

Strategic Goal: Criminal Groups and Gangs (cont.) Make our communities safer by expanding our efforts to identify, target, and dismantle those criminal gangs and organizations that utilize firearms, arson, and explosives in furtherance of violent criminal activity.	Strategic Objective 3: Connect ATF to the communities we serve.	Strategies
Performance Goal Statement: Reduce the risk to public safety caused by criminal organizations and gangs.	Strategic Objective 4: Reduce the trafficking of contraband tobacco products.	<p>1. Expand Gang Training for Our Partners: Expand efforts to provide training for our state and local partners about criminal groups, gangs, and ATF's role in gang investigations, through national conferences, local presentations, and seminars.</p> <p>2. Expand Involvement in GREAT Program: Expand involvement in the Gang Resistance Education and Training (GREAT) program by training special agents to be GREAT instructors to work with at-risk youths and prevent them from joining gangs.</p> <p>1. Deploy Tobacco Trafficking Investigative Groups: Investigate, recommend for prosecution, and seize the assets of criminal organizations that traffic contraband tobacco products.</p> <p>2. Lead and Coordinate with Our Partners: Provide effective leadership in the area of contraband tobacco enforcement. Effectively coordinate with law enforcement and regulatory agencies, domestic and international, the U.S. Attorney's Office, and the tobacco industry.</p> <p>3. Expand Contraband Cigarette Trafficking Training Programs: Improve our ability to detect and investigate contraband cigarette traffickers through the expansion and delivery of high quality, best practice training programs.</p>

Criminal Groups and Gangs Performance Indicators:

- ◆ Number of criminal group or gang related defendants convicted, in the given fiscal year, for violating laws, regardless of the year of referral
- ◆ Number of criminal group or gang related defendants referred for prosecution, in the given fiscal year, for violating laws
- ◆ Number of criminal group or gang related defendants whose cases have the active involvement of state and local law enforcement partners
- ◆ Number of students provided instruction from ATF-certified GREAT instructors

STRATEGIC GOAL 3 EXPLOSIVES, BOMBS, AND BOMBINGS

CHALLENGES AND THREATS IN THE EXPLOSIVES, BOMBS, AND BOMBINGS DOMAIN

Criminal bombings and the illegal use of explosives are a threat to our national security at home and abroad.

The Use of Improvised Explosive Devices (IEDs) in Violent Crime. A common trend emerging in explosives and bombing incidents is the increased use of IEDs. The Internet has made the knowledge available to a broader range of the public than ever before, including those who would use that knowledge to commit violent crimes. Many of the materials required to produce an explosive device are common household goods, available with minimal or no regulation. The law enforcement community must continually adapt our regulatory and investigative practices to address this new reality.

The Link Between Explosives and Terrorism. Terrorists aim to inflict mass civilian casualties and cause maximum losses of life and property, and explosives are typically their weapons of choice. American troops deployed abroad face the constant threat of roadside bombs and improvised explosives, and we cannot ignore the reality that these attacks could one day reach within our borders. While our understanding of terrorist tactics is growing, so do the range of tools and techniques employed by the terrorists. Therefore, it is critically important that we have effective intelligence and robust information-sharing practices, and that

we use innovative research, training, and investigative tactics to meet this evolving threat.

ATF'S ROLE IN INVESTIGATING THE ILLEGAL USE OF EXPLOSIVES, BOMBS, AND BOMBINGS; AND REGULATING THE EXPLOSIVES INDUSTRY

Approximately 99 percent of all bombings in the United States fall under the jurisdiction of ATF. ATF investigates bombings, thefts, recoveries of explosives, and the criminal misuse of explosives, and regulates the explosives industry. Since 1978, ATF has investigated more than 25,000 bombings and attempted bombings, more than 900 accidental explosions, and more than 21,000 incidents involving recovered explosives or explosive devices. The majority of these criminal bombings involved the use of IEDs. ATF also provides our explo-



sive expertise and resources to the investigation of explosives incidents that are classified as “terrorist bombings.”

ATF is recognized for its expertise in bombing and explosives investigations and in the reconstruction of explosives incidents. ATF’s 3,300 special agents, IOIs, Explosives Enforcement Officers (EEOs), and forensic personnel



are each highly trained in the investigation of explosives incidents. ATF trains Federal, State, local, tribal, and international law enforcement agencies in methods and techniques to solve such crimes.

