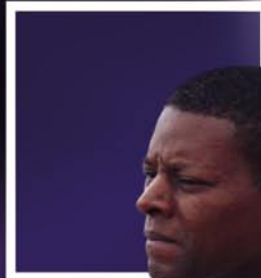
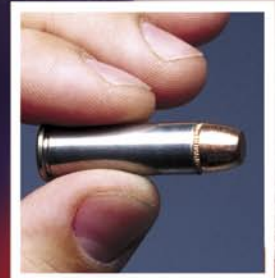


Working For A Safer and More Secure America...

...Through Innovation and Partnerships

Strategic Plan: Fiscal Years 2004 - 2009



**Bureau of Alcohol, Tobacco, Firearms and Explosives
Strategic Plan
Fiscal Years 2004 – 2009**

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SPECIAL MESSAGE FROM THE DIRECTOR



The Bureau of Alcohol, Tobacco, Firearms and Explosives shares in the mission, common to all of our Nation's law enforcement agencies, of protecting the public. We contribute to this goal by working to reduce violent crime and prevent terrorism. As part of the Justice Department, ATF is positioned to be even more effective, safeguarding the American public by enforcing Federal laws on firearms, explosives, and arson.

ATF makes a vital contribution to law enforcement's efforts to reduce violent firearms crime, enforcing Federal laws and contributing to American efforts against terrorism. We identify, investigate and recommend the prosecution of a wide range of firearms offenders, and ensure that firearms stay out of the hands of those who cannot possess them legally. Through Project Safe Neighborhoods, ATF collaborates with Federal, State and local law enforcement, prosecutors, and community leaders nationwide to fight violent crime and safeguard America's neighborhoods from armed criminals.

ATF's expertise and resources in the area of explosives and arson are vital to the interagency effort to protect Americans from terrorism. Our investigative and inspection programs work to detect and deter terrorists' use of firearms and explosives. Americans are also made safer by ATF's efforts to prevent illegal trafficking in alcohol and tobacco. Our enforcement activities in the area of alcohol and tobacco diversion eliminate one source of funding for terrorist organizations and organized criminals. ATF is providing robust support for interagency counterterrorism efforts, and we are eager to work with other agencies against this common enemy.

We are a strong, professional agency that embraces the future, and I am proud of the employees who so diligently work toward accomplishing our goals. ATF will continue its tradition of working with other agencies toward our common goal: protecting the American people from threats to their freedom and safety.

A handwritten signature in black ink, appearing to read 'C. Truscott'. The signature is stylized and fluid, with a large loop at the end.

Carl J. Truscott

ATF VISION

*Working For A Safer and More Secure America...
Through Innovation and Partnerships*

The Bureau of Alcohol, Tobacco, Firearms and Explosives must protect the public against crime, violence, and other threats to public safety. Our vision will help us chart the course to improve the way we serve and protect the public, provide leadership and expertise, and achieve new levels of effectiveness and teamwork.

ATF MISSION

The mission of ATF is to conduct criminal investigations, regulate the firearms and explosives industries, and assist other law enforcement agencies. This work is undertaken to prevent terrorism, reduce violent crime and to protect the public in a manner that is faithful to the Constitution and the laws of the United States.

ATF VALUES

We value each other and those we serve. We will:

Uphold the highest standards of excellence and integrity;

Provide high quality service and promote strong external partnerships;

Develop a diverse, innovative, and well-trained work force to achieve our goals; and

Embrace learning and change in order to meet the challenges of the future.



ATF's Strategic Planning Process

The ATF Strategic Planning Process relies on teamwork and effective communication to focus scarce resources on the global challenges facing America today. The FY 2004-2009 ATF Strategic Plan to address these challenges is based on long-term legislative mission mandates, customer and stakeholder input, and Presidential and Departmental priorities. The strategic plan and goals are developed by the ATF Strategic Leadership Team to establish the framework on which we develop and implement annual operating plans. The plan consists of three strategic goals representing Firearms, Explosives and Arson, and Alcohol and Tobacco. The format of this strategic plan is as follows:

Strategic Goals – High level statements of what outcome is needed

Objectives – Statements of what will be accomplished

Tactics – Actions that will be taken to attain an objective

1.

