

**Bureau of
Alcohol, Tobacco, Firearms and Explosives
(ATF)**



**Fiscal Year 2021
Congressional Budget Submission**

**Salaries and Expenses
Construction**

February 2020

This page intentionally left blank.

Table of Contents

| | Page |
|---|-------------|
| I. Overview | 1 |
| A. Introduction | 1 |
| B. Background | 7 |
| C. Challenges | 12 |
| D. Environmental Management | 17 |
| II. Summary of Program Changes | 18 |
| III. Appropriations Language and Analysis of Appropriations Language | 20 |
| IV. Decision Unit Justification | 21 |
| A. <u>Law Enforcement Operations</u> | |
| Program Description – Investigating and Preventing Violent Crime | 21 |
| 1. Illegal Firearms Trafficking | 23 |
| 2. Firearms Criminal Use and Possession | 24 |
| 3. Diversion of Firearms from Legal Commerce | 24 |
| 4. Criminal Organizations | 26 |
| 5. Criminal Use of Explosives..... | 26 |
| 6. Diversion of Explosives from Legal Commerce | 27 |
| 7. Criminal Use of Fire..... | 28 |
| B. <u>Investigative Support Services</u> | |
| Program Description – Delivery of ATF’s Forensic Expertise, Assets and Intelligence to Improve Public Safety | 29 |
| 1. Firearms and Explosives Licensing and Other Industry Services | 30 |
| 2. Firearms Tracing | 30 |
| 3. National Integrated Ballistics Information Network (NIBIN) | 31 |
| 4. National Center for Explosives Training and Research | 33 |
| 5. United States Bomb Data Center..... | 34 |
| 6. Terrorist Explosives Device Analytical Center (TEDAC)..... | 35 |
| 7. ATF Laboratories | 36 |
| 8. Financial Investigations..... | 37 |
| 9. Collaboration and Partnerships | 37 |
| 10. Emergency Support Function (ESF) #13 | 38 |
| C. Performance Tables | 39 |
| 1. Law Enforcement Operations | 39 |
| 2. Investigative Support Services | 40 |
| 3. DOJ Strategic Plan Key Performance Measures (ATF Specific) | 42 |

**Table of Contents
(continued)**

| | Page |
|--|-------------|
| IV. Decision Unit Justification (continued) | |
| D. Performance, Resources, and Strategies | 43 |
| 1. Performance Plan and Report for Outcomes | 43 |
| 2. Strategies to Accomplish Outcomes | 45 |
| 3. Annual Priority Goals | 45 |
| V. FY 2021 Program Increases by Item | 46 |
| A. Halting Gun Violence | 46 |
| B. Supporting Critical Operations | 54 |
| C. Reducing Violent Crime and Promoting Public Safety | 57 |
| D. Laboratory Consolidation: Salaries and Expenses | 62 |
| E. Laboratory Consolidation: Construction | 65 |
| VI. Program Offsets by Item | N/A |
| VII. Exhibits | |
| Salaries and Expenses | |
| A. Organizational Chart | |
| B. Summary of Requirements | |
| C. FY 2021 Program Increases/Offsets by Decision Unit | |
| D. Resources by DOJ Strategic Goal/Objective | |
| E. Justification for Technical and Base Adjustments | |
| F. Crosswalk of 2019 Availability | |
| G. Crosswalk of 2020 Availability | |
| H-R. Summary of Reimbursable Resources | |
| H-S. Summary of Sub-Allotments and Direct Collections Resources | |
| I. Detail of Permanent Positions by Category | |
| J. Financial Analysis of Program Changes | |
| K. Summary of Requirements by Object Class | |
| L. Status of Congressionally Requested Studies, Reports, and Evaluations | |
| Construction | |
| B. Summary of Requirements | |
| C. FY 2021 Program Increases/Offsets by Decision Unit | |
| D. Resources by DOJ Strategic Goal/Objective | |
| J. Financial Analysis of Program Changes | |
| K. Summary of Requirements by Object Class | |

I. Overview for the Bureau of Alcohol, Tobacco, Firearms and Explosives

A. Introduction

Established as an independent Bureau in 1972, the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) is responsible for the enforcement and administration of federal laws and regulations involving firearms and explosives, and for the enforcement of federal criminal statutes relating to arson. With respect to firearms, ATF enforces the Gun Control Act (GCA) and the National Firearms Act (NFA); the two primary laws enacted by Congress to address firearms violence. ATF also enforces the provisions of the Arms Export Control Act (AECA) addressing the importation of arms, ammunition, and implements of war. With respect to explosives and arson, ATF enforces the provisions of Title XI of the Organized Crime Control Act of 1970, including the Safe Explosives Act of 2002 (SEA), the provisions of the Anti-Arson of 1982, and the NFA provisions relating to destructive devices. The SEA expanded the scope of explosives regulations administered by ATF by establishing controls on the intrastate movement of explosives, and by mandating that all persons who receive explosives undergo a background check and obtain a federal permit. ATF carefully calibrates its exercise of enforcement and regulatory authorities to maximize public safety, particularly with respect to the reduction of violent firearm crime.

