning for Bombings, Bomb Threats, and Bomb Scares*. This publication provides guidelines to postmasters, officers-in-charge, and other installation heads in preparing contingency plans for bombings, bomb threats, and bomb scares.

2. DISTRIBUTION

- a. **Initial.** An initial distribution of Publication 159-C is being made to all Regional Postmasters General, Regional Chief Inspectors, Postal Inspectors, postmasters, officers-in-charge, and other installation heads—including those in charge of stations and branches.
- b. **Additional Copies.** Additional copies are restricted to those listed in (a) above. Copies may be ordered by written request to:

Chief Postal Inspector
Attn: Office of Criminal Investigations
U.S. Postal Service
Washington, DC 20260-2186

3. RESCISSION

This revision obsoletes Publication 159-C, TL-1(dated 9-30-80). Destroy all copies of TL-1.

4. PROTECTION

This publication contains information that must be restricted to those postal officials who have an *official need to know* its contents. It must be kept in a locked drawer or filing cabinet when not being used. Managers on the distribution list are accountable for its protection and dissemination to subordinates. No portion of this document may be reproduced without authorization from the Chief Postal Inspector.

5. EFFECTIVE DATE

This publication is effective upon receipt.



Jim Finch
Deputy Postmaster General

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CHAPTER 1 POLICY

110 EXPLANATION

The concept of civil disturbance has included threatened and actual bombing of government and industrial facilities. Despite the range of variables between a threat and an actual bombing, we must never lose sight of our basic objective to ensure the safety of all Postal Service personnel, as well as customers and visitors on postal premises. It must be stressed, however, that the manner of constructing a bomb or incendiary device is limited only by the ingenuity of the perpetrator, and no definite procedure can be used in every instance to cope with all situations.

120 OBJECTIVES

121 Purpose

This handbook contains guidelines and instructions for postmasters, officers-in-charge, and other postal installation heads in the development and maintenance of a contingency plan for their particular facility in the handling of bombings, bomb threats, and bomb scares.

122 Scope

These instructions are necessarily broad in scope because of the different sizes of postal facilities and the wide range of possible situations that may occur. They are intended to serve as a guide in the preparation of a contingency plan and may be modified to meet individual facility requirements.

CHAPTER 2

ADVANCE PLANNING

210 REVIEW AND GUIDANCE

211 Top Staff

Installation heads must review these instructions with members of their top staffs and with all station and branch superintendents. They must furnish leadership and guidance necessary to review, update, or develop a contingency plan for handling bomb threats in each postal facility including postal data centers, airport mail facilities, mail bag depositories, stations and branches, etc.

212 Tour Supervisors

Ensure that specific supervisors on each tour and in each work area are familiar with and understand the operation of the contingency plan for their facility. They must have readily available the names and telephone numbers of appropriate Inspection Service personnel, law enforcement authorities, military explosive ordnance units, or other bomb disposal squads.

213 Telephone Procedures

Instruct all personnel who normally receive telephone calls from the general public on the telephone procedures specified in Chapter 4.

214 Employee Safety

Establish and enforce strict procedures for control of personnel going into work areas. Ensure that doors/access ways to such areas as boiler rooms, computer areas, switchboards, elevator machine rooms, janitor closets, etc., are securely locked when not in use.

215 Publicity Precautions

Avoid publicity of any kind as this tends to generate additional threats. Under no circumstances may the identity of assisting bomb disposal units or technicians be disclosed.

216 Bomb Holding Area

Select one or more areas in advance to which a bomb could be taken by the bomb disposal unit to be disposed of without undue danger to personnel, buildings, or equipment. This may be the back platform, isolated area of parking lot, etc. Predetermine the best route to the holding area from various locations within the building.

220 MULTITENANT BUILDINGS

221 Coordination

In General Services Administration controlled buildings, or other multitenant buildings that are partially occupied by postal operations, cooperate with the GSA Administrator, or other agency having primary jurisdiction, in developing a contingency plan for the overall building. The plan must be specific as to who has the final say on the evacuation of areas occupied by different tenants, and the routes of evacuation.