FIREARMS STRATEGIC GOAL

Prevent violent crime involving firearms.

The reduction of gun violence is the Nation's top domestic law enforcement priority, and today the men and women of ATF are on the frontlines in our nation's war against terror. ATF will work to counter violent firearms crime through an integrated approach of effective enforcement of the Federal firearms laws, and prevention and education efforts. We will use our unique tools, jurisdiction, and skills to assist Federal, State, local, and foreign law enforcement in attaining our mutual goal of preventing violence, including potential acts of terrorism.

Objective 1.1.—Enforce Federal firearms laws in order to remove violent offenders from our communities, and keep firearms out of the hands of those who are prohibited by law from possessing them.

Tactics:

- 1.1.1. Partner with law enforcement agencies and prosecutors at all levels to develop focused strategies that lead to the investigation, arrest, and prosecution of violent offenders, persons prohibited from possessing firearms, domestic and international firearms traffickers, violent gangs, and others who attempt to illegally acquire or misuse firearms.
- 1.1.2. Assist the law enforcement community in identifying firearms trafficking trends and resolving violent crimes by providing automated firearms ballistics technology, tracing crime guns, and developing advanced firearms investigative techniques.
- 1.1.3. Use ATF firearms programs and expertise to help carry out the national strategy for preventing terrorism. Serve on the National Security Coordinating Council, and assist Joint Terrorism Task Forces by providing leads from any ATF investigation that may tie to terrorism.



Objective 1.2.—Increase the rate of compliance with firearms laws and regulations in order to prevent the transfer of firearms to those prohibited from having them.

Tactics:

- 1.2.1.** Ensure that only applicants who meet the eligibility requirements of the law enter the regulated firearms industry by employing appropriate screening procedures prior to licensing.
- 1.2.2.** Inspect firearms dealers to identify any illegal purchases or diversion of firearms to criminals, and to ensure the accuracy of records used in tracing firearms. Ensure that firearms industry members comply with the Gun Control Act, the National Firearms Act, and the Arms Export Control Act.
- 1.2.3.** Keep restricted firearms, such as machine-guns and assault rifles, out of the hands of prohibited persons by performing criminal records checks on applicants. Maintain the accuracy and integrity of the National Firearms Registration and Transfer Record, so that the location and ownership of restricted firearms are kept current.
- 1.2.4.** Ensure that only firearms that are legally importable under ATF and State Department rules are imported into the United States; and properly marked and recorded by the importer for sale in the domestic marketplace.

Objective 1.3.—Prevent firearms violence through community outreach.

Tactics:

- 1.3.1.** Collaborate with schools, law enforcement agencies, community organizations, and the firearms industry to implement educational programs which help reduce firearms violence.
- 1.3.2.** Inform the public and firearms industry about ATF policies, regulations and product safety and security, so that they can better comply with the law. Take advantage of diverse communication methods using the Internet, trade and community publications, seminars, and industry meetings.



2.

EXPLOSIVES AND ARSON STRATEGIC GOAL

Resolve and prevent explosives and fire related crimes.

ATF is responsible for administering and enforcing the regulatory and criminal provisions of the Federal laws pertaining to destructive devices (bombs) and explosives. ATF is committed to establishing and enhancing programs designed to promote public safety and to prevent the use of explosives as terrorist tools. ATF continues to expand the investigative capabilities of our special agents, inspectors, and other technical experts, as well as other Federal, State and local personnel. ATF works with public safety officials, explosives industry members, and State governments to make regulation less burdensome. We also provide training, information, research, and technical expertise to prevent violent crime and protect the public from potential terrorist acts. Our technical knowledge of explosives and expertise in crime scene investigation enables us to promote law enforcement readiness and innovation among State and local authorities, particularly where the magnitude of an incident is beyond their investigative jurisdiction or resources.

Objective 2.1.—Enforce the Federal explosives laws in order to protect the public from criminal acts and unsafe storage of explosives.