ATF's FY 2021 budget request totals \$1,637,574,000 for Salaries and Expenses (S&E), with 5,744 total positions and 5,345 full-time equivalents (FTE). Included within this amount is \$44,887,000 for adjustments-to-base (ATBs). These adjustments are essential to providing ATF's special agents, industry operations investigators, and support professionals the core resources necessary to maintain current services. This request also includes \$192,687,000 in program enhancements to support the core missions of the Bureau. Lastly, \$28,685,000 in construction funding is requested for ATF to consolidate its laboratory facilities in Walnut Creek, CA and Atlanta, GA.

ATF protects the public from crimes involving firearms, explosives, and arson; regulates lawful commerce in firearms and explosives; and provides worldwide support to law enforcement, public safety, and industry partners. ATF regulates the firearms and explosives industries from the point of manufacture and/or importation through retail sale. ATF's regulatory and enforcement strategies are interwoven to provide a comprehensive approach to its mission. To maximize ATF's effectiveness in preventing violent crime, ATF uses partnerships in all aspects of its law enforcement, regulatory, training, and forensic mission areas. ATF works with its regulated industries to prevent violence and safeguard the public while endeavoring to minimize regulatory constraints that impact lawful commerce in firearms and explosives.

ATF's public safety mission is broad and its role in combatting firearm violence is critical to our Nation's priority of reducing violent crime in our communities. To ensure ATF maximizes resources and provides optimal return on investment to the American taxpayers, ATF has adopted a business model, Frontline, that uses risk analysis and intelligence assessment to allocate resources, with an emphasis on our public safety mission. Frontline emphasizes a standardized way of doing business both internally and externally through strong leadership, transparency, accountability at all levels, and streamlined measurements of effectiveness and

accomplishments. At the core of Frontline are field division domain assessments. Domain assessments are comprehensive, intelligence-driven annual assessments that identify and analyze significant violent crime problems and industry compliance issues within each field division's area of responsibility. They propose a plan of action within the limits of available resources to mitigate or eliminate these threats.

This process often requires ATF to balance immediate operational demands with longer-term investment in essential information technology, human capital development, and forensic science infrastructure. To meet the Department's priority on reducing gun violence and revitalizing the Project Safe Neighborhoods (PSN) initiative, over the past two fiscal years ATF has focused resources on enhancing operational results on firearm investigations and on providing support to law enforcement partners in these investigations. As is further outlined below, these efforts have included expansion of the National Integrated Ballistics Information Network (NIBIN), expansion of the NIBIN National Correlation and Training Center (NNCTC), enhancement of ATF's Crime Gun Intelligence Centers, and the establishment of ATF Crime Gun Strike Forces (CGSFs) in cities like Chicago which are facing extreme spikes in firearm violence.

This focus has yielded outstanding returns on taxpayer investment: ATF investigations have substantially contributed to record increases in the Department's prosecution of firearms offenses in FY 2017, 2018 and 2019. In FY 2019, ATF initiated nearly 36,000 criminal firearms investigations, and referred more than 16,700 defendants for prosecution on firearms offenses. These investigations have focused on armed violent offenders – the trigger-pullers who terrorize our communities – and the firearms traffickers who supply guns to criminals and criminal organizations. With ATF support, state and local law enforcement agencies have also achieved increasing effectiveness in firearms investigations, a fact which is reflected by the substantial increase in the record number of firearms trace requests submitted to ATF's National Tracing Center (NTC).

ATF's criminal investigative efforts focus on reducing violent crime, by targeting domestic and international firearms traffickers, violent criminal organizations, armed violent offenders, and career criminals. ATF works to reduce violent crime by targeting and dismantling the criminal organizations that pose the greatest threat to public safety. Criminal organizations, including gangs, use guns to terrorize communities, enforce territorial boundaries, retaliate against rivals and witnesses, and facilitate the growth of their criminal enterprises. ATF has wide-ranging experience investigating, infiltrating, and dismantling criminal organizations, ranging from international gangs like MS-13, to national gangs like the Crips, Bloods, and Aryan Brotherhood, to smaller "street crews" that menace many communities.