222 Separate Plans

Even though an overall building plan is developed, it is imperative that the postal facility and employees are protected through a separate postal contingency plan that has been coordinated with the overall building plan. Both plans must identify the person responsible for the entire building; the person responsible for notifying building tenants and organizing search teams; and the person who will notify the local Postal Inspector or Inspector in Charge, local law enforcement authorities, and appropriate Regional officials.

CHAPTER 3 RESPONSIBILITY

310 INSTALLATION HEAD

311 Notification

When installation heads receive threats or warnings about bombs in their buildings, they must immediately notify the:

- a. Local Postal Inspector or Inspector in Charge.
- b. Local law enforcement authorities.
- c. Appropriate Regional officials.

312 Evacuation/Re-entry

The installation head makes the decision as to evacuation and re-entry. The advice of the Inspection Service, local law enforcement authorities, and Army explosive ordnance detachment, when summoned, is given strong weight in making these decisions.

313 Explosion

In the event of an explosion, promptly evacuate all or pertinent areas of the building and call for necessary emergency assistance from the fire department, rescue squad, or local law enforcement officials; then, immediately notify the Inspection Service and appropriate Regional officials. Cordon off the scene and allow no one, except those rendering first aid or related emergency assistance, to enter or remove any material unless authorized by the Postal Inspector. Closely coordinate these instructions with the local Postal Inspector, who will be responsible for investigating the explosion.

320 INSPECTION SERVICE

Postal Inspectors have primary responsibility for the investigation of bombs in the mails or in postal facilities and for the investigation of related threats. Assistance of other agencies should be requested when needed, but Inspectors are expected to respond promptly, taking charge of the investigation in all instances.

330 POSTAL SECURITY FORCE

The Inspector in Charge is responsible for the general supervision and administration of the Postal Security Forces assigned to facilities within his division. The security force personnel are assigned specific responsibilities and functions under the contingency plan, particularly for searches, evacuation, and protection of the scene and evidence. The postmaster coordinates the anticipated assignment of security force responsibilities with the Inspection Service.

340 OTHER EMPLOYEES

Notification of bomb threats or related acts may also be relayed through newspaper offices, radio stations, police departments, FBI, or other sources. Bomb threats are sometimes received in person by window clerks, custodial employees, elevator operators, or others. All threats must be immediately reported to predesignated supervisors, who ensure that the postmaster, local Postal Inspector or Inspector in Charge, local police, and appropriate Regional officials are notified.

CHAPTER 4

TELEPHONE PROCEDURES

410 GUIDELINES

Installation heads instruct all personnel who normally receive telephone calls from the general public regarding bombings, bomb threats, and bomb scares. Personnel are instructed to comply with the following procedures:

- a. Keep the caller on the line as long as possible. Ask the caller's name. Ask the caller to repeat the message. Record every word spoken by the person making the call. Record time call was received and terminated.
- 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 that the detonation of a bomb could result in death or serious injury to many innocent people.
- d. Listen for any strange or peculiar background noises, such as motors running, background music and the type of music, and any other noises that might give even a remote clue as to the place from which the call is being made.
- e. Determine whether the voice is male or female; listen for accents and speech impediments.
- f. Immediately after the caller hangs up, report all the above information to the person designated by the installation head and write a memo detailing the episode.

420 CALL CHECKLIST

To assist employees in obtaining as much information as possible and to establish uniform reporting procedures, keep a checklist near each telephone normally used for incoming calls from the public. Caution the employee receiving the call not to discuss the threat with other personnel to avoid undue rumor and alarm. (See Exhibit 420.)

THREATENING CALL CHECKLIST

Time call was received:

Time caller hung up:

Exact words of person who called:

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?