Tactics:

- 2.1.1.** Respond to and investigate bombings, explosions, and other incidents involving explosives or fire to determine whether an incident is a criminal act.
- 2.1.2.** Investigate stolen and missing explosives so that acts of violence may be prevented.
- 2.1.3.** Identify terrorism-related investigative information and intelligence, and actively share this information with the intelligence community and other Government agencies. Implement the Safe Explosives Act, and support Presidential Directives aimed at preventing the acquisition of explosives by terrorists and other criminals.
- 2.1.4.** Assist and train Federal, State and local law enforcement to improve their investigative capabilities in solving crimes involving fire and explosives. Provide the assistance of ATF agents with specialized training in advanced fire scene determination and post-blast analysis, who can share their knowledge with scene processing, explosives destruction, and courtroom techniques.

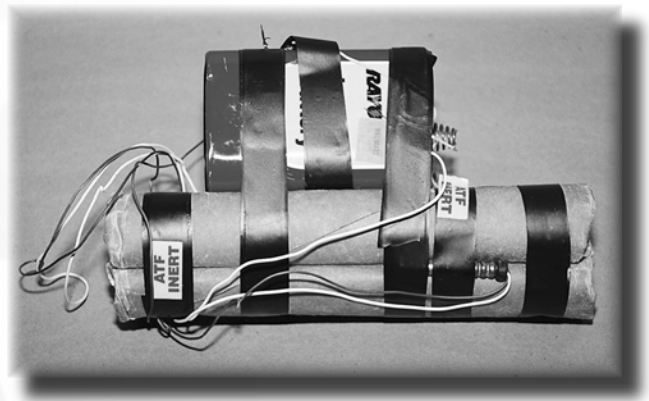
- 2.1.5.** Increase and standardize the reporting of explosives, bombing, and fire incident information from law enforcement and firefighting authorities to the Arson and Explosives National Repository database, to facilitate case analysis and comparison in order to provide investigative leads and intelligence.



Objective 2.2.—Increase compliance with explosives laws and regulations so that these commodities are not used in violent crime.

Tactics:

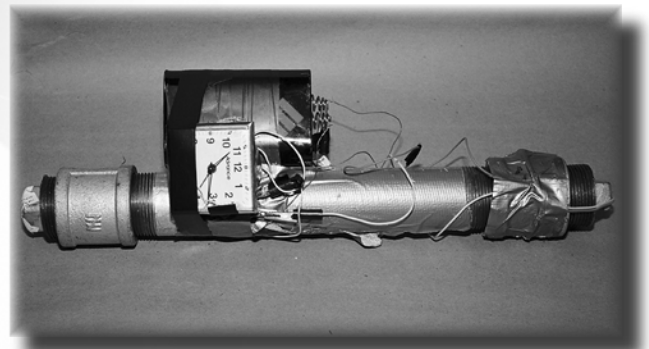
- 2.2.1. Use appropriate screening so that legitimate applicants enter the explosives industry, and that prohibited persons such as felons and potential terrorists are denied access to explosives.
- 2.2.2. Inspect explosives storage facilities to ensure safe and secure storage.
- 2.2.3. Work in cooperation with those who hold Federal explosives licenses and permits to ensure proper record keeping and business practices that help prevent thefts and the acquisition of explosives by felons and other criminals.
- 2.2.4. Assist in the enforcement of Federal and State regulations governing explosives, and identification of offenders, by exchanging information with State fire marshals and other enforcement agencies. Work with other agencies that have complementary functions in regulating explosive materials or fireworks, or ensuring safe transportation of hazardous materials.
- 2.2.5. Publicize information on ATF policies and regulations, and product safety and security, via the Internet, trade publications, seminars, and industry meetings in order to promote compliance with explosives laws and regulations.



Objective 2.3.—Foster innovation and cooperation in the fire and explosives investigation community.

Tactics:

- 2.3.1. Conduct applied fire and explosives research to expand the knowledge of investigators in reconstructing fire and explosives incidents encountered in the field.
- 2.3.2. Participate in professional organizations that endeavor to increase and exchange the body of professional knowledge in fire and explosive investigation research.