ATF uses Crime Gun Intelligence (CGI) in virtually all investigations involving firearms-related violent crime. CGI combines all available information on crime guns and shooting incidents to identify the shooter(s) and disrupt the cycle of firearm violence. This provides investigators information not otherwise available to assist in identifying offenders who are illegally purchasing or transferring firearms, and the offenders who use them to commit violent crimes. ATF applies these CGI principles in its execution of the Department of Justice's PSN initiative. The preceding two years of this program have been instrumental in decreases in violent crime and increases in the overall number of federal gun prosecutions.

Two primary sources of crime gun data are ATF's NIBIN and NTC. ATF's NIBIN Program is the only interstate automated ballistic imaging network in operation in the U.S., and is available to every major population center in the U.S. as an essential tool to combat firearm violence. NIBIN allows firearm technicians and examiners to review images of shell casings and projectiles via a computer terminal to determine if they were expelled from the same firearm, creating links between shooting(s) and gun recovery events. Through application of consistent protocols that emphasize prompt NIBIN processing, ATF is able to provide investigators actionable leads allowing them to more quickly identify and apprehend violent offenders – oftentimes before they can reoffend. The NTC provides equally valuable intelligence and leads to investigators. The NTC is the sole entity able to trace firearms from manufacture to the point of first retail sale. By tracing crime guns recovered by law enforcement, ATF is able to discern patterns that provide valuable leads that aid in identifying the diversion of firearms into illegal commerce.

Additionally, ATF has established CGI Strike Forces in several cities around the U.S. dedicated solely to intelligence-driven targeting of violent offenders and the timely follow-up of crime gun intelligence leads through proven protocols. Strike Force protocols align with the PSN initiative focus on reducing violent firearm crime, and include the full range of CGI such as ballistic evidence and crime gun processing, timely lead generation, and robust and effective intelligence.

After peaking in calendar year 2017 (574 burglaries/8,049 stolen firearms and 33 robberies/303 stolen firearms), during the last two years CY 2018 and CY 2019, there has been a decrease in the number of reported Federal Firearms License (FFL) burglaries, thefts, and robberies. In CY 2019, there were 343 burglaries and 26 robberies. These crimes are a significant source of illegally trafficked firearms and directly fuel violent crimes involving guns. In response, during the last quarter of FY 2017, ATF has implemented a policy of responding to all FFL burglaries and robberies with teams consisting of both special agents and industry operations investigators, and expediting processing of evidence from these incidents in its forensic laboratories. ATF has also developed an automated system which sends urgent alerts about FFL burglaries and robberies to other FFLs in the geographic area where the incident has occurred, allowing them to take additional precautionary measures. By strategically redirecting resources to confront crimes against FFLs, ATF has enhanced its ability to identify, arrest, and prosecute the perpetrators and recover stolen firearms as soon as possible, mitigating the substantial threat they pose to public safety.

ATF has sole federal regulatory authority over FFLs authorized to engage in the business of manufacturing, importing, or selling firearms in the U.S. ATF conducts licensing qualification investigations on those who seek to engage in the business of firearm manufacturing and dealing, issues FFLs, administers and, through the inspection process, enforces regulations applicable to FFLs, including recordkeeping requirements for the acquisition and disposition of each firearm. ATF's inspection of firearms licensees is focused not only on ensuring regulatory compliance, but also identifying criminals who illegally purchase firearms and detecting diversion from lawful commerce by those who supply guns to criminals through "straw purchases."

Illegally trafficked firearms are harmful to communities and have a negative impact on interstate and international commerce. Illegal firearms are the “tools of the trade” that drug traffickers, gang members, and other violent criminals use to commit crimes. The goal of ATF’s illegal firearms trafficking enforcement efforts is to reduce violent crime by stemming the flow of firearms to violent criminals. ATF identifies, investigates, and arrests individuals and organizations that illegally supply firearms to prohibited individuals. Furthermore, ATF deters the diversion of firearms from lawful commerce into the illegal market with enforcement strategies and technology. These include, but are not limited to, the creation, analysis and use of CGI developed from NIBIN through the NIBIN Enforcement Support System (NESS), crime gun trace data, multiple sales reports, compliance inspections of FFLs, and other sources of information that depict firearms trafficking indicators.