Persons (receiving) (monitoring) call:

Dept.:

Telephone No.:

Home Address:

Home Telephone No.:

Date:

Exhibit 420

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:

CHAPTER 5

FACILITY EVACUATION

510 PRIORITY

Postal policy demands total concern for the safety and lives of those in the building under threat. The safest general procedure is the evacuation of all or relevant areas of the building. Despite this generality, an option not to evacuate may be made when sound, local judgment and experience reflect there is no real threat. When evacuation is necessary, the civil defense or fire drill technique is used. Once empty, the building is not reoccupied until a search has been completed and any suspected item has been removed or declared safe by the bomb disposal unit.

520 EVACUATION PLAN

Establish an evacuation plan with particular attention to priority of routes of evacuation based on the building design and location of personnel within the building. Designate specific supervisors to control evacuation from specified areas of the building. Provide for securing *in place* all fixed credits, accountable mail, etc., and removing personnel to a safe distance from the building. The normal procedure in case of fire is to close all doors and windows. In evacuations due to bomb threats, leave all windows and doors open, if feasible, to minimize damage in the event of an explosion. Prior to evacuation, search the route people will use to evacuate the building. Once this is accomplished, the building can be evacuated.

530 EVACUATION TRAINING

The supervisors designated to control the evacuation must be trained in the specifics of vacating the building under conditions of a bomb threat. Hasty evacuation can endanger more lives through panic than would an actual explosion. Specific personnel must be directed to particular staircases. Do not use elevators. Search the entire evacuation route, including stairways, before evacuation. Stairways are generally public areas and thus more likely to be where a bomb is placed. (It follows that personnel using these stairways to leave the building may be exposing themselves to greater danger than they would had they remained in their offices.) Training techniques are usually available from police, fire, or other units within the community.

540 EVACUATION DECISION

The installation head, or senior supervisor on duty, makes the decision whether to evacuate all or relevant parts of the installation, based on information available and the advice of the local Postal Inspector and law enforcement authorities. Before vacating the facility, the validity of the threat should be evaluated. Among the factors to be considered are:

- a. The source of the threat.

- b. Whether this is the first time a threat has been directed at this facility or whether there have been repeated threats, searches, and evacuations of this facility.
- c. Whether employees are excused from work because of threats.
- d. Whether a first bomb threat, followed by evacuation, possibly precipitated another bomb call.
- e. The size of the building, number of occupants, type of occupancy, and locale.

CHAPTER 6

SEARCH AND DISCOVERY

610 SEARCH TEAMS

611 Appointment

The postmaster or officer-in-charge designates search teams (two people per team) and assigns specific areas for each team to search. At least one member of the team should either occupy or be familiar with the search area assigned. The teams should consist of volunteer employees selected in advance, members of the postmaster's staff, supervisors, or members of the Postal Service Security Force. It is essential that each team member understands the assignment and responds promptly when called upon. Time and thoroughness are of the essence.

612 Training

The amount of training and specific items to be covered must be determined locally. Search team members must be thoroughly familiar with all hallways, restrooms, stairways, false ceiling areas, and every other conceivable location in the building where an explosive or incendiary device might be concealed. The search teams must be thoroughly trained and thoroughly familiar with the floor plan of the building and immediate outside areas. The training must include details for communicating with the individual in charge of the search (control center), evacuation notices in event a device is located, and evacuation routes. Training in search techniques is usually available from police, fire, military ordnance, or other units within the community. Time required for training purposes is charged to the training accounts for the particular crafts involved, if the work hours involved are sufficient to warrant adjustment.

613 Equipment

Team members should be equipped with a flashlight. They should know where empty mail bag equipment is stored in the event it is needed to isolate a suspect object. Arrangements should be made for search teams to have access to keys to all areas of the building during an emergency. A rapid two-way communication system should be established, possibly through the use of existing telephones. (CAUTION: The use of radios during the search can be dangerous. The radio beam could cause premature detonation of an electric initiator-blasting cap.) Bomb suppression blankets have been assigned to some Postal Service Security Force Units. If this equipment is available, its use should be considered in preparing a contingency plan.

