Criminal Groups and Gangs

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.

Performance Goal Statement:
Reduce the risk to public safety caused by criminal organizations and gangs.

Strategic Objective 3:
Connect ATF to the communities we serve.

Strategic Objective 4:
Reduce the trafficking of contraband tobacco products.

Strategies
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.

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.

1. Deploy Tobacco Trafficking Investigative Groups:
Investigate, recommend for prosecution, and seize the assets of criminal organizations that traffic contraband tobacco products.

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.

3. Expand Contraband Cigarette Trafficking Training Programs:
Improve our ability to detect and investigate contraband tobacco traffickers through the expansion and delivery of high quality, best practice training programs.

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

EXPLOSIVES, BOMBS, AND BOMBINGS

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-
supported by knowledgeable and dedicated professionals.

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

**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.

**Performance Goal Statement:** 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.

**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.

**Strategies**

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.

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.

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.

4. Expand ATF’s Laboratory Capacity:
   - Strengthen explosives and bombing incident prevention, detection, and investigation through expansion of ATF laboratory capabilities and capacity.

**Strategies**

1. Fully Develop NCETR:
   - Fully develop NCETR as the leading source for explosives and bombing training, research and intelligence sharing.

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.

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.

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.

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.
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 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-

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.

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.

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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.

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- 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
Reduce the risk to public safety caused by bombs and explosives
Improve public safety by increasing compliance with Federal laws and regulations by explosives industry

Strategic Objective 1:
- Modernize business processes and systems for improved mission effectiveness and transparency
- Attract, develop, and retain an expert workforce to execute the ATF mission

Strategic Objective 2:
- Provide the nation with a definitive source of technical expertise, research, analysis, and data in the fire discipline
- Continually address and mitigate emerging regulatory and investigative tactics

Strategic Objective 3:
- Strengthen the detection, prevention, and investigation of explosives and bombing and explosives expertise by industry
- Reduce the loss of tax revenues caused by contraband alcohol and tobacco products
- Reduce the trafficking of contraband alcohol and tobacco products

Performance Indicators:
- 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 violations related to arson
- Number of canine teams (ATF and Federal, state and local law enforcement) trained to meet the national odor recognition standard
- Number of explosives devices recovered
- Number of explosive destructions/disposals executed in the interest of public safety
- Percent of explosives industry members that have been inspected (qualification and/or compliance) in the past three years
- Percent of respondents answering favorably to “Arbitrary action, personal favoritism and coercion for partisan political purposes are not tolerated” in the Federal workforce survey
- Learning (Knowledge Management) Index score in the Federal workforce survey

ATF PERFORMANCE MEASUREMENT INDEX (CONTINUED)
### Appendix C: Glossary of Acronyms

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