ATF is recognized for its expertise in bombing and explosives investigations and in the reconstruction of explosives incidents. ATF’s special agents and forensic personnel are highly trained in the investigation of post-blast scenes and provide training to federal, state, local, tribal, and international law enforcement agencies in methods and techniques to solve such crimes. As an integral part of ATF’s overall violent crime reduction strategy, ATF’s Explosives Program provides vital resources to local communities to investigate explosives incidents around the U.S. ATF also has primary federal jurisdiction over the investigation of arson crimes, and is uniquely equipped for this mission with specialized capabilities, expertise, and experience. ATF responds to fires of federal interest and investigates arson-for-profit schemes. In many cases, ATF’s unique knowledge, technical resources, forensic capabilities, and jurisdictional authority are essential in solving arson related crimes and removing arsonists from a community. ATF’s National Response Team (NRT) supports large-scale arson and explosives investigations. The NRT consists of highly trained special agents, forensic chemists, engineers, and other technical experts who can be deployed within 24 hours to major explosion and fire scenes anywhere in the U.S. The NRT assists state and local officers in fire and explosives incidents with examination of the scene, interviews, assistance with follow-on investigations, and expert court testimony.

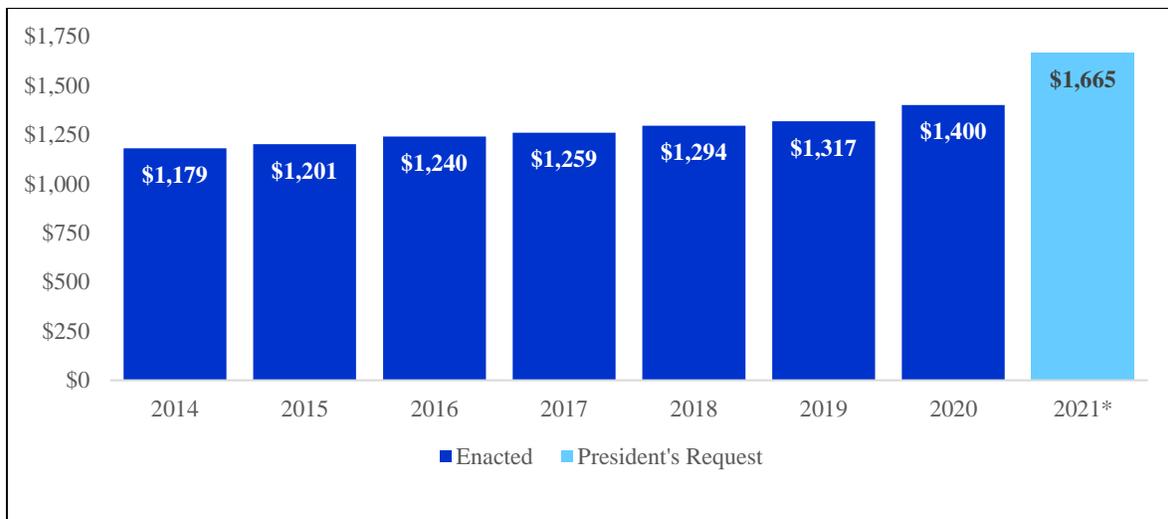
ATF is also the only federal law enforcement agency that regulates the explosives industry, licensing businesses and individuals to engage in the business of manufacturing, importing, or dealing in explosives, or receiving or transporting explosives materials. This includes enforcing the Safe Explosives Act of 2002 (SEA). The SEA expanded the scope of explosives regulations administered by ATF by establishing controls on the intrastate movement of explosives, and by mandating that all persons who receive explosives undergo a background check and obtain a federal permit. ATF’s criminal and regulatory programs are a key means by which the U.S. Government enforces federal explosives laws and prevents 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. Individuals, who acquire, possess or transport explosives must hold a federal explosives permit. ATF establishes standards for the storage of explosives materials to which licensees must adhere. ATF’s Industry Operations Investigators (IOIs) conduct compliance inspections to prevent diversion and promote the safe and secure storage of explosives. IOIs also detect and assist in the investigations of the diversion of explosives. When a significant safety hazard or loss of explosives is discovered, IOIs directly address these incidents to ensure the threat is mitigated.

ATF continues to leverage, build, and rely on its partnerships with all law enforcement entities – federal, state, local, tribal, and international law enforcement, public safety agencies, communities, and industries to prevent terrorism and abate violent crime. ATF partners with these entities to safeguard the public through information and intelligence sharing, training, research, the use of technology, and by its lead role in the coordination of Emergency Support Function #13 (ESF #13). Resources and activities that support ATF’s law enforcement operations comprise the Investigative Support Services decision unit. Core activities include, but are not limited to firearms and explosives licensing and other firearms industry services; firearms tracing; NIBIN; National Center for Explosives Training and Research (NCETR); United States Bomb Data Center (USBDC); Terrorist Explosives Device Analytical Center (TEDAC); ATF laboratories; financial investigations; collaboration and partnerships; and ESF #13.

Maintaining Current Services

The FY 2021 request includes \$44.9 million in ATBs to maintain current service levels. Within the total ATBs, \$30.2 million is for pay and benefits to continue support of special agents, industry operations investigators, and other personnel. Another \$14.6 million is for domestic rent, facilities, and relocation costs supporting ATF offices, laboratories, and training centers around the country, and \$0.068 million supports foreign expenses for ATF’s international programs.

**Chart 1. ATF Appropriated Funding, by Fiscal Year
(dollars in millions)**



* FY 2021 funding includes appropriations for S&E and Construction.

FY 2021 Program Enhancements

This FY 2021 budget request contains four program enhancements for S&E totaling \$192.7 million and one program enhancement for Construction totaling \$28.7 million:

Halting Gun Violence

The first program increase provides \$98.0 million, 376 positions, and 195 special agents as part of the Department's Crime Gun Intelligence-based strategy to reduce violent crime and protect our communities. This initiative will initially focus on communities that have experienced persistent firearms-related violent crime, and resources will be applied to communities (pilot cities) with high rates of firearms crime to achieve prompt and sustainable reductions in violence. ATF would deploy special agents to the pilot cities and additional special agents to each Federal judicial district to expand its Violent Crime Coordinator program. Deployed resources will include special agents, a K9 detection team, intelligence research specialists, industry operations investigators, and additional NIBIN contractors. The overall National support requirements for this initiative include special agents, forensic examiners (DNA/Firearm and tool mark/fingerprint/chemists), Firearms Enforcement Officers, ATF NTC contractors, and staff attorneys. The initiative also includes enhanced capacity at the NNCTC, and 15 new NIBIN sites.

Critical Operations Support

The second program increase provides \$53.3 million to support ATF's efforts to maintain its cadre of special agents, overall staffing levels, and support for critical programs such as NIBIN and the National Firearms Act. Funding will enable ATF to backfill existing positions and accommodate investment in critical program operations areas that address violent crime, such as the Crime Gun Intelligence Centers.

Reducing Violent Crime & Promoting Public Safety

The third program increase provides \$33.6 million and 83 positions, including 48 special agents, to increase ATF investigative capacity, national coverage for NIBIN, capabilities at the NNCTC, and ATF's Crime Gun Intelligence Centers (CGICs). The initiative will add five Crime Gun Enforcement Teams in FY 2021, focusing on violent gun crimes and enhancing crime gun intelligence, such as ballistic evidence and crime gun processing and lead generation. ATF would also add resources to the NNCTC by increasing contractor support for NIBIN entries at NIBIN sites and at ATF's CGICs. ATF would also add firearms technology expertise by deploying Firearms Enforcement Officers (FEOs) to enhance investigative capacity. FEOs would conduct criminal firearms evaluations and classifications, thus meeting vastly increasing demand for expedited requests associated with crime scene investigations. FEOs also testify in criminal proceedings and assist in training at the Federal Law Enforcement Training Center (FLETC).

Laboratory Consolidation – Salaries & Expenses

The fourth program increase provides \$7.8 million and 0 positions for S&E to support the consolidation of the Walnut Creek, CA and Atlanta, GA Forensic Science Laboratories into one location prior to the expiration of the Walnut Creek facility lease on October 31, 2021. This initiative will enhance the efficient and effective use of resources by expanding capacity to improve examination and testing processes, including a DNA Lab, NIBIN test shooting range, and training rooms. This consolidation will help to reduce the backlog of DNA cases and increase other efficiencies. This initiative will also facilitate relocation of current laboratory employees to the consolidated lab location.

Laboratory Consolidation - Construction

Within the Construction appropriation, the request provides \$28.7 million and 0 positions to consolidate the Walnut Creek, CA and Atlanta, GA Forensic Science Laboratories into one location. The Walnut Creek laboratory lease expires Oct. 31, 2021, and therefore there is a critical need for ATF to move this location. All contract options to extend the lease have been exhausted and ATF must move or close the facility. If the facility is not moved or consolidated, the laboratory would be shut down and ATF will assume high levels of risk if it is unable to support its mission with timely forensic examinations. Furthermore, this consolidation will increase overall efficiency through the elimination of duplicative laboratory functions, and by reducing costs to operate and maintain two separate laboratories instead of the current three forensic laboratories. A study conducted by the General Services Administration and Turner Construction Company concluded that consolidation would net an estimated savings of \$6 to \$9 million over a 15-year period.

B. Background

This request supports ATF's capacity to actively combat violent crime and enhance public safety through several mission areas.

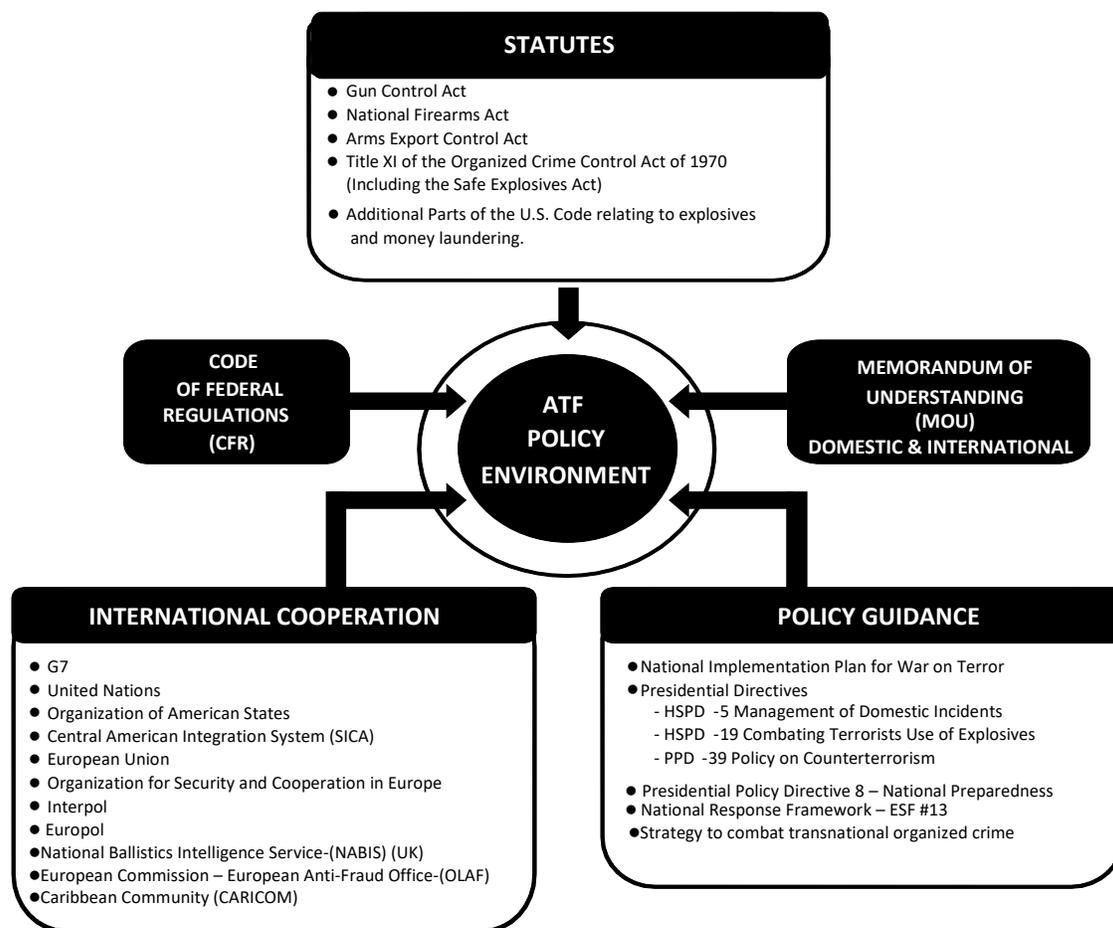
1. Engage in critical law enforcement and industry regulation activities which prevent and reduce violent crime related to:
 - Illegal firearms trafficking;
 - Criminal possession and use of firearms;
 - Diversion of firearms from legal commerce;
 - Criminal organizations;
 - Explosives, bombs and bombings;
 - Diversion of explosives from legal commerce; and
 - Criminal use of fire.
2. Provide vital services to support and improve public safety, which includes, but is not limited to:
 - Firearms and explosives licensing services;
 - Firearms tracing;
 - National Integrated Ballistic Information Network (NIBIN);

- National Center for Explosives Training and Research (NCETR);
- ATF laboratories; and
- Emergency Support Function (ESF) #13, Public Safety and Security, under the National Response Framework (NRF).

ATF's continuing effort to improve oversight of, and efficiency in, meeting its mission goals is supported by our Frontline business methodology – a key component of ATF's risk management strategy. Under Frontline, the Special Agents-in-Charge (SACs) and their respective Deputy Assistant Directors (DADs) review the completed domain assessments each year and agree on implementation. Performance reviews are conducted semi-annually, and performance data extracted from ATF's case management systems are provided to field division managers and Headquarters DADs to facilitate the review process. Managers compare field division activities against their domain assessment priorities to ensure that resources are utilized in accordance with the domain assessment plan and goals are met.

Frontline investigations and discretionary inspections are driven by actionable intelligence and crime information. At the core of establishing investigative priorities is the efficient and streamlined use of intelligence. Proper collection and processing of data and dissemination of the intelligence are necessary for ATF to achieve success conducting intelligence driven investigations and inspections. The Frontline methodology is the annual "implementation plan" that integrates the goals of ATF's Strategic Plan in each field division.

**Chart 2: ATF Mission and Budget Strategy
Policy and Legislative Environment**



DOJ Strategic Goals

STRATEGIC GOAL 1: Enhance National Security and Counter the Threat of Terrorism

- Disrupt and defeat terrorist operations

STRATEGIC GOAL 3: Reduce Violent Crime and Promote Public Safety

- Combat violent crime, promote safe communities, and uphold the rights of victims of crime

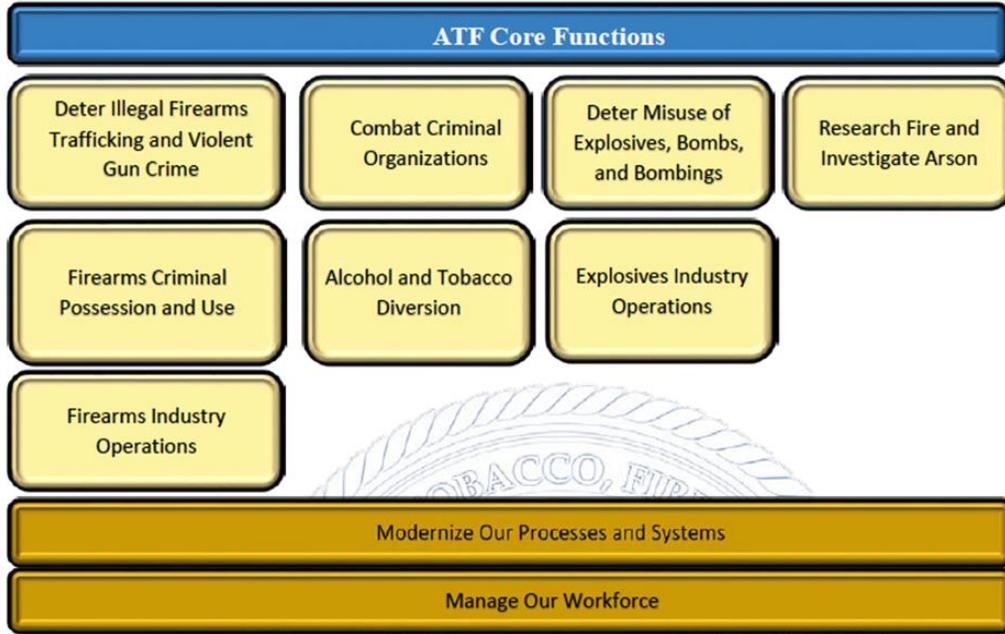
STRATEGIC GOAL 4: Promote Rule of Law, Integrity, and Good Government

- Pursue regulatory reform initiatives
- Achieve management excellence

ATF Priorities

ATF groups its activities into core functions. ATF's Executive Staff has prioritized organizational focus and resources on six of the functions and developed corresponding strategic goals. Through these core functions, ATF reduces violent crime by enforcing Federal laws and regulations related to firearms, criminal organizations, explosives, and arson.