ATF Protects Our National Security. ATF’s contribution to national security is unique. Our agents investigate the criminal misuse of explosives. Our IOIs enforce the comprehensive regulatory provisions of the Federal explosives laws that ensure the safe storage of explosive materials. Our Explosives Detection Canine Program incorporates the research and development of ATF’s Forensic Science Laboratories and the technical expertise of ATF explosives experts into a training regimen that produces an extremely reliable, mobile, accurate, and durable explosives detection tool, capable of assisting law enforcement with the escalating explosives threat faced by communities worldwide. This overarching strategy combines criminal intelligence, investigation, regulation, and canine assets in a concerted effort to protect our nation. Beyond our borders, ATF provides extensive explosives training and explosive detection canines to protect American interests abroad, to include our military troops deployed in Iraq and Afghanistan.

ATF combats the criminal use of explosives by the use of effective intelligence-gathering and aggressive information-sharing practices. We continue to employ state-of-the-art investigative methods, innovative research, and training to meet this evolving threat.

ATF is the only Federal law enforcement agency that regulates the explosives industry. ATF’s criminal and regulatory efforts promote national security and public safety by preventing criminals and terrorists from obtaining explosives for use in bombings. Federal law requires that any manufacturer, importer, or dealer of explosives must have a



Federal explosives license, and anyone who acquires for use or transports explosives must hold a Federal explosives permit or license. The Federal Explosives Licensing Center (FELC) screens license and permit applicants, in conjunction with the FBI, to ensure applicants’ eligibility to lawfully receive and use explosives. ATF informs new licensees and permittees about regulatory requirements, effective internal controls and security measures that promote compliance and prevent diversion. It further screens employees of such licensees and permittees to ensure prohibited persons do not have access to explosives. ATF established standards for the storage of explosive materials and related record keeping requirements to ensure explosives accountability and traceability to which licensees and permittees must adhere. ATF’s IOIs conduct compliance inspections of approximately 11,000 explosives licensees and permittees on a triennial basis to prevent diversion and promote the safe and secure storage of explosives. IOIs also detect and assist in the investigations of the theft, loss, and diversion of explosives.

Industry seminars are conducted to update members about statutory, regulatory, and policy changes that affect their day-to-day operations. ATF publishes and distributes open letters to all explosives licensees and permittees to advise them of important issues that affect their operations. ATF also publishes pertinent articles in its semi-annual *AFT Explosives Industry Newsletter*, and maintains an industry-focused website for licensees and permittees.

SPECIALIZED RESOURCES

The ATF National Center for Explosives Training and Research (NCETR) is a unique center for state-of-the-art explosives training and research, for ATF and our Federal, state, local, tribal, and international partners. The NCETR promotes efficiency through consolidation of other DOJ and Department of Defense (DOD) explosives training, research, and data-sharing efforts. The Nation’s coordinated efforts to confront the threat posed by terrorists and other violent criminals will rise to a new level upon completion of the multi-functional facility. NCETR will provide the highest quality



training experience for those on the frontlines of Federal, state, local, and international efforts to prevent and investigate bombings. It will also co-locate cutting-edge training initiatives with the United States Bomb Data Center (USBDC) as well as with explosives laboratories and research facilities.

ATF's **Forensic Science Laboratories (FSLs)** provide expert examination of explosive materials and unexploded IEDs as well as post-blast trace evidence recovered from explosion scenes. The FSLs are collaborating with the explosives industry to compile a comprehensive explosives materials reference library to analyze the physical and chemical properties of explosives for use by the forensic science community. ATF shares its expertise in explosives-related forensics through training provided to domestic and international partners.



ATF's **world-recognized canine training program** produces reliable, mobile, and accurate explosives and accelerant detection canines that are able to assist law enforcement, fire investigators, and military personnel worldwide. ATF's canine training programs are conducted under the supervision of the FSLs to ensure the canines' ability to detect even trace amounts of explosive residues. The Accelerant and Explosives Detection Canine Programs place canines with state and local



agencies to support their arson and explosive investigation activities. Through an agreement with the Department of State's Office of Anti-Terrorism Assistance, the Explosives Detection Canine Program trains explosives detection canines for use in foreign countries in the war against terrorism and to protect American travelers abroad. ATF works with agencies that have received ATF-certified explosives detection and accelerant detection canines and supports those who are without canine services in their communities. ATF coordinates with canine training associations, law enforcement and military agencies to standardize the protocols for training accelerant and explosives detection canines.

The **Special Agent Certified Explosives Specialist (CES) Program** provides special agents with explosives investigative expertise to assist law enforcement at the Federal, state, local, tribal, and international level. The CES acquires explosives expertise through extensive training, and years of experience in the field ensure continued proficiency in all aspects of explosives.

Explosives enforcement officers (EEOs) have extensive experience in explosives and bomb disposal. They render explosive devices safe, disassemble explosive and incendiary devices, and give expert testimony. EEOs also provide



assistance and training in all aspects of explosives-related matters for ATF, as well as Federal, state, local, tribal, and international law enforcement agencies. ATF has the capability to carry out underwater explosives recoveries in an IED response or explosives-related event.

The **USBDC** is the United States' repository for all explosives and arson information and databases. The USBDC is also home to a multilingual explosives intelligence management system that ATF and other nations' law



enforcement agencies use to share information and intelligence on explosives incidents, devices, methods, terrorist groups, and fires worldwide. The USBDC houses the Bomb Arson Tracking System (BATS) that contains



detailed data on more than 185,000 domestic and international arson, explosives, and bombing incidents.

The USBDC maintains a unique set of data associated with the tracing of explosives products in interstate and international commerce from the manufacturer to the end user in support of criminal investigations. The USBDC provides explosives tracing services to law enforcement agencies worldwide to identify suspects involved in criminal violations. ATF traces and maintains the official records for the theft and recovery of foreign and domestic commercial explosives, military explosives and ordnance, and other munitions.

Combined Explosives Exploitation Cells (CEXC)s were developed by DOD to provide

immediate, in-theater technical and operational analysis of IEDs used by insurgents. Since March 2005, ATF has deployed personnel to Iraq and Afghanistan to support CEXC activity. ATF explosives experts provide onsite investigative assistance to process post-blast incidents directed at U.S. and allied forces.

The Terrorist Explosive Device Analytical Center (TEDAC) coordinates and manages a unified national effort of law enforcement, military, and intelligence assets to exploit all IEDs of interest to the U.S. Government. An ATF special agent/CES serves as deputy director of the TEDAC, and many ATF CESs and EEOs examine, classify, and disseminate intelligence about IED debris that the CEXCs submit from Iraq and Afghanistan.

Regulating and investigating the illegal use of explosives and bombings is an important part of ATF's work. This strategic goal is outlined below.

<p>Strategic Goal: Explosives, Bombs, and Bombings Advance domestic and international explosives expertise to prevent, detect, and investigate acts of violent crime and terrorism and to enhance public safety.</p>	<p>Strategic Objective 1: Continually address and mitigate emerging explosives and bombing threats by developing and implementing proactive regulatory and investigative tactics.</p>	<p>Strategies</p>
<p>Performance Goal Statement: Reduce the risk to public safety caused by bombs and explosives.</p>		<p>1. Utilize ATF's Specialized Explosives Resources: Utilize ATF's specialized explosives resources, tools, and partnerships with Federal, state, local, tribal, and international law enforcement agencies to thoroughly investigate explosives and bombing incidents.</p> <p>2. Partner with Industry and Public Safety Agencies: Regulate explosives commerce, in partnership with industry and public safety agencies, to ensure compliance with Federal laws and regulations, enhance public safety, and detect and prevent thefts and diversion to violent criminals and terrorists.</p> <p>3. Prevent Misuse of Precursor Materials: Exploit opportunities for preventing the misuse of precursor materials used in homemade and improvised explosives, with particular focus on means of acquisition and distribution, such as the Internet.</p> <p>4. Expand ATF's Laboratory Capacity: Strengthen explosives and bombing incident prevention, detection, and investigation through expansion of ATF laboratory capabilities and capacity.</p>
	<p>Strategic Objective 2: Lead the advancement of worldwide bombing and explosives expertise by conducting in-depth research and analysis and providing high quality training in all facets of explosives storage, detection, disruption, investigation, and disposal.</p>	<p>1. Fully Develop NCETR: Fully develop NCETR as the leading source for explosives and bombing training, research and intelligence sharing.</p> <p>2. Expand ATF's Explosives Research Fellowship Program: Develop innovative solutions to current and future operational threats and challenges through an expanded ATF Explosives Research Fellowship Program.</p> <p>3. Provide Analysis of Explosives and Bombing Trends: Impact governmental policy development and decision-making by providing analysis of trends and research relating to car bombs, suicide bombers, explosives incidents, and terrorist tactics from around the world.</p> <p>4. Increase Explosives Training for Law Enforcement Partners: Provide state-of-the-art explosives training and enhance the explosives-related expertise of Federal, state, local, and international law enforcement agencies and the U.S. military.</p> <p>5. Increase Numbers of Certified Explosives Detection Canine Teams: Increase the numbers of certified Federal, state, local, and tribal explosives detection canine teams trained under the National Certification Standard.</p>

Strategic Goal: Explosives, Bombs, and Bombings (cont.)

Advance domestic and international explosives expertise to prevent, detect, and investigate acts of violent crime and terrorism and to enhance public safety.

Performance Goal Statement:

Reduce the risk to public safety caused by bombs and explosives.

Strategic Objective 3:

Strengthen the detection, prevention, and investigation of explosives and bombing incidents through partnerships, collaboration, and comprehensive intelligence and information sharing.

Strategies

1. Enhance Industry and Public Safety Community Outreach:

Increase awareness of potential misuse of commercially available products used to produce homemade explosives through enhanced industry and public safety community outreach programs.

2. Increase Collaboration in Training and Research:

Exploit the analysis of operational data, validate best practices, and enhance training and research initiatives by sharing information with industry, law enforcement, public safety agencies, the military, and academia.

3. Provide Broader Access to Information via USBDC:

Provide broader access to explosives- and bombing-related information and build a single, universal knowledge base through the USBDC and the use of ATF information-sharing tools by Federal, state, local, and tribal law enforcement and public safety partners.

4. Promote Domestic and International Partnerships:

Proactively foster domestic and international working partnerships to combat the risk to public safety caused by the illegal use of explosives.

Explosives, Bombs, and Bombings Performance Indicators:

- ◆ Number of defendants convicted, in the given fiscal year, for violations related to explosives, regardless of the year of referral
- ◆ Number of defendants referred, in the given fiscal year, for prosecution for violations related to explosives
- ◆ Number of explosive destructions/disposals executed in the interest of public safety
- ◆ Number of explosives devices recovered
- ◆ Number of people (ATF employees and Federal, state, local and international law enforcement) trained in explosives through the National Center for Explosives Training and Research
- ◆ Number of canine teams (ATF and Federal, state and local law enforcement) trained to meet the national odor recognition standard
- ◆ Number of active Bomb and Arson Tracking System (BATS) users
- ◆ Number of BATS accounts

STRATEGIC GOAL 4 FIRE AND ARSON

CHALLENGES AND THREATS IN THE FIRE AND ARSON DOMAIN

Annual Property Loss Due to Arson Remains Significant. The loss of lives and decline in property values that result from arson cases in the United States each year remain significant. In 2007, according to the U.S. Fire Administration (USFA), intentionally set structure fires resulted in an estimated 295 civilian deaths and \$733 million in property damage.

Economic downturns in the United States may lead to an increase in arson for profit. Small business owners and other individuals may feel financial pressure to intentionally burn their properties to collect insurance. As the lead Federal agency for arson investigation, ATF investigates all significant arson cases.

ATF'S ROLE IN INVESTIGATING ARSON

ATF's state-of-the-art technology in fire investigation and research allows the Bureau to serve as a valuable resource to Federal, state, local and tribal partners who are responsible for fire investigation and public safety.

ATF's highly trained and experienced Certified Fire Investigators (CFIs) are our primary resource in fire-related matters. They conduct fire scene examinations, render origin and cause determinations, and provide expert testimony on fire scene determinations. The special agents also lend technical guidance and analysis in support of field arson inves-



tigative activities. CFIs conduct arson-related training for other Federal, state, local, and tribal fire investigators, and conduct research to identify trends and patterns in fire incidents.

ATF's National Response Team (NRT) consists of highly trained special agents, forensic chemists, EEOs, electrical engineers, fire protection engineers, canine handlers, and other technical experts who can be deployed within 24 hours to major explosion and fire scenes anywhere in the United States. The NRT assists Federal, state, local and tribal officers in fire and explosives incidents by providing examinations of the scene, interviews, assis-



ATF PERFORMANCE MEASUREMENT INDEX (CONTINUED)

Core Functions	Performance Goals Statements	Strategic Objectives	Performance Indicators
Explosives, Bombs, and Bombings	Reduce the risk to public safety caused by bombs and explosives	Strategic Objective 1: Continually address and mitigate emerging explosives and bombing threats by developing and implementing proactive regulatory and investigative tactics	Number of defendants convicted, in the given fiscal year, for violations related to explosives, regardless of the year of referral Number of defendants referred, in the given fiscal year, for prosecution for violations related to explosives Number of explosive destructions/disposals executed in the interest of public safety Number of explosives devices recovered
		Strategic Objective 2: Lead the advancement of worldwide bombing and explosives expertise by conducting in-depth research and analysis and providing high quality training in all facets of explosives storage, detection, disruption, investigation and disposal	Number of people (ATF employees and Federal, state, local and international law enforcement) trained in explosives through the National Center for Explosives Training and Research Number of canine teams (ATF and Federal, state and local law enforcement) trained to meet the national odor recognition standard
		Strategic Objective 3: Strengthen the detection, prevention, and investigation of explosives and bombing incidents through partnerships, collaboration, and comprehensive intelligence and information sharing	Number of active Bomb and Arson Tracking System (BATS) users Number of BATS accounts
Fire and Arson	Reduce the risk to public safety caused by the criminal use of fire	Strategic Objective 1: Ensure the highest possible level of investigative response, expertise, and capability at all levels of government	Number of defendants convicted, in the given fiscal year, for violations related to arson, regardless of the year of referral Number of defendants referred, in the given fiscal year, for prosecution for violations related to arson Number of people (ATF employees and Federal, state, local and international law enforcement) trained to investigate and support Federal arson cases NRT Satisfaction Rating (%) related to arson
		Strategic Objective 2: Provide the nation with a definitive source of technical expertise, research, analysis, and data in the fire discipline using the Fire Research Lab and other advanced technologies	Annual number of fire research activities conducted in support of criminal investigations
Explosives Industry Operations	Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members	Strategic Objective 1: Ensure the effective regulation and oversight of the explosives industry through collaboration with industry partners and consistent inspection and compliance of licensees	Percent of explosives industry members that have been inspected (qualification and/or compliance) in the past three years Number of unqualified persons denied access to explosives licenses and permits through screening and qualification process through the Explosives Licensing Center Percent of explosives thefts investigated Number of ATF presentations and seminars on explosives
Alcohol and Tobacco	Reduce the loss of tax revenues caused by contraband alcohol and tobacco trafficking	Strategic Objective 1: Reduce the trafficking of contraband alcohol and tobacco products	Number of defendants convicted, in the given fiscal year, for violation of the alcohol and tobacco laws, regardless of the year of referral Total dollar value of all assets seized in alcohol and tobacco cases Number of defendants referred, in the given fiscal year, for prosecution for violation of alcohol and tobacco laws

ATF PERFORMANCE MEASUREMENT INDEX (CONTINUED)

Core Functions	Performance Goals Statements	Strategic Objectives	Performance Indicators
Modernization	Modernize business processes and systems for improved mission effectiveness and transparency	Strategic Objective 1: Modernize our approach to business process reengineering to be at the forefront of government management	Percent customer satisfaction
		Strategic Objective 2: Strengthen our capability to capture, manage, and share knowledge Bureau-wide and with our partners	Number of databases normalized, standardized, and NIEM conformant Number of common services provided Percent of ATF databases or functionality made available through a common services platform Percent of technology service categories within a current ATF enterprise standard Percent of investment \$ expenditures in alignment with enterprise standards
		Strategic Objective 3: Proactively identify, research, and integrate innovative technology to further ATF's effectiveness in accomplishing our mission	Percent of technology capital investment compared to operating expenditures Percent of Lab infrastructure within its recommended useful life Percent of NIBIN infrastructure within its recommended useful life
Workforce	Attract, develop, and retain an expert workforce to execute the ATF mission	Strategic Objective 1: Implement a comprehensive recruitment strategy focused on selecting a diverse and committed workforce	Recruitment, Development, and Retention Index score in the Federal workforce survey
		Strategic Objective 2: Foster retention and career advancement by providing opportunities for the continuous professional development of every employee	Job Satisfaction Index score in the Federal workforce survey Personal Work Experience Index score in the Federal workforce survey Leadership Index score in the Federal workforce survey Performance Culture Index score in the Federal workforce survey
		Strategic Objective 3: Streamline the complaint and disciplinary processes to fairly and expeditiously address and resolve workplace disputes	Percent of respondents answering favorably to "Arbitrary action, personal favoritism and coercion for partisan political purposes are not tolerated" in the Federal workforce survey Percent of respondents answering favorably to "Prohibited Personal Practices (for example, illegally discriminating for or against any employee/applicant, obstructing a person's right to compete for employment, knowingly violating veterans' preference requirements) are not tolerated" in the Federal workforce survey
		Strategic Objective 4: Develop and implement succession strategies to transfer knowledge to and foster leadership in the next generation	Learning (Knowledge Management) Index score in the Federal workforce survey

APPENDIX C: GLOSSARY OF ACRONYMS

AECA	Arms Export Control Act	FSLs	Forensic Science Laboratories	OMB	Office of Management and Budget
BATS	Bomb Arson Tracking System	GangTECC	National Gang Targeting, Enforcement, and Coordination Center	OPM	Office of Personnel Management
CCTA	Contraband Cigarette Trafficking Act	GCA	Gun Control Act	OSM	Office of Strategic Management
CES	Certified Explosives Specialist	GREAT	Gang Resistance Education and Training	RICO	Racketeer Influenced and Corrupt Organization
CEXCs	Combined Explosives Exploitation Cells	HSPD	Homeland Security Presidential Directive	SICA	Central American Integration System
CFI	Certified Fire Investigator	IBIS	Integrated Ballistics Identification System	SPAC	Strategic Priority Action Committee
CFR	Code of Federal Regulations	IDP	Individual Development Plan	SLT	Strategic Leadership Team
DEA	Drug Enforcement Administration	IED	Improvised Explosive Device	TEDAC	Terrorist Explosive Device Analytical Center
DEU	Delegated Examining Unit	IOI	Industry Operations Investigator	USBDC	United States Bomb Data Center
DOJ	Department of Justice	IRT	International Response Team	U.S.C.	U.S. Code
DOD	Department of Defense	IVRS	Integrated Violence Reduction Strategy	USFA	U.S. Fire Administration
EEO	Explosives Enforcement Officer	LEISP	Law Enforcement Information Sharing Program	VCIT	Violent Crime Impact Team
EPIC	El Paso Intelligence Center	MOU	Memorandum of Understanding	VEOA	Veterans Employment Opportunities Act
ETAPS	Explosives Threat Assessment and Prevention Strategy	NCETR	National Center for Explosives Training and Research	VRA	Veterans Recruitment Appointment
FBI	Federal Bureau of Investigation	NFA	National Firearms Act		
FEL	Federal Explosives Licensee	NFOCIS	National Field Office Case Information System		
FELC	Federal Explosives Licensing Center	NFRTR	National Firearms Registration and Transfer Record		
FEP	Federal Explosives Permittee	NGIC	National Gang Intelligence Center		
FFL	Federal Firearms Licensee	NIBIN	National Integrated Ballistic Information Network		
FFLC	Federal Firearms Licensing Center	NICS	National Instant Criminal Background Check System		
FISD	Financial Investigative Services Division	NRT	National Response Team		
FRL	Fire Research Laboratory	NTC	National Tracing Center		

[1] "An Older and More Diverse Nation by Midcentury." U.S. Census Bureau News. August 14, 2008. <http://www.census.gov/Press-Release/www/releases/archives/population/012496.html>





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