3.

ALCOHOL AND TOBACCO STRATEGIC GOAL

Prevent illegal domestic and international trafficking of alcohol and tobacco products.

Organized criminal groups, including those with ties to terrorist organizations, have increasingly been engaged in illegal trafficking in alcohol and tobacco products, particularly counterfeit and lawfully manufactured cigarettes. The proliferation of large-volume trafficking across international borders and in interstate commerce, without payment of tax, provides funding and material support to terrorist organizations and more traditional criminal enterprises. State, local, and foreign economies are harmed because needed revenue is lost. To correct these problems, ATF will conduct focused criminal and financial investigations; collaborate with Federal, State, local, and international law enforcement entities; and effectively make use of intelligence resources. ATF will also work to divest these criminal groups of assets by using the seizure and forfeiture provisions of Federal statutes. Other Federal, State, local, and foreign law enforcement entities will be able to increase their proficiency in investigating these criminal activities after receiving assistance and training from ATF.

Objective 3.1.—Enforce laws that prohibit the diversion of alcohol and tobacco products from legitimate commerce.

Tactics:

- 3.1.1.** Investigate and lead to successful prosecution those who engage in illegal trafficking of alcohol and tobacco products.
- 3.1.2.** Deny traffickers profits through seizure and forfeiture of assets resulting from criminal activity.



Objective 3.2.—Provide Federal, State, local and foreign agencies with the tools needed to identify trafficking schemes.

Tactics:

- 3.2.1.** Partner with other law enforcement agencies to collect, analyze, and disseminate intelligence involving alcohol and tobacco trafficking schemes and ties to terrorist organizations and activities.

- 3.2.2.** Train law enforcement agencies and other partners to identify and investigate alcohol and tobacco trafficking activities.



APPENDICES

Appendix A

Crosscutting Activities

ATF shares in the Justice community overarching mission of preventing terrorism, reducing violent crime and protecting the public. Through statutory mandates, ATF continues to play a role in the prevention and investigation of violent crimes including those involving explosives and fire. ATF participates in multi-agency efforts such as the Joint Terrorism Task Forces and the National Security Coordinating Council. ATF also provides direct investigative expertise to State and local public safety agencies. The ATF National Tracing Center and Arson and Explosives Incident System provide valuable investigative information and intelligence to share with ATF's Federal, State, local, and international law enforcement partners.

ATF's Integrated Violence Reduction Strategy provides training and investigative support in collaborative efforts with Federal, State and local entities to prevent violent firearms crime and investigate arson and explosives crime. Examples of these efforts, within the Department of Justice, are Project Safe Neighborhoods and the National Instant Criminal Background Check System administered by the Federal Bureau of Investigation.

A key element of ATF's role in firearms violence prevention is providing Federal, State and local agencies access to investigative equipment and services in their communities, e.g., the National Integrated Ballistic Information Network and firearms tracing. ATF continually works to improve its tracing response time, and to provide investigative leads from crime gun trace data for police departments across the country.

Program Evaluations

Program evaluations performed by internal and external entities are being used to validate performance measures and determine effectiveness of programs, and to determine whether operating policies are followed. During fiscal year 2003, ATF underwent 33 external audits by the Treasury and Justice Offices of Inspector General (OIG) and by the General Accounting Office (GAO).

In addition to these audits, ATF commissions various objective program evaluations and customer surveys to gauge program impact and customer satisfaction with the services ATF provides to industry and law enforcement. The Office of Management and Budget conducts annual Program Assessment Rating Tool (PART) reviews of ATF's mission programs to gauge their effectiveness. We expect this program oversight and evaluation to continue at the same level through fiscal year 2009.

ATF's Office of Inspection conducts division-level office inspections on a three-year cycle. The inspections cover areas such as personnel, training, office security, quality and quantity of investigations and inspections, and internal controls.

The Department of Justice Office of Inspector General (OIG) prepares an annual schedule of proposed audits. The following OIG audits are scheduled for completion in fiscal year 2004:

Explosives Inspection Program of ATF

Review of the National Integrated Ballistic Information Network (NIBIN) Program

Review of Computer Security Controls Over the National Integrated Ballistic Information Network (NIBIN)

Review of the ATF National Tracing Center

Review of the ATF Gang Resistance Education and Training Program

Data Capacity

All ATF critical information systems are being certified in compliance with the Federal Information Security Management Act of 2002. Data captured for performance measurement are considered to be reasonably accurate. We continually evaluate the validity of our performance measures and refine verification procedures for performance data.

Management Challenges

The General Accounting Office and the Office of Inspector General have cited the need for ATF to improve performance measures to better determine progress in denying criminals access to firearms. ATF has proposed a model for measuring the Bureau's contribution to the decrease in violent firearms crime. ATF's new measures compare violent firearms crime reductions in metropolitan areas with a substantial ATF presence to other similar areas without the same levels of participation. The Bureau also tracks firearms crime trends in high-crime cities and firearms dealer compliance with Federal laws and regulations.

In the early stages of the deployment of the Youth Crime Gun Interdiction Initiative, ATF received a thorough review from the Department of the Treasury, Office of Inspector General concerning a variety of areas associated with this initiative including administrative matters, information technology, and field deployment of agents and inspectors. The Inspector General's recommendations concerning field deployment have resulted in a variety of steps to improve performance measurement and gauge the success of the youth crime gun program; they include use of the youth crime gun analysis data to measure changes as they occur in the incidence of possession among youth and juveniles, continued active support for research of firearms violence, and partnerships with academic experts in this field that go beyond the production of crime gun analyses.

Consultations with Stakeholders and Environmental Assessment

Consultations with Stakeholders

ATF executives take every opportunity to discuss the Strategic Plan and the individual strategies and tactics of the plan, with members of Congress and their staffs. In fiscal year 2003, ATF officials met with and briefed members and staffs of the following committees:

House Appropriations Subcommittee on Commerce, Justice, State and the Judiciary
Senate Appropriations Subcommittee on Commerce, Justice, State and the Judiciary
House Judiciary Committee
Senate Judiciary Committee

Oral and written briefings were provided on the following topics: The Integrated Violence Reduction Strategy and Project Safe Neighborhoods; the NIBIN Program; gang violence strategies; tactics in reducing the threat of explosives violence; and tobacco diversion.

Environmental Assessment

ATF is using the American Customer Satisfaction Index survey for several programs to determine how well we meet the needs of the regulated industries and our law enforcement customers. The index allows ATF to benchmark against the best in business and government. ATF will continue to meet and collaborate with industry and law enforcement partners.

In fiscal year 2004, ATF commissioned an all-employee survey to gauge the levels of communication and employee engagement with Bureau goals and objectives.

The triennial office reviews performed by ATF's Office of Inspection include an analysis of employee and customer satisfaction. The Strategic Planning Office staff compiles demographic, social, and other environmental information for use in updating the ATF Strategic Plan.

Environmental Factors Affecting Goal Achievement

ENVIRONMENTAL FACTORS	Goal I Firearms	Goal II Explosives and Arson	Goal III Alcohol and Tobacco
Technology			
Advances in high-speed telecommunications, computers and other technologies are creating new opportunities for criminals, new classes of crimes, and new challenges for law enforcement.	X		X
Changing technology requires continual updating of employee skills.	X	X	X
Stakeholder expectations will demand better service and faster response times.	X	X	X
Economy			
The interconnected nature of the world's economy provides increasing opportunities for criminal activity, including money laundering, white collar crime, and smuggling and diversion.	X		X
A strong U.S. labor market may make it difficult to attract and retain workers with the requisite skills.	X	X	X
Economic conditions may affect crime rates.	X	X	X
Government			
Changes in the fiscal posture or policies of State and local governments could have dramatic effects on the capacity of State and local governments to remain effective law enforcement partners.	X	X	X
Differential tax rates can increase the profitability of illegal diversion of tobacco and alcohol products.			X
Globalization			
Issues of criminal and civil justice increasingly transcend national boundaries, require the cooperation of foreign governments, and involve treaty obligations, multinational environmental and trade agreements and other foreign policy concerns.	X	X	X

Environmental Factors Affecting Goal Achievement

ENVIRONMENTAL FACTORS	Goal I Firearms	Goal II Explosives and Arson	Goal III Alcohol and Tobacco
<p>Globalization (<i>cont'd.</i>)</p> <p>The new democratic states of eastern Europe are susceptible to drug and arms trafficking, organized criminal groups, and other illegal activities that impact the United States.</p>	X		X
<p>Social-Demographic Factors</p> <p>The level of criminal activity is influenced by societal attitudes toward the use of illegal drugs and alcohol.</p>	X	X	X
<p>The numbers of adolescents and young adults, the most crime-prone segment of the population, are expected to grow rapidly over the next several years.</p>	X	X	X
<p>The United States is an increasingly multi-cultural and multi-racial society. Isolated instances of intolerance and violent resistance to this societal change affects the scope and nature of our work.</p>	X	X	X
<p>Demographic and cultural changes make ensuring a diverse and representative workforce a more challenging and essential task.</p>	X	X	X
<p>The increase in the number of convicted felons released from prison increases the potential criminal populace.</p>	X	X	X
<p>The Unpredictable</p> <p>Changes in Federal law may affect our responsibilities and workload.</p>	X	X	X
<p>With increases in the number, kinds, and complexity of tasks we are required to perform, demand can challenge our capacity to respond.</p>	X	X	X

Performance Measures

Firearms Strategic Objectives	Performance Indicators
<p>Firearms 1.1.—Enforce Federal firearms laws in order to remove violent offenders from our communities, and keep firearms out of the hands of those prohibited by law from possessing them.</p> <p>Firearms 1.2.—Increase the rate of compliance with firearms laws and regulations in order to block the transfer of firearms to those prohibited from having them.</p> <p>Firearms 1.3.—Prevent firearms violence through community outreach.</p>	<p>1.a. Percent change in violent firearms crime in metropolitan areas with a substantial ATF presence (as compared with similar areas).</p> <p>1.b. Percentage of high-crime cities with an ATF presence demonstrating a reduction in violent firearms crime when compared to the national average (2004-2009): 80%.</p> <p>1.c. Percent reduction in instances of violations and discrepancies by firearms licensees recommended for recall inspection.</p>
Explosives and Arson Strategic Objectives	Performance Indicators
<p>Explosives and Arson 2.1.—Enforce the Federal explosives laws in order to protect the public from criminal acts and unsafe storage of explosives.</p> <p>Explosives and Arson 2.2.—Increase compliance with explosives laws and regulations so that these commodities are not used in violent crime.</p> <p>Explosives and Arson 2.3.—Foster innovation and cooperation in the fire and explosives investigation community.</p>	<p>2.a. Percentage of reported explosives thefts investigated.</p> <p>2.b. Number of active fire investigations.</p> <p>2.c. Number of active explosives investigations.</p> <p>2.d. Resolution of unsafe explosives conditions discovered by inspections.</p> <p>2.e. Percentage of total explosives licensees/ permittees inspected.</p> <p>2.f. Number of explosives inspections.</p> <p>2.g. Number of defendants convicted – Explosives.</p> <p>2.h. Number of defendants convicted – Arson.</p>
Alcohol and Tobacco Strategic Objectives	Performance Indicators
<p>Alcohol and Tobacco 3.1.—Enforce laws that prohibit the diversion of alcohol and tobacco products from legitimate commerce.</p> <p>Alcohol and Tobacco 3.2.—Provide Federal, State, local and international law enforcement entities with the tools needed to identify trafficking schemes.</p>	<p>3.a. Number of active investigations – Alcohol.</p> <p>3.b. Number of tobacco trafficking groups identified and disrupted.</p> <p>3.c. Number of active investigations – Tobacco.</p> <p>3.d. Number of information sharing agreements developed with state and local law enforcement agencies.</p> <p>3.e. Number of state and local law enforcement personnel trained on diversion trends and schemes.</p>





Comments and questions may be sent to:

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