620 PROCEDURES

The search for a bomb, when its location is unknown, must begin from the outside of the building and work in. Storm gutters, window ledges, bushes, trees, platforms, and wastepaper cans adjacent to the buildings are among the items to be checked. The search of the interior begins with areas accessible to the public

(hallways, restrooms, lobbies, stairways, elevator shafts, telephone booths, fire hose racks, ceiling lights, souvenir stands, closet areas, and likely targets of the attack such as draft boards, military recruiting stations, Internal Revenue Service offices, etc.). Always search from the bottom (basement) to the top (including the roof). Speed is essential, but not to the exclusion of a thorough search.

630 BOMB DISCOVERY

It is imperative that people involved in the search understand that their mission is only to search for and report suspicious objects. Under no circumstances should they touch, move, or jar a suspected object or anything attached to it. The removal or disarming of the object must be left to the professionals in ordnance disposal units. Isolate the suspect object and evacuate the danger area or the entire building as appropriate or as instructed by the Postal Inspector.

640 SAFETY REMINDERS

The following points should be consulted prior to any search:

- a. Don't ever horseplay while searching.
- b. Don't become careless and overconfident, but complete the search as rapidly as possible. Keep in mind that more than one object may be planted.
- c. Don't permit smoking in the immediate vicinity of a suspected bomb.
- d. Don't allow two-way radio transmission in the near vicinity of suspected object. Static electricity can cause electric fuse caps to explode.
- e. Don't accept identification markings on any suspected package as legitimate.
- f. Don't touch a suspect box or cylindrical object; there is the possibility of sliding contacts, mercury switches, or balanced pendulum fusing systems.
- g. Don't cut a string or any other object attached to suspected package; there is the possibility of pressure release devices.
- h. Don't submerge suspect object in water; there may be conductivity of electric circuits and possibility of violent reactions with chemical agents.
- i. Don't shake or jar suspect object; a bottle on its side may cause certain hypergolic chemicals to mix, causing a mechanical explosion or violent reaction.

CHAPTER 7

AMF THREATS

710 COORDINATION

In addition to the procedures specified for other postal installations, develop a contingency plan for airport mail facilities (AMFs) in coordination with airport authorities, airline officials, law enforcement officials, and others as appropriate. If the threat applies to an airline or a specific flight, report the threat immediately to airport authorities. Every cooperation is extended to airport authorities and Inspectors in the safeguarding of lives and property and for the handling of mail that is on a plane or in an airline's custody during a bomb threat.

720 ADVANCE PLANNING

Include the following provisions in the AMF contingency plan:

- a. Establish proper liaison between AMF and airport authorities for reporting bomb threats.
- b. Designate a holding area for suspect mail.
- c. Provide a suitable container at the holding area for individual pieces of suspect mail. (In some instances steel conex containers, which were designed to transport household goods overseas, have been obtained from the military without charge.)
- d. List telephone numbers for appropriate Postal Inspectors and all available demolition squads. Plans must specify who will be responsible for this notification.

730 PROCEDURES

Should a bomb threat be made to an AMF or airline, proceed as follows:

- a. Immediately notify the local Postal Inspector and notify the demolition squad of any threat or suspect mail.
- b. If the threat involves a specific flight, have air carrier personnel unload any suspect mail from the aircraft and transport it to an isolated area.
- c. If there is reason to believe that a particular piece of mail is suspect, place it in a holding area container, pending examination by a demolition expert. Hold other mail for a reasonable time, usually 1 to 2 hours after the scheduled arrival time of the flight involved, then redispach.
- d. When needed, have air carriers supply and operate mobile lighting equipment at holding area.

CHAPTER 8 PREVENTIVE MEASURES

810 INSTALLATION HEAD

Installation heads must take the following minimum preventive measures to strengthen security of their facilities:

- a. Establish and enforce strict procedures to control personnel going into work areas. Ensure that unauthorized people have no access to workroom floors.
- b. Instruct all personnel to be alert for suspicious strangers.
- c. Alert all personnel to watch for suspicious objects or parcels that do not belong in the area sited.
- d. Ensure that doors and access ways to areas such as boiler room, computer areas, switchboards, elevator machine rooms, and janitor closets are securely locked when not in use.
- e. Ensure that fire exits are not obstructed. Make a daily check for good housekeeping and proper disposal of combustible material.
- f. Alert medical personnel to stand by during a bomb search.

820 U.S. ARMY

821 Prior Planning

The Army has Explosive Ordnance Disposal Detachment (ORD DET) units located throughout the country. Determine ahead of time the specific detachment to call in an emergency. Most large city police departments also have specially trained and equipped bomb disposal squads.

822 ORD DET Locations

822.1 542nd ORD DET

EOD Control Center
Ft. Dix, NJ 08640
Phone: (609) 562-4184/3542

.11 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 542nd ORD DET are the following:

- a. 14th Ord Det, Ft. Devens, MA 01433
- b. 28th Ord Det, Letterkenny Army Depot, PA 17201

- c. 54th Ord Det, Ft. Monmouth, NJ 07703
- d. 55th Ord Det, Ft. Drum, NY 13601
- e. 56th Ord Det, Ft. Indiantown Gap, PA 17003
- f. 60th Ord Det, Ft. Dix, NJ 08640
- g. 143rd Ord Det, Seneca Army Depot, NY 14541
- h. 146th Ord Det, USMA, Stewart Annex, Newburgh, NY 12550

.12 Areas of Responsibility. The areas of responsibility for the 542nd ORD DET are the following:

- a. Maine
- b. New Hampshire
- c. Vermont
- d. New York
- e. Massachusetts
- f. Connecticut
- g. New Jersey
- h. Pennsylvania
- i. Delaware
- j. Maryland
- k. Ohio
- l. Virginia
- m. West Virginia
- n. Kentucky
- o. Rhode Island
- p. District of Columbia

822.2 543rd ORD DET

EOD Control Center
Ft. Leonard Wood, MO 65473
Phone: (314) 368-3814/4314

.21 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 543rd ORD DET are the following:

- a. 50th Ord Det, GCAD, Granite City, IL 62040
- b. 51st Ord Det, Ft. Sheridan, IL 60037
- c. 63rd Ord Det, Ft. Leonard Wood, MO 65473
- d. 64th Ord Det, Ft. Benjamin Harrison, IN 46216
- e. 74th Ord Det, Ft. Riley, KS 66442
- f. 75th Ord Det, Selfridge AFB, MI 48045
- g. 88th Ord Det, Ft. McCoy, WI 55111

.22 Areas of Responsibility. The areas of responsibility for the 543rd ORD DET are the following:

- a. North Dakota
- b. South Dakota
- c. Wyoming
- d. Colorado
- e. Kansas
- f. Missouri
- g. Iowa
- h. Wisconsin
- i. Michigan
- j. Illinois
- k. Indiana
- l. Minnesota
- m. Nebraska

822.3 546th ORD DET

EOD Control Center
Ft. Sam Houston, TX 78234
Phone: *Duty Hours* (512) 221-4646/5308
Nonduty Hours (512) 221-3511/5308

.31 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 546th ORD DET are the following:

- a. 41st Ord Det, Ft. Bliss, TX 79916
- b. 45th Ord Det, Ft. Polk, LA 71459
- c. 47th Ord Det, Ft. Hood, TX 76544
- d. 52nd Ord Det, Pine Bluff Arsenal, AR 71601
- e. 61st Ord Det, Ft. Sill, OK 73503
- f. 94th Ord Det, Ft. Carson, CO 80913
- g. 137th Ord Det, Box 504, Corpus Christi, TX 78401

.32 Areas of Responsibility. The areas of responsibility for the 546th ORD DET are the following:

- a. Texas
- b. Louisiana
- c. Arkansas
- d. Oklahoma
- e. New Mexico

822.4 547th ORD DET

EOD Control Center
Ft. Gillem, Forest Park, GA 30050
Phone: (404) 363-5225/6/7

.41 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 547th ORD DET are the following:

- a. 13th Ord Det, ATAD, Forest Park, GA 30050
- b. 17th Ord Det, Ft. Campbell, KN 42223
- c. 18th Ord Det, Ft. Bragg, NC 28307
- d. 38th Ord Det, Ft. Stewart, GA 31314
- e. 40th Ord Det, Hattiesburg, MS 39401
- f. 48th Ord Det, Ft. Jackson, SC 29207
- g. 66th Ord Det, Patrick AFB, FL 32925

- h. 89th Ord Det, Ft. Benning, GA 31905
- i. 123rd Ord Det, Ft. Rucker, AL 36362
- j. 142nd Ord Det, Ft. McClellan, AL 36205

.42 Areas of Responsibility. The areas of responsibility for the 547th ORD DET are the following:

- a. North Carolina
- b. South Carolina
- c. Georgia
- d. Florida
- e. Alabama
- f. Mississippi
- g. Tennessee

822.5 548th ORD DET

EOD Control Center
Presidio of San Francisco, CA 94129
Phone: (415) 561-4203/4312

.51 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 548th ORD DET are the following:

- a. 27th Ord Det, Ft. Lewis, WA 98433
- b. 34th Ord Det, SIAD, Herlong, CA 96113
- c. 49th Ord Det, Ft. Ord, CA 93941
- d. 53rd Ord Det, Vancouver Barracks, WA 98660
- e. 62nd Ord Det, Ft. Douglas, UT 84101
- f. 70th Ord Det, Ft. Rosecrans, CA 92106
- g. 77th Ord Det, Ft. Huachuca, AZ 85613
- h. 87th Ord Det, Presidio, CA 94129
- i. 259th Ord Det, Ft. Irwin, CA 92310

.52 Areas of Responsibility. The areas of responsibility for the 548th ORD DET are the following:

- a. California
- b. Washington
- c. Oregon
- d. Arizona
- e. Nevada
- f. Idaho
- g. Montana
- h. Utah

822.6 549th ORD DET

EOD Control Center
Ft. Meade, MD 20755
Phone: (301) 677-5182/3

.61 Subsidiary Ordnance Detachments. The subsidiary ordnance detachments for the 549th ORD DET are the following:

- a. 43rd Ord Det, Ft. Knox, KN 40121
- b. 57th Ord Det, Ft. Belvoir, VA 22060
- c. 67th Ord Det, Ft. McNair, DC 20315
- d. 71st Ord Det, Wright-Patterson AFB, OH 45433
- e. 144th Ord Det, Ft. Meade, MD 20755
- f. 147th Ord Det, Ft. Lee, VA 23801
- g. 149th Ord Det, Aberdeen Proving Ground, MD 21005

.62 Areas of Responsibility. The areas of responsibility for the 549th ORD DET are the following:

- a. Kentucky
- b. Virginia
- c. Ohio
- d. Maryland
- e. District of Columbia

823 Outside Zones

823.1 Hawaii--6th ORD DET

Ft. Shafter, HI 96858

823.2 Alaska--176th ORD DET

172nd Infantry BDE
Ft. Richardson, AK 99505

EMERGENCY TELEPHONE NUMBERS

Complete this sheet in duplicate and place one copy near the telephone for ready reference and retain one copy with the facility contingency plan.

Office	Address	Telephone Day Night
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1. Local Postal Inspector
2. Inspector in Charge
3. Area Manager
4. Local Police
5. Military Explosive
Ordnance Unit
6. Other Bomb Disposal Units
7. Local Fire Department
8. Emergency Medical/
Ambulance Assistance

Special Instructions