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FOR ENFORCEMENT AND OPERATIONS  
BEFORE THE  
PERMANENT SUBCOMMITTEE ON INVESTIGATIONS  
OF THE SENATE GOVERNMENT OPERATIONS COMMITTEE  
JULY 15, 1970  
10:00 A. M.

Mr. Chairman and members of the Subcommittee on  
Investigations:

I am very pleased to be here this morning to report to you on behalf of the Department of the Treasury on the results of our recent survey of the incidents of terrorist acts of violence by bombing in the United States.

You will recall, Mr. Chairman, in your letter to Secretary Kennedy of April 21, 1970 you asked the assistance of the Treasury, specifically of our Alcohol, Tobacco and Firearms Division, in surveying the incidents of bombing in the United States, occurring from the period of January 1, 1969 to April 15, 1970, and that the survey be broken down in detail, state by state. In your letter you mentioned to Secretary Kennedy that you believed the results of such a survey would be likely to "graphically

reveal to the Congress and the American people the scope and threat of these terrorist acts of violence and anarchy."

Mr. Chairman, the results of the survey by Treasury's Alcohol, Tobacco and Firearms Division of the Internal Revenue Service have been posted to a chart which we have with us today for the assistance of the Committee, and I shall refer to it from time to time during my remarks.

It should be understood that the survey by the Treasury was made by compiling submissions which were solicited from state and local law enforcement agencies on a regional basis. As we were not able to contact every law enforcement agency in the country, and some contacted have not yet responded, the figures are, to some extent, incomplete and may contain a few inconsistencies.

We were requested by your Committee to limit the time period from January 1, 1969 through April 15, 1970. In the Southern District of California and the State of Colorado, however, we were unable to obtain such a breakdown and, as a result, those figures include the year 1968 as well as 1969 and the first three months of 1970.

Another caveat to be borne in mind is in the area of attribution. The attribution figures submitted to us contained no breakdown as to what proportion of the figures applied to actual bombings as distinguished from attempted bombings or bombing threats.

In spite of the foregoing cautions, Mr. Chairman, we do believe that the figures will be of assistance to the Committee and the attribution figures clearly establish certain trends of significance.

And we believe, Mr. Chairman, in reviewing the results of Treasury's survey that the prediction in your letter to Secretary Kennedy seems quite accurate:

The figures do graphically reveal that terrorist acts of violence and anarchy by bombing have reached menacing proportions in our country.

From January 1969 to April of this year -- a scant 15 month period -- this country suffered a total of 4,330 bombings, an additional 1,475 attempted bombings, and a reported 35,129 threatened bombings.

Of the 4,330 actual bombings, 3,355 were incendiary in nature, and 975 were explosive. From these figures, Mr. Chairman, it is clear that the incendiary bomb, the molotov

cocktail and the like have been chosen three to one over explosives by the terrorists.

In our judgment, however, Mr. Chairman, the incendiary bomb cannot be compared on an equal basis with the high explosive bomb. When an incendiary, such as a molotov cocktail, explodes, there is usually ample time to evacuate the premises, and often sufficient time for the fire department to extinguish the blaze and limit the damage done. When a high explosive bomb is detonated, however, it is all over within seconds. Little can be done by the authorities to reduce casualties other than to knock down remaining walls which threaten to topple onto passersby in the streets. I think we can all agree that the explosive bomb presents a greater hazard to the public, and is capable of inducing greater terror and consternation among our people than the ordinary incendiary bomb.

Further bringing home the seriousness of the situation, Mr. Chairman, is the fact that the Treasury survey reveals that in the reporting period bombings in America were responsible for the deaths of 43 people and \$21.8 million of property damage.

Mr. Chairman, the chart we have here gives individual totals for every state in the union, with the exception of Hawaii, which was not included in the survey. I will not take the Committee's time now to repeat each statistic, but a reproduction of the chart is included as an appendix to this statement, and the figures would be available to all Members who may, understandably, be particularly interested in the result of the survey as it pertains to their home states.

I would like to turn now to the attribution figures we have collected. First, I should point out that these figures represent the best estimate of police sources from around the country and can best be expressed on a percentage basis.

The total number of incidents of bombings, attempts, and threats reported was 40,934. Attribution can be estimated in only 36% of this total. Stated another way, 64% of the total are of unknown attribution.

Of the 36% in which there is an estimate of attribution, 56% are attributed to campus disturbances and student unrest. Nineteen percent are attributed to black extremists, and 14% are attributed to white extremists. Eight percent are

attributed to activities in aid of criminal pursuits, such as extortion, robbery and insurance fraud. Only 2% are attributed to labor disputes and 1% to religious difficulties.

When we use the term black extremists and white extremists, Mr. Chairman, we mean those of both the left and the right. Similarly, when we speak of student and campus unrest, we include the activities of campus hangers-on -- that is, those non-students, usually college or graduate level dropouts -- who continue extracurricular activities on or about one or more campuses.

Mr. Chairman, we believe that the Treasury survey does make certain things quite clear. While the weapon of choice of the bombers is overwhelmingly the incendiary, a significant amount of explosive materials is used. I think it fair to say, Mr. Chairman, that anyone who can synthesize LSD, for example, would have no difficulty at all in formulating explosive materials or constructing an explosive device.

We in the Treasury are aware of the great concern about this situation among the members of this Subcommittee and this Administration shares your concern. This matter has been the subject of intensive study by this Administration since the submission of S. 3650 in March, 1970. A White House task force addressing itself to this problem has consisted of representatives of the Department of the Interior, the Department of Justice, the Department of the Treasury, the Department of Transportation, the Department of Agriculture, the Department of Commerce, and the Office of Management and Budget. This task force has had the benefit of consultations with the explosives industry. It is the purpose of the task force to develop an Administration bill which will be outlined by the Department of the Interior in testimony before Subcommittee No. 5 of the House Committee on the Judiciary next week.

As the Committee is aware, there are already a great many state laws with respect to explosives and flammable materials. Most of them relate to questions of safety in storage and handling. The Department of Transportation by statute controls the interstate transportation of explosive materials, and the Department of the Treasury is responsible for the administration of the Gun Control Act of 1968, which, among other things, regulates such "destructive devices" as any explosive, incendiary, or poison gas bomb, or grenade; rockets having a propellant

charge of more than four ounces; missiles having an explosive or incendiary charge of more than one-quarter of an ounce; mines; or devices similar to any of the foregoing.

The Treasury also administers certain provisions of the Mutual Security Act of 1954 which deal, among other things, with military explosives, and the Department of Interior through its Bureau of Mines also has certain statutory authority with respect to explosives, such as regulating the use of explosives in the mining industry.

As I understand that Assistant Attorney General Wilson, who is scheduled to appear before this committee, will discuss the existing body of law on explosives, I shall not go into the matter further at this time.

As I know this Committee is also aware, explosives play a vital role in the construction, mining and agricultural industries in the United States. In addition, as smokeless propellants are employed in small arms ammunition and black powder is employed in small arms designed for its use, there is extensive use of these two items by millions of our citizens for lawful sporting purposes.



Small arms ammunition, as you know, is also covered by the Gun Control Act of 1968.

There would seem to be, Mr. Chairman, a need to upgrade the security with which the most dangerous explosives, such as the dynamites, are stored, in order to retard theft. It would also be helpful for enforcement agencies to have access to records of the sale, at least, of commercial high explosives. However, we are aware from our work with the Administration task force that there are many technical problems which must be taken into consideration in deciding what additional legislation is necessary.

We hope, Mr. Chairman, that the survey we have provided today will prove to be a helpful addition to the body of knowledge under study by the Administration and by this committee.