



IMPROVISED EXPLOSIVE DEVICE (IED) GUIDELINES FOR PLACES OF MASS GATHERING

AUSTRALIA-NEW ZEALAND **COUNTER-TERRORISM** COMMITTEE



IMPROVISED EXPLOSIVE DEVICE (IED) GUIDELINES FOR PLACES OF MASS GATHERING

AUSTRALIA-NEW ZEALAND **COUNTER-TERRORISM** COMMITTEE

ISBN: 978-1-925290-62-2 (online)

ISBN: 978-1-925290-63-9 (print)

© Commonwealth of Australia 2016

All material presented in this publication is provided under a Creative Commons Attribution 4.0 International licence (www.creativecommons.org/licenses).

For the avoidance of doubt, this means this licence only applies to material as set out in this document.

The details of the relevant licence conditions are available on the Creative Commons website as is the full legal code for the CC BY 4.0 licence (www.creativecommons.org/licenses).

Use of the Coat of Arms

The terms under which the Coat of Arms can be used are detailed on the It's an Honour website (www.itsanhonour.gov.au).

Contact us

Enquiries regarding the licence and any use of this document are welcome at:

Attorney-General's Department
3–5 National Cct
BARTON ACT 2600
Email: copyright@ag.gov.au

Contents

INTRODUCTION	2
PURPOSE	2
GLOSSARY OF TERMS	3
THREAT CONTEXT	4
The Australian experience	4
CHARACTERISTICS OF IED INCIDENTS	4
General features	4
Vehicle-borne improvised explosive devices	5
Choice of explosives	5
Immediate health effects	5
PRIMARY OBJECTIVES	6
Assessing the threat	6
Protecting life	6
PPRR (Prevention, preparedness, response & recovery)	6
PREVENTION	6
Limiting damage to structures and people	6
Stand-off distances	7
PREPAREDNESS	8
Identifying and assessing suspicious objects or activity	8
Inspection procedures	9
Assessing unattended or suspicious items	10
Assessing unattended vehicles	11
Post-assessment guidance	12
RESPONSE	13
Evacuation considerations	13
Transition considerations	14
Emergency services response	14
Response priorities	15
RECOVERY	15
Public information	15
Crime scene and investigation	16
Business continuity	16
USEFUL LINKS	16
CONTACTS	17
REFERENCES	18
VERSION CONTROL	18
APPENDICES	19

Introduction

Places of mass gathering can pose a broad range of security challenges for their owners and operators. Violent extremists and disgruntled individuals have specifically identified these places as attractive targets both in Australia and overseas. Improvised explosive device (IED) attacks overseas often occur in crowded places such as public transport hubs, sporting arenas, entertainment precincts and shopping malls. Government and private sector cooperation helps to ensure incident planning and arrangements are integrated and effective, while aiming to reduce the likelihood and impact of these incidents.

The Mass Gatherings Advisory Group developed these IED guidelines on behalf of the Australia New Zealand Counter-Terrorism Committee (ANZCTC), with input from the Mass Gatherings Business Advisory Group. They should be read in conjunction with the Committee's *National Guidelines for the Protection of Places of Mass Gathering from Terrorism* and the *Active Shooter Guidelines for Places of Mass Gathering* (2015).

Purpose

Those who own or operate places of mass gathering are responsible for providing a safe and secure environment for the general public by applying well-informed risk management and emergency management arrangements. It benefits everyone to stop or limit the consequences of an IED incident and quickly restore business-as-usual activities.

These IED guidelines help people who own or operate places of mass gathering to be more aware of the threat that IED incidents pose. They also provide guidance on the issues and options to consider during risk mitigation and contingency planning activities. The *National Guidelines for the Protection of Places of Mass Gathering from Terrorism* set out several guiding principles for public and private sector stakeholders to reduce their vulnerability to the threat of terrorism. These IED guidelines supplement the national guidelines with key emphasis on the following two principles:

- Prevention and preparedness arrangements should be underpinned by an intelligence-led, risk management approach.
- Effective security outcomes in complex mass gathering environments require cooperation and coordination between all stakeholders.

Glossary of terms

Improvised explosive device (IED)	A device made or placed in an improvised way that incorporates destructive, lethal, noxious, pyrotechnic or incendiary chemicals and is designed to destroy, incapacitate, harass or distract.
Person-borne IED (PBIED)	An improvised explosive device worn, carried or housed by a person, either willingly or unwillingly.
Vehicle-borne IED (VBIED)	An improvised explosive device delivered by or concealed in a vehicle.
Critical infrastructure	Physical facilities, supply chains, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact the social or economic wellbeing of the nation or affect Australia's ability to conduct national defence and ensure national security.
Emergency management	The plans, structures and arrangements established to bring together government, volunteer and private organisations in a coordinated way to deal with emergency needs, including prevention, preparedness, response and recovery.
Evacuation	The process of relocating people from dangerous or potentially dangerous areas to safer areas. The purpose of an evacuation is to use distance to separate people from the danger created by the emergency.
Home-made explosives (HMEs)	Non-standard explosive mixtures/compounds that have been made or synthesised from readily available ingredients.
Mitigation	Measures taken before, during, or after a disaster (emergency) to decrease or eliminate its impact on people and places.
Mixed-mode attack	An attack mode that uses a combination of different weapons, such as a firearm and an IED, at single or multiple locations.
Places of mass gathering (PMG)	Are characterised by having a large concentration of people on a predictable basis, and include a diverse range of facilities and sites such as sporting venues, shopping and business precincts, public transport hubs and tourism/entertainment venues.
Situational awareness	The ability to quickly recognise and interpret an event, make sound decisions based on those interpretations, and establish early, effective and continuous lines of communication between the incident site and the controlling agency in order to provide ongoing accurate information about the situation to responders.
Terrorist act	An act or threat committed with the intention of advancing a political, ideological or religious cause - which is intended to coerce or intimidate an Australian government, a foreign government, or sections of the public - and causes serious physical harm or death to a person, endangers a person's life, causes serious damage to property, creates a serious risk to the health and safety of the public, or seriously interferes with, disrupts, or destroys, an electronic system.
White level inspection	An inspection by all staff members of their respective workplace for any articles that are unusual, suspicious or unable to be accounted for. The people in the best position to conduct these inspections are the people who know and work within that area. A white level inspection is not a search for bombs.

Threat context

Terrorist or insurgent attacks using explosives occur regularly around the world. Terrorists favour explosives because of their proven ability to inflict mass casualties, cause fear and disruption in the community and attract media interest. Explosives are also generally within the financial and technical capabilities of terrorists and IEDs can be assembled with relative ease and used remotely. Terrorist groups of concern to Australia, including Al-Qa'ida, Jemaah Islamiyah and Islamic State, have successfully employed explosives-based attacks throughout the world.

Terrorist propaganda continues to promote the efficacy of 'stand-alone' attacks, encouraging individuals, particularly those based in Western countries, to conduct attacks at home rather than travel to conflict zones. The Boston Marathon bombings that occurred in April 2013 demonstrate the threat this type of 'home-grown' terrorism poses to PMG.

The Anders Breivik attack in Norway in July 2011 demonstrates that terrorist attacks can occur without forewarning and security services cannot guarantee visibility of all terrorist attack planning. It is also a reminder that although Islamist extremists continue to pose a significant threat to Australia, attacks may be inspired by a non-Islamist ideology or driven by domestic issues.

The Australian experience

There have been no recent terrorist attacks in Australia using IEDs; however, Australian-based individuals have been arrested on explosives related terrorism charges, including Jack Roche (2000), Faheem Lodi (2003) and the 21 people arrested during Operation Pendennis (2005). The construction and use of IEDs within Australia is not limited to terrorists.

Despite arrests of terrorists and successful prosecutions, it is likely that Australia and Australians may continue to be targeted by terrorists intending to use explosives.

The current security context assessment is contained at **Appendix A**.

Characteristics of IED incidents

Terrorist attacks against targets in Western countries with similar security environments to Australia typically involve the use of small portable devices, VBIEDs, or mixed-mode attacks involving a combination of these with other weapons (mostly firearms).

A terrorist attack in Australia using IEDs is likely to be low cost, involve minimal training, and make use of precursors that are widely available (eg from hardware stores, chemists and agricultural supply stores) and can be bought without raising suspicion.

An IED target is often chosen for its high symbolic or economic value, its potential to generate casualties and public anxiety, or its ability to gain media attention. This is why extremists generally target PMG where they can achieve the greatest impact—i.e. 'soft' targets such as public transport hubs, sporting arenas, entertainment precincts, and shopping centres.

It is highly likely that a terrorist attack in Australia would use weapons and tactics that are low-cost and relatively simple, including basic weapons (such as knives or machetes), explosives and/or firearms.

General features

IEDs are physically diverse. They can be any shape or size, ranging from small, backpack-sized devices to large, VBIEDs. A simple IED may comprise a cartridge of explosive initiated by a burning fuse and detonator or by a simple electronic means of initiation. Alternatively, an IED may consist of large quantities of explosives with a complicated method of initiation concealed within a seemingly innocuous object.

IEDs can explode, deflagrate (partially detonate), ignite, disperse hazardous chemicals or fail to activate. They may be triggered by various methods, including radio control, timer,

electronic sensors, pressure plates, trip wires or even a handheld switch.

Note: Suspect mail items are not dealt with by these guidelines. For information on mail bomb incidents see *Bombs: Defusing the Threat* (AFP, 2009).

Vehicle-borne improvised explosive devices

VBIEDs are a widely used terrorist tactic and have been used in many attacks planned or conducted in Western countries, or against Western interests. VBIEDs typically contain more explosive than PBIEDs, which potentially increases the damage caused by the attack. However, where smaller vehicles such as motorcycles are used, the amount of explosives may be comparable to a PBIED.

Implementation

The choice of vehicle is likely to be determined by the type of attack being planned and the capability of the assailant(s):

- Larger vehicles and trucks allow the movement and detonation of large amounts of explosives with significantly greater destructive impacts. However, larger devices can be more complex to construct and may not detonate completely.
- The assailant(s) could also seek to acquire and operate vehicles that give them access to controlled areas.

Various tactics have been used to ensure VBIEDs are positioned to achieve the greatest effect. This includes using VBIEDs as secondary devices as part of complex attacks, or concealing the device so that the attack can be delayed until the appropriate time (for example, when the area is highly crowded).

Choice of explosives

The assailant(s) will generally use an explosive that they can acquire relatively easily.

Within Australia, access to commercial or military explosives is strictly regulated with mandatory security requirements during production, transport and storage. Acquiring explosives through criminal or other means is possible, but risks alerting authorities.

In contrast, some IED precursor chemicals have many legitimate uses, and can be acquired without arousing suspicion – some are available for purchase at retail level. Recipes and technical instructions for manufacturing IEDs are easy to obtain online. It is anticipated terrorists planning an IED attack within Australia would favour HMEs that are relatively simple to manufacture from locally-sourced materials.

Australian governments, in consultation with industry, have developed a code of practice to improve security awareness of precursor chemicals that could be used in the manufacture of an IED or a toxic device. For a copy of the code and more information on chemicals of security concern, including the 11 identified as being the most high-risk precursors to HMEs, visit www.nationalsecurity.gov.au/chemicalsecurity.

Immediate health effects

Explosions create a high-pressure blast wave that causes damage to surrounding structures and overpressure injuries to people. Secondary effects from the blast can cause further injuries to people (such as fragmentation, incendiary and thermal injuries), as well as damage to the surrounding environment. The type of injuries and the number of people hurt will vary depending on the:

- surrounding physical environment
- amount and quality of the explosive(s)
- amount and type of fragmentation incorporated in an IED
- distance and shielding between victims and the blast (see Stand-off distances)
- presence of fires and/or structural failure following the explosion.

Injuries common to explosions include overpressure damage to internal organs, lacerations, contusions, blunt trauma, burns and respiratory issues.

Primary objectives

Assessing the threat

Communicated threats are an effective mechanism to disrupt business-as-usual activity without actually risking life, limb, or property. Statistically, most threats are received by telephone so the person who answers the call has a critical role and must be prepared to effectively gather all relevant information. Written threats may be received via email, social media, fax, SMS, and/or hand or typewritten notes and immediate steps must be taken to preserve the integrity of the message regardless of the mode of delivery.

Deliberate false threats or hoaxes often involve claims of the placement of harmful substances, IEDs or similar, and should be assessed on a case-by-case basis.

A 'bomb threat checklist' is an invaluable tool for capturing relevant information to assess the credibility of a communicated threat and should form part of every emergency response plan. A suggested format is provided at **Appendix B**.

Protecting life

In most cases, an IED attack will occur without warning to inflict the greatest number of casualties. The protection and preservation of life is paramount and minimising the number of fatalities and treating the injured should be the primary objective of any plans or strategies. This is most likely to be achieved through the following activities:

- initiating immediate response activities
- assisting emergency responders and providing 'situational awareness'
- moving people away from danger
- being aware of the potential for secondary devices
- preventing people from entering the scene.

PPRR (Prevention, preparedness, response, recovery)

Australia's strategic approach to counter-terrorism recognises the need to prevent, prepare for, respond to and recover (PPRR) from terrorist acts. Event organisers and owners and operators of places of mass gathering are strongly encouraged to ensure their own prevention, preparedness, response and recovery arrangements and activities align with those of emergency service agencies and that they use them to inform their planning and security measures.

Prevention

Not all risks or emergencies can be prevented, so the concept of prevention needs to have a much broader meaning, encompassing activities that reduce the severity or impact of the emergency.

Not all venues and events will share the same risk profile or have similar vulnerabilities, so the principle of proportionality should be applied to any prevention-related activities. This means protective security measures not only need to be proportionate to the level of assessed risk, but should balance the threat to public safety. It is also worth remembering that prevention and mitigation activities related to a specific threat can also have broader crime prevention and public safety benefits.

A building's resilience can be enhanced through policies and procedures as well as through the design of the building itself—eg prevention of progressive collapse, glass protection, creating stand-off and using the built and natural environment.

Limiting damage to structures and people

An explosive attack against a building can produce casualties associated with the harmful debris caused by fragmentation.

Crime prevention through environmental design

Crime prevention through environmental design (CPTED) is a multi-disciplinary approach to deterring crime through the design of the environment. Affecting the environment where an offender is intending to act can influence their decision-making and in certain designed environments has been demonstrated to deter and even eradicate that behaviour. CPTED principles can broadly be applied to IED deterrence by making the environment either less attractive or more resilient to an IED attack.

Facades

Facades serve several important purposes, and building owners should identify construction methods and materials that not only meet energy efficiency and aesthetic needs, but also perform well when subjected to the effects of an explosion.

Glass, masonry, stone, pre-cast concrete and architectural metals exhibit distinctive failure modes and mechanical properties when subjected to air-blast pressures. For example, glass tends to break into small pieces following a blast event, which can cause lacerations and puncture wounds. Brick, on the other hand, tends to break off from a structure in larger pieces following a blast event, which can cause blunt trauma injuries.

Interior walls

Interior walls may become potentially harmful projectiles following a blast. Fragmentation can cause blunt trauma injuries and create debris that hampers access by first responders or blocks escape routes.

Windows

Window glazing can increase the blast resistance of glass. Although no commercially available glazing can fully mitigate the effects of a close range blast event, certain glazing systems may substantially reduce blast impact at greater distances. Window glazing can

also reduce the distance that glass fragments travel. Window frames must hold glass in place long enough for the window to properly fail. Otherwise, a blast can cause an entire pane of glass to dislodge from its frame, becoming one large projectile. The following international standards provide useful information and advice on glazing options:

ISO 16933 Glass in building - explosion-resistant security glazing test & classification for arena air blast loading

ISO 16934 Glass in building - explosion resistant security glazing - test & classification by shock tube loading

Stand-off distances

A proven approach to reducing the threat and impact of an explosive blast is to create a 'stand-off distance' between the asset being protected and the area where an IED could be placed. Every metre of stand-off counts in mitigating the effects of a blast.

Defining safe stand-off distances can present significant challenges for people who own or operate PMG, particularly when unhindered public access to large open spaces is a common feature of such places. Where possible, it is preferable to block vehicle access to PMG altogether. However, consideration should be given to routine and emergency services requirements, as well as surrounding traffic and transport imperatives.

Strategically placed objects such as spheres, planter boxes, seats or bollards on the pavement at entrances to PMG can provide extra protection from unauthorised vehicle intrusion as well as increasing stand-off distance. Guidance is also available on minimum and maximum safe evacuation distances relative to the size of potential explosive devices—refer to **Appendix C**.

Given the variety of available explosive materials and containment methods, the material should be considered as a guide only.

Preventing progressive collapse

Preventing progressive collapse is an important part of minimising the structural effects of a blast. A building undergoes progressive collapse when a primary structural element fails, resulting in the failure of adjoining structural elements, which in turn causes further structural failure. Due to the diverse range of facilities and sites characterising PMG, owners and operators must consider the possibility and consequence of progressive collapse on a case-by-case basis. For example, the use of temporary truss and frame structures will be common for many outdoor events such as festivals and concerts. In these circumstances, event organisers must strictly adhere to their respective work health and safety obligations.

The National Construction Code (NCC) is an initiative of the Council of Australian Governments (COAG) developed to incorporate all on-site construction requirements into a single code. For more information visit www.abcb.gov.au.

Using the built and natural environment

Restrictions on public movement, or 'compartmentalisation' measures, can help mitigate the effects of an IED attack. This may include using barriers such as walls and fences to deter and delay unauthorised movement of people, vehicles or objects into restricted areas. Reducing the overall size of a mass gathering area by separating congestion points can also help lessen potential casualties.

'Line-of-sight' principles can assist when calculating safe evacuation distances. Generally speaking, the likelihood of surviving an explosive blast increases substantially when permanent structures (such as walls) or landscape features (such as clad earthworks) act as a barrier between the IED and potential victims.

Preparedness

Preparedness incorporates emergency planning, resourcing, capability development and testing of preparedness arrangements. Some key activities include identifying and assessing suspicious behaviour or activity, having an assessment process for threats, conducting white level inspections, as well as regularly reviewing and testing policies and procedures.

Identifying and assessing suspicious objects or activity

Identifying suspicious activity is not an exact science. Nervous behaviour that appears suspicious in certain circumstances, for example in a shopping centre or restaurant precinct, may be typical for other settings, such as attending a job interview. Identifying suspicious behaviour is a matter of context. Make an informed assessment of suspicious activity or behaviour based on:

- the environment
- experience
- judgment
- common sense.

The suspicion of a threat may be confirmed with only one incident or it could take a series of observations. Consider these behavioural signals:

- continuous scanning of an area
- unusual perspiration
- heavy breathing
- fidgeting
- rubbing hands
- pacing
- clock watching
- exaggerated yawning
- avoiding security/uniformed officers.

It is not possible to identify a potential assailant on the basis of appearance, nationality or language. However there are behaviour clues staff can look out for when identifying potential preparatory actions for terrorism or criminal activity:

- unusual video recording or photography
- working in groups
- taking notes/drawing diagrams
- taking measurements (pacing steps out)
- avoiding eye contact
- asking about security/operations
- revisiting the same location
- observing but not using a public transport system
- immediately fleeing the area when noticed
- boundary probing
- weak cover story if questioned.

Report suspicious activities or behaviour to the National Security Hotline on 1800 1234 00 as soon as practical, however if it warrants an immediate response contact the police instead.

Inspection procedures

Once a threat has been communicated, it may be necessary to inspect the venue or facility. Venue occupants or staff can conduct a general cursory or white level inspection, provided they are sufficiently trained in what to do if they discover a suspicious item (refer to: Assessing unattended or suspicious items).

White level inspections

A white level inspection involves inspecting an area for anything unusual, suspicious or that can't be accounted for. Staff members who know and work within an area are best placed to do this.

Create a plan that assigns staff members certain areas, including communal areas such as public concourses, foyers, cloakrooms, stairwells and corridors. Having a plan will assist in ensuring the white level inspection is conducted in a safe, thorough and timely manner. Pay particular attention to evacuation routes and assembly areas.

White level inspections are distinct from searches that involve a specialist search team involving police, security personnel or both under the command of a designated search controller. Team searches provide a high level of staff and public safety however can be slow and disrupt venue operations.

When to undertake a white level inspection

It is recommended that white level inspections are undertaken:

- each day upon arrival at work
- on a random basis
- at the request of management (including in response to a received threat).

When initiating a white level inspection, it is key to consider what a proportional response to a threat would be. For example, if a non-specific threat is received (such as 'There's a bomb in your building'), what actions are appropriate? Generally speaking, all threats should be deemed credible until proven otherwise.

Types of white level inspection

White level inspections can be undertaken in several ways depending on the circumstances. There are two main methods for conducting a white level inspection:

Occupant: Generally, staff and/or occupants are best equipped to inspect areas because they are familiar with their surroundings. This type of inspection is relatively fast and efficient but may require additional training.

Supervisory: A supervisory inspection can be done discreetly, without alerting other staff members to the threat. Supervisors inspect their own areas of responsibility and report back to a chief warden or duty manager. Alternatively, a supervisory inspection can involve designated wardens to oversee and plan the inspection.

A supervisory inspection may also involve partial or full evacuation, however there are some factors to consider first. For example:

Is the threat non-specific?

If details are scarce or non-specific and there is nothing (other than the threat itself) to suggest that the venue is at risk, a cursory inspection may be adequate.

Possible action: discreet supervisory inspection

Do you recognise the caller?

If the threat is communicated by a known individual (eg a disgruntled ex-employee), it may suggest a hoax and the danger to staff and/or occupants may be negligible.

Possible action: occupant inspection

Has specific detail been provided?

If the threat contains specific information about the IED's location, depending on the nature of the location (eg a school), a controlled response may be appropriate.

Possible action: supervisory inspection

Is the threat credible?

If circumstances or consultation with law enforcement deems the threat credible, and the consequence potentially catastrophic, a supervisory search involving police and security personnel may be an appropriate alternative to a white level inspection.

Possible action: trained team search

Communicated threats should generally be reported to the police. It is a criminal offence for anyone to threaten to kill or cause bodily harm to any person or damage, destroy or burn property.

In order to reduce the possibility of an unattended item causing disruption at a PMG, owners/operators should include some basic security activities as part of their day-to-day business. These could include:

- keeping communal areas tidy and emptying bins on a regular basis
- keeping entrances and exits clear, especially evacuation routes
- checking evacuation assembly areas are clear

- ensuring that lost or stolen items are reported immediately
- maintaining accurate records of assets, plants and equipment
- ensuring staff are familiar with white level inspection processes and reporting procedures.

Assessing unattended or suspicious items

In many cases, a potential IED incident will be identified through an unattended or suspicious item. Considering the many ways an IED can be constructed and concealed, this presents real challenges for security screeners, employees, and first responders. Nevertheless, there are some basic principles to follow when identifying an unattended or suspicious item, including vehicles, which will help to avoid unnecessary disruption to day-to-day operations.

In most cases, unattended items or items left in conspicuous areas are simply forgotten or discarded items. To distinguish harmless items from those that should arouse suspicion, there are some basic, common sense principles to follow before undertaking any response activities.

1. Who is the owner?

Every object has an owner. Interviewing people in the vicinity and reviewing CCTV footage could help to identify the owner and establish the item's origin.

2. Is the item HOT?

Under the HOT principle, anything that is Hidden, Obviously suspicious or not Typical to its environment could be deemed a security risk.

HOT is a general guide to assessing unattended or suspicious items and should be combined with broader considerations, such as the prevailing security context. Meeting one or more HOT considerations does not necessarily mean the item is an IED, nor does the absence of HOT considerations clear the item from further investigation.

Hidden:

An unattended item that is intentionally hidden merits additional caution.

Obviously suspicious:

An item with the characteristics of a bomb or hazardous material merits additional caution.

Such characteristics may include:

- » suspicious labelling
- » leakage of fuel oil
- » unusual smells, bulges or protruding wires
- » power source, such as batteries
- » LED lights
- » pieces of metal or glass (shrapnel).

Not typical:

An item that would not typically be discarded or forgotten in that area merits additional caution.

3. Has the location received a communicated threat?

If the discovery of an unattended item coincides with a communicated threat, take additional caution. See 'Appendix B - Bomb Threat Checklist'.

4. Is the government threat level elevated?

The National Terrorism Threat Advisory System informs Australians about the likelihood of an act of terrorism occurring in Australia to help guide national preparation and planning. When the threat level is raised, additional precautions are required. State and territory police can provide information on how the national threat advisory relates to the local security context.

The system also dictates levels of precaution and vigilance to minimise the risk of a terrorist incident occurring. It has a range of five levels that communicate an assessed risk of terrorist threat to Australia:

- Not expected – a terrorist attack is not expected, the government has no specific concerns.
- Possible – a terrorist attack is possible, the government has concerns a threat may exist.

- Probable – a terrorist attack is probable, the government has concerns of a plausible threat.
- Expected – a terrorist attack is expected, the government has concerns of a specific threat.
- Certain – a terrorist attack is certain, the government has concerns that a terrorist attack will soon occur or is underway.

When the threat level is elevated to 'expected' or 'certain', additional caution is required. For more information visit the National Security website www.nationalsecurity.gov.au.

5. Is the item found in a sensitive location?

If an unattended item is found in a non-public or restricted area, near flammable or dangerous substances (eg fuel storage), near structural supports, critical infrastructure or near an area with the potential for mass casualties (eg a food court), take additional caution.

Assessing unattended vehicles

Unattended or suspicious vehicles warrant particular attention due to their potential to cause large numbers of casualties and significant damage to buildings and infrastructure. As with suspicious items, a vehicle could be left in a location to test response procedures and assess the viability of a VBIED attack. Depending on the chosen vehicle and environment, a VBIED may appear less suspicious than a placed IED.

In assessing suspicious or unattended vehicles, the principles previously outlined for identifying suspicious or unattended items also apply.

There are, however, particular indicators unique to VBIEDs that should be considered, including:

- unusual items inside a vehicle (gas cylinders, petrol cans, electrical wires, leaflets, large bags or boxes, and extra batteries).
- indications of a triggering device (a switch, radio transmitter, timer, wires passing from the front seat to the rear of the vehicle that would be visible near the driver, under the seat or within reach)

- presence of the vehicle in an area where it should not be, perhaps parked illegally
- recent alterations/repairs including painting or bodywork and removal of interior panels
- evidence that an interior door panel has been removed or tampered with
- possible sagging of a vehicle on its springs
 - » ordinarily, explosives will be placed toward the rear of the vehicle, possibly causing it to ride lower in the rear
 - » sagging springs are not usually a characteristic of a truck being used for a VBIED because they are designed to carry additional weight.
- presence of powder or prills (small rounded granular material) left when explosive material was loaded into the vehicle
- additional fuel tanks (may be used to secrete explosives or to provide additional gasoline to fuel the explosives)
- additional antenna on the car for radio-controlled devices
- licence plates inconsistent with vehicle registration
- rental vehicles with false papers.

Post-assessment guidance

If the item is not suspicious:

- Review CCTV to confirm that the abandonment of the item or vehicle was not a reconnaissance exercise by a potential offender. If suspicious activity is observed, report it to police.
- If an owner cannot be identified, remove the item or vehicle (if possible) and follow lost property or abandoned vehicle procedures.

If you are undecided:

- Do not touch, tilt or tamper.
- Do not use mobile phones, radios or flash photography within a 25 metre radius (electronic frequencies or light sources may cause a device to detonate).
- Inform a supervisor.
- Cordon off the area and move people away.
- Record all relevant information (physical characteristics, shape, dimensions, construction and the exact position of the item or vehicle).
- Advise security.
- Call Triple Zero '000' and follow their instructions.

If the item is suspicious:

- Do not touch, tilt or tamper.
- Do not use mobile phones, radios or flash photography within a 25 metre radius (electronic frequencies or light sources may cause a device to detonate).
- Call Triple Zero '000' and advise security.
- Cordon-off immediate area and evacuate at least 100 metres from the item (if a vehicle, evacuate at least 500 metres).
- Record all relevant information (physical characteristics, shape, dimensions, construction and the exact position of the item or vehicle).
- Respond in accordance with the directions of emergency services.
- Gather any evidence of the placement of the item or vehicle, including CCTV showing activities of any person associated with the item or vehicle.

Response

In a crowded place, the potential or actual explosion of an IED may create a level of panic and chaos that is difficult to control. The main objective of any response plan should be to minimise risk to people. Owners and operators of places of mass gatherings should do what they can to:

- save and protect life
- facilitate the evacuation of those at risk
- contain the incident or threat
- support emergency response and investigation activities.

Initial actions upon the occurrence of a potential incident or incident occurring are:

- assess the incident and start to build situational awareness
- activate plans
- tell staff and people what they should do
- provide information to police and emergency services.

Initial action considerations for management in the initial response are outlined in **Appendix D**.

Evacuation considerations

When responding to a communicated threat, one of the more difficult decisions for management is whether or not to evacuate. The decision to evacuate should be based on an assessment of the credibility of the threat.

Planning and initiating evacuation should be the responsibility of the incident/security manager and, if possible, made in consultation with police and/or emergency services.

Depending on the particular size and nature of the place of mass gathering, the plan may include:

- total evacuation

or

- partial evacuation, if the suspicious item is small and thought to be confined to one location.

If evacuation is necessary, clearly communicate instructions to staff and ensure primary and secondary routes and exits are well defined. Provide short, clear instructions and repeat important information. The person delivering the messaging should speak firmly and calmly.

Also consider support for people with special needs. Trained staff should be used as evacuation marshals and evacuation teams should be selected and trained in conjunction with the development of an IED threat incident plan.

Consider the following key aspects in the evacuation planning process:

- For communicated threats, retrieve personal belongings to reduce the number of suspicious items.
- If an explosion occurs, evacuate as quickly as possible without stopping to retrieve personal belongings or make phone calls.
- Before evacuating people to assembly areas, consider if secondary devices could potentially have been placed in evacuation routes and assembly points. Implement procedures to ensure these areas are kept clear.
- Select safe and acceptable assembly areas as evacuees may be waiting for considerable periods.
- If possible, avoid using car parks as assembly areas.
- Make sure all employees have evacuated and implement special procedures for people with special needs.
- If the layout of the venue is complex or large, it may be more practical for people to gather at various safe points in the venue before being escorted to the exits.

Limitations of total evacuation

The evacuation procedures for an IED threat do not necessarily follow those of other emergencies. Leave doors and windows open (security of premises permitting) to lessen the blast effects.

Additionally, there are significant safety and economic factors that may weigh against an immediate and total evacuation. These include:

- Risk of injury – often the easiest location for planting an IED is in an adjoining car park or in an area the public can easily access. Evacuation through these areas might increase the risk of injury.
- Panic – a sudden bomb threat evacuation may cause panic and unpredictable behaviour, potentially causing injury.
- Essential services – some evacuations may be precluded by the essential nature of operations being conducted within the building.
- Loss to business services – while the protection of life should outweigh any economic loss, repeated evacuation may increase loss of business and interruption of services to an unacceptable level.

Advantages of partial evacuation

Partial evacuation is effective when the specific or general location of a threat or identified suspicious item is known. Partial evacuation reduces the risk of injury while allowing critical services to continue. Partial evacuation requires a high degree of planning, training, supervision and coordination. Exercising for a partial evacuation should form part of the IED threat incident plan.

Transition considerations

Responsibility for implementing and coordinating initial response activities at a place of mass gathering will, in most instances, be assumed by the venue/facility management or security staff until emergency responders are able to take over that responsibility. A key aspect of managing the response and transitioning responsibility will be the ability to gain 'situational awareness'.

Establishing early, effective and continuous lines of communication from the incident site to the responding police agency and/or emergency services will be critical in order to accurately inform them of the situation.

Knowing or understanding the expectations of first responders will help to transition control of the incident more effectively.

Planning and staff training activities should therefore include:

- developing strategies that allow designated staff to safely maintain situational awareness of the incident and relay any new information to first responders
- training staff and occupants on how to respond when law enforcement and/or emergency services arrive on scene.

The preferred response when police arrive may vary slightly across Australian states and territories. Owners and operators of places of mass gathering should consult with local law enforcement agencies when developing their plans.

Emergency services response

Each jurisdiction has systems and inter-agency arrangements that provide the basis for emergency management and critical incident response. These are tailored to meet the jurisdiction's specific needs, capacities and capabilities. Commonalities across Australian and New Zealand jurisdictions include:

- operational response strategies, including incident and emergency management models
- agreed command, control and coordination arrangements.

Despite many similarities, there are still several differences in emergency management arrangements, processes and terminology across the states/territories and, in some instances, across agencies. The responsibility for incident management control can potentially alternate between fire agencies and the police, depending on jurisdictional arrangements. It is therefore critical that owners/operators of PMG and major event stakeholders develop a firm understanding of the emergency service plans and arrangements that apply to their jurisdiction.

Response priorities

In the event of an IED incident, the initial priorities for the responding police and/or fire service may include:

- establishing an incident command post and staging areas for responding agencies
- determining safe inner and outer cordons
- gathering immediate information on what has occurred and what is being done or considered by the venue management
- initiating or providing advice on full or partial evacuations
- arranging for specialist support to search/ assess the scene
- rendering safe any unexploded or suspect items
- fire suppression
- medical triage and treatment
- crime scene and evidence recovery activities.

The best way to provide timely information and support to the emergency service agencies during these activities is to appoint an emergency services liaison officer to act on behalf of the venue/facility.

Recovery

To ensure a smooth transition from response to recovery, gradually devolve and integrate response arrangements. This includes media and information management, impact assessment, rehabilitation of the built environment and restoring community and staff confidence. While many recovery-related matters will be similar for the majority of emergency events, significant or traumatic events such as terrorist acts or IED incidents may add extra complexity to normal recovery procedures.

Key recovery considerations following an IED incident may include:

- public information and community confidence
- scene preservation and investigation activities
- business continuity challenges.

Public information

Media or public information activities must support operational policies and actions. To achieve this, develop public messaging in coordination with operational and media/public affairs managers. This is particularly important in situations where an offender has been taken into custody or charged with offences relating to the incident, as information released may interfere with pending legal proceedings.

Provide information regularly to keep the public informed and only restrict it in the interests of safety and/or operational security. Clearly separate information relating to consequence management, such as providing assistance to victims, from the actual incident or security issue. As a general rule:

- an agency must only release information for which it has responsibility
- a log of all public information activities and decisions should be maintained.

The (ANZCTC) *National Security Public Information Guidelines* provide a framework for the Australian Government and state/territory agencies relating to national security issues and incidents. It is available from www.nationalsecurity.gov.au.

Crime scene and investigation

Police will conduct some form of major investigation for all IED incidents. This could involve criminal and forensic investigations in relation to potential criminal offences, as well as coronial investigations on behalf of the coroner. These investigation processes will be extremely thorough and may be protracted, particularly where the incident has occurred over a broad geographical area, or involves forensic challenges. During the investigation phase the police may seek assistance from management at the location to help identify potential sources of evidence or witnesses. This could include CCTV footage and radio, telephone or decision-making logs. Recovery or business continuity plans should identify a suitable emergency services liaison officer that can work with the police to help facilitate these types of requests.

Business continuity

How quickly and painlessly owners and operators return to business-as-usual following a terrorist attack or other disaster depends on how effectively they can devise and implement their business continuity management arrangements. Through their contact with investigating police, the nominated liaison officer will generally be in a position to obtain information about the likely duration of the scene examination, allowing the venue to start implementing their business continuity arrangements. While the actual process may not change significantly, the amount of time it takes often will.

Useful links

National Security

www.nationalsecurity.gov.au

Emergency management section on the Attorney-General's Department website

www.ag.gov.au/emergencymanagement

ASIO Business Liaison Unit

www.blu.asio.gov.au

Department of Homeland Security (US)

www.dhs.gov/preventing-terrorism

National Counter Terrorism Security Office (UK)

www.nactso.gov.uk/publications

Contacts

National contact information

In the event of an emergency (police, ambulance, fire)	000
To report possible signs of terrorism	
National Security Hotline	1800 1234 00
for TTY users:	1800 234 889
Email:	hotline@nationalecurity.gov.au
Crime Stoppers	1800 333 000
Australian Federal Police	www.afp.gov.au/policing
• AFP Hotline (after hours contact)	1800 813 784
• urgent police assistance at major Australian airports	131 237 (131 AFP)

More information

National Security website	www.nationalecurity.gov.au
Emergency management section of the Attorney-General's Department website	www.ag.gov.au/emergencymanagement
Trusted Information Sharing Network	www.tisn.gov.au
Australian Security Intelligence Organisation	www.asio.gov.au

New South Wales

secureNSW	www.secure.nsw.gov.au
-----------	-----------------------

Northern Territory

secureNT	www.securent.nt.gov.au
----------	------------------------

Queensland

Safeguarding Queensland	www.safeguarding.qld.gov.au
-------------------------	-----------------------------

South Australia

South Australia Police	
Critical Infrastructure Support Group	sapol.sacis@police.sa.gov.au

Tasmania

Special Response and Counter-Terrorism Unit	www.alert.tas.gov.au/prepare/Pages/Terrorism.aspx
---	---

Victoria

Emergency Victoria	www.emergency.vic.gov.au
--------------------	--------------------------

Western Australia

Office of State Security and Emergency Coordination	www.ossec.dpc.wa.gov.au
---	-------------------------

Australian Capital Territory

ACT Emergency Information	http://esa.act.gov.au
---------------------------	-----------------------

References

- Australian Bomb Data Centre, *Bombs: Defusing the Threat – Incorporating Mail Bomb Counter-Measures*, Australian Federal Police, 2009
- Australian Standard AS 3745–2010, *Planning for emergencies in facilities*, 25 November 2010
- Business Liaison Unit (BLU) 045/2013, *Australia: possible terrorist use of pyrotechnics*, 26 June 2013
- BLU 026/2012, *Home-made explosives in Australia: assessing the 11 chemical pre-cursors of security concern*, 29 October 2012
- BLU 029/2014, *Terrorist tactics: hoaxes*, 3 July 2014
- BLU 029/2014, *Terrorist tactics: person-borne improvised explosive devices*, 3 July 2014
- BLU 029/2014, *Terrorist tactics: vehicle-borne improvised explosive devices*, 3 July 2014
- BLU 009/2013, *Terrorist use of commercial explosives*, 18 February 2013
- BLU 032/2013, *Terrorist weaponry: explosives*, 21 May 2013
- Department of Homeland Security, *Fact Sheet: IED Attack*, 2009
- Department of Homeland Security, *Update: Pressure Cookers as IED Components*, 16 April 2013
- J. Coaffe and L. Boshier, *Integrating counter-terrorist resilience into sustainability*, Loughborough University, UK, 2008
- National Counter Terrorism Security Office, *Counter Terrorism Protective Security Advice for Major Events*, UK, 2011
- New York City Police Department, Engineering Security, *Protective Design for High Risk Buildings*, US, 2009

Version control

This document is endorsed by the Australia-New Zealand National Counter-Terrorism Committee (ANZCTC) and maintained by the Attorney-General's Department.

The Attorney-General's Department is responsible for version control of this document.

To preserve the integrity and currency of this document:

- major amendments must be endorsed by the ANZCTC
- minor amendments, for example to correct spelling or grammar, should be documented and forwarded to the AGD to be implemented and then a revised version sent to the Mass Gatherings Advisory Group (MGAG) to be endorsed before it is distributed.

Appendix A

Up to date information on Australia's national security can be found at www.nationalsecurity.gov.au.

Current security context

In September 2014, the Australian Government raised the terrorism threat level for Australia to high. This advice did not indicate a terrorist attack was imminent. On 26 November 2015 a new five level terrorism threat level system was introduced and an attack in Australia is now assessed as probable. Recent low-capability attacks and disrupted plots in Australia and overseas reinforce the elevated threat and provide cogent examples of the enduring terrorist threat.

The most significant threat to Australia comes from individuals and networks who have adopted the violent extremist ideologies associated with groups such as the Islamic State of Iraq and the Levant (ISIL), al-Qa'ida and its affiliates. These media-savvy groups are very effective at utilising social media avenues to recruit, motivate and radicalise. Online terrorist propaganda continues to encourage supporters and sympathisers—particularly those based in Western countries—to conduct attacks at home. Those with overseas combat experience or training also pose a threat, both directly and by their potential to motivate others to act due to their enhanced extremist credibility and status.

The conflict in Syria and Iraq continues to resonate strongly with those who may be susceptible to the extremist rhetoric of these groups. Individuals who are attracted to the jihadist narrative but have not travelled to these conflict areas—especially those prevented from travelling—pose an enduring threat and may be inspired to conduct an onshore attack.

The threat of self-directed 'lone actor' attacks using firearms, home-made explosives or basic weapons presents a significant challenge for security and law enforcement agencies. Terrorist attacks in Canada, the United States, France, Denmark and Australia in late 2014 and early 2015 continue a trend towards this type of attack in the West.

Places of mass gathering and some critical infrastructure sectors due to their symbolic nature, concentration of people and economic or social importance, will continue to be a particular focus for attacks by those holding violent extremist views. Personnel and premises readily identifiable with Australia's counter-terrorism and defence policies may also be considered attractive targets, with recent low-capability attacks on uniformed police and military personnel in Australia and overseas underscoring this threat.

Appendix B – Bomb Threat Checklist

Australian Security Intelligence Organisation—April 2015

BOMB THREAT CHECKLIST

REMEMBER

- **REMAIN CALM**
- **DON'T HANG UP**
- Keep caller talking
- Gain attention of a supervisor

Date received	Time	Telephone no of caller (if obtainable)

Exact wording of Threat

IMPORTANT QUESTIONS TO ASK

Where exactly is the bomb?	What does it look like?
What time is it going to explode?	What will make the bomb explode?
Who put the bomb there?	What kind of device is it?
Why was it put there?	When was it put there?
Where are you calling from?	Can you give me your name and contact details?

Analysis of caller's voice

<input type="checkbox"/> Australian	<input type="checkbox"/> Male	<input type="checkbox"/> Fast	<input type="checkbox"/> None
<input type="checkbox"/> Middle Eastern	<input type="checkbox"/> Female	<input type="checkbox"/> Slow	<input type="checkbox"/> TV/Radio
<input type="checkbox"/> British	<input type="checkbox"/> Child	<input type="checkbox"/> Slurred	<input type="checkbox"/> Train
<input type="checkbox"/> Irish	<input type="checkbox"/> Angry	<input type="checkbox"/> Distorted	<input type="checkbox"/> Aircraft
<input type="checkbox"/> Asian	<input type="checkbox"/> Calm	<input type="checkbox"/> Distinct	<input type="checkbox"/> Traffic
<input type="checkbox"/> North American	<input type="checkbox"/> Obscene	<input type="checkbox"/> Stutter	<input type="checkbox"/> Construction
<input type="checkbox"/> Greek	<input type="checkbox"/> Giggling	<input type="checkbox"/> Lisp	<input type="checkbox"/> Sirens
<input type="checkbox"/> Other	<input type="checkbox"/> Other	<input type="checkbox"/> Other	<input type="checkbox"/> Other

Estimated age English fluency GOOD FAIR POOR Familiar with area?

Phone number call received on:	Your Name:	Signature:	
Who did you report the call to?	Time	Date	Your work location

Appendix C

Bomb Threat evacuation – recommended distances



Bomb Threat Evacuation Guide

THREAT	DESCRIPTION	EXPLOSIVE QTY	MIN ¹ (m)	MAX ² (m)
	Pipe Bomb Small	100g	80	575
	Pipe Bomb Medium	500g	100	860
	Pipe Bomb Large	2.5kg	130	1,135
	Briefcase/Suitcase	23kg	185	1,520
	Compact Sedan	230kg	270	1,915
	Sedan	450kg	300	2,030
	Passenger/Cargo Van	1,800kg	375	2,410
	Small Moving Van/ Delivery Truck	4,540kg	440	3,280
	Large Moving Van/ Delivery Truck	13,600kg	525	4,730

Radio or mobile phone transmissions: min. of 25m from the device is recommended as the safe distance for transmissions.

¹ The min. withdrawal distance is intended for use by essential personnel with adequate frontal and over head protection.

² The max. evacuation distance is governed by the greater of the throw distance for fragmentation or the glass breakage/falling hazard distance.

Appendix D

Improvised explosive device (IED) attack—management priorities

Response priorities: In the event of an IED incident the primary response objectives and the potential actions for achieving them may include:

1. Saving and protecting life

- Appoint an incident manager to coordinate activities until police and/or emergency services arrive.
- Commence CCTV surveillance.
- Identify and establish a safe medical triage/first aid location.
- Restrict further vehicle access to the site (bollards, gates, road closures, etc).
- Restrict physical access to the site or general vicinity.

2. Facilitating the evacuation of those at risk

- Notify key staff of the incident through prearranged messages/codes and methods.
- Appoint an evacuation manager and ensure they have situational awareness.
- Provide guidance on safe routes for those that are self-evacuating.
- Assess the suitability and potential safety of normal evacuation routes.
- Evaluate the safety of standing evacuation muster points and change if necessary.

3. Containing the incident or threat

- Identify and establish a perimeter to prevent people from going near the suspect device / entering the area of the explosion unnecessarily.
- Consider using electronic or mechanical isolation systems to prevent people from entering areas near the suspect device.
- Ensure any barriers do not inhibit the evacuation of people or access by emergency services.

4. Supporting emergency response and investigation activities

- Identify and communicate safe access routes/form up points for emergency services.
- Consider using CCTV and other remote methods where possible.
- Commence incident and decision-making logs.
- Nominate a suitable emergency services liaison officer to meet/brief the police.
- Ensure access to site plans and CCTV footage (where possible).
- Clearly identify when incident management has transitioned to the police.
- Provide ongoing support to the emergency response action as requested.

It is important to regularly practise these and any additional initial response activities so that key managers and staff clearly understand the priority actions and are able to perform these actions in a high-stress and dynamic environment.

Appendix E

Improvised explosive device (IED) attack—advice for individuals

Attacks involving IEDs may be unlikely but it is important to be prepared to respond to such an incident. The advice below will help you plan a response.

If you are at the immediate site of an IED attack, your top priority is to get out of the area. This increases your safety in case a secondary device is present in the area and minimizes your exposure to dust, smoke, and any hazardous substances that may have been released as a result of the blast. This allows emergency responders to find and assist the most critically injured victims.

If you are in a building

- Get under a sturdy table or desk if objects are falling around you.
- Exit as quickly as possible, without stopping to retrieve personal possessions or make phone calls.
- Help other victims to leave the area if possible.
- Use stairs instead of elevators.
- Be aware of weakened floors and stairways, and watch for falling debris as you exit the building.

Once you are out of the building

- Move away from windows, glass doors or other potentially hazardous areas.
- Use caution to avoid debris that could be hot, sharp, or cause puncture wounds.
- Continue moving away from the blast site and look for emergency officials who will direct you to a safe location.
- Be aware that secondary explosions may occur at or near the original bombing site, especially as rescue personnel arrive.
- Limit your use of phones and other communications devices as much as possible (communications systems may become overloaded).

If you become trapped

- Cover your nose and mouth with anything you have on hand to avoid inhaling dust or other hazardous materials. Dense-weave cotton material can act as a good filter.
- Avoid unnecessary movement so you don't kick up dust.
- Signal your location to rescuers by using a flashlight, whistle, or by tapping on a pipe or wall.
- Shout only as a last resort. Shouting can cause you to inhale dangerous amounts of dust and drain your energy.

If you are nearby, but not at the immediate site of an attack

- Assess the environment around you before taking any action.
- Avoid being lured closer to see what is happening because the risks from secondary attacks or hazardous materials could be extremely high.
- Listen for, and follow, instructions from local authorities and building personnel. If no information is immediately available from local officials, stay away from windows and doors and move to an inner area of a building until directed differently by authorities.

If you are in a train or on a bus

- In general, it is best to remain inside the train car unless you are in immediate danger.
- Listen to the communication system/staff to receive instructions.
- If you are in danger and must leave the train car, be aware of hazards on the tracks or in the tunnel and move with caution to the nearest station or point where you can contact emergency personnel.
- Open windows or doors if possible and if it is safe to do so. It can reduce the severity and number of injuries from a secondary explosion.

Caring for the injured

- First aid you provide may save lives. The most likely help you may need to provide is to control bleeding. Apply direct pressure to the bleeding site.
- Nearby hospitals may be overwhelmed with victims. If you need to transport victims who are not severely injured, go to a hospital that is further from the explosion site.