Chart 3. ATF Core Functions



FY 2017–2022

Strategic Goals and Performance Goal Measures

Mission Activities

Strategic Goal 1: Deter Illegal Firearms Trafficking and Violent Gun Crime

Utilize effective firearms enforcement techniques to reduce violent firearm-related crimes in the U.S. and abroad, thereby enhancing public safety.

- Performance Goal 1: Impact the threat to public safety caused by illegal firearms trafficking.
- Performance Goal 2: Impact the threat to public safety caused by the criminal possession and use of firearms.
- Core Functions:
 - Deter Illegal Firearms Trafficking and Violent Gun Crime
 - Firearms Criminal Possession and Use
 - Firearms Industry Operations

Strategic Goal 2: Combat Criminal Organizations

Make our communities safe by identifying, targeting, and dismantling those criminal organizations that utilize firearms, arson, and explosives in furtherance of violent criminal activity.

- Performance Goal: Impact the threat to public safety caused by criminal organizations.
- Core Functions:
 - Combat Criminal Organizations
 - Alcohol and Tobacco Diversion

Strategic Goal 3: Deter Misuse of 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: Impact the threat to public safety caused by bombs and explosives.
- Core Functions:
 - Deter Misuse of Explosives, Bombs, and Bombings
 - Explosives Industry Operations

Strategic Goal 4: Research Fire and Investigate Arson

Advance the science of fire investigation globally, by setting and delivering the highest standards in response, research, information sharing, and training.

- Performance Goal: Impact the threat to public safety caused by the criminal use of fire.
- Core Function:
 - Research Fire and Investigate Arson

Management Activities

Strategic Goal 5: Modernize Our Processes and Systems

Modernize business processes and systems for improved information sharing, knowledge management, and use of innovative technologies to support ATF's critical mission.

- Performance Goal: Modernize business processes and systems for improved mission effectiveness and transparency.

Strategic Goal 6: Manage Our Workforce

Attract, develop, retain a diverse expert, and high performing workforce to execute the ATF's mission and administrative responsibilities in the current and emerging business environment.

- Performance Goal: Attract, develop, and retain an expert workforce to execute the ATF mission.

C. Challenges

ATF faces substantial external and internal challenges affecting its ability to meet mission critical goals and objectives. These include, but are not limited to:

- Keeping pace with persistent pockets of violent gun crime in cities across America, and responding to the reported FFL burglaries, theft and robberies;
- Keeping pace with the unprecedented increase in the volume of NFA weapon applications that has resulted largely from changes in state laws regarding silencers and other NFA weapons, as well as keeping pace with Out-of-Business records (OBR);
- Establishing and funding a technology refresh strategy to modernize and better integrate ATF's outdated information and forensic technology assets, infrastructure, and services such as case management, firearms tracing, and NIBIN to execute coordinated and comprehensive strategies to reduce violent crime;
- Improving productivity and customer service in the face of significant increases in workload requirements in both the law enforcement and services elements; and
- Meeting the ongoing hiring, training, and knowledge transfer demands posed by the retirement and attrition of special agents and experienced staff.

External Challenges

According to the FBI's 2018 Uniform Crime Report (UCR) data (<https://ucr.fbi.gov/crime-in-the-u.s/2018/crime-in-the-u.s.-2018>), the overall number of violent crimes in the U.S. decreased 3.3 percent from 2017 to 2018. Murders decreased by 6.1 percent nationally. Notwithstanding the overall reduction in violent crime and murders, however, 15 states witnessed higher homicide rates in 2018. Similarly, 23 states witnessed increased rates of aggravated assault. Nationally, 11,252 or 72.6 percent of all murders were committed with a firearm. In total, the UCR reports that over 303,600 victims were murdered, robbed, or assaulted with a firearm in 2018.

Regrettably, UCR data also indicates that the overall rate of violent crimes cleared by arrest was 45.5 percent. 62.3 percent of murders were cleared by arrest (no data is available for the percentage of murders with a firearm cleared by arrest). Robberies with a firearm were cleared at a rate of 22.9 percent. Aggravated Assaults with a firearm were cleared at a rate of 30.6 percent. Of the 35,128 arson offenses reported, 22.1 percent were cleared by arrest or other exceptional means.

Violent gun crime is an external challenge that has strained ATF's ability to respond to requests for assistance and the needs of the nation's cities and citizens most affected by violence in the U.S. Because state and local law enforcement increasingly request ATF's assistance with firearm violence, the Administration has prioritized a more robust federal effort to assist local law enforcement and ensure that long-term trends of reduced violence are sustained. As part of this response, the Administration has mandated that ATF deploy additional agents and resources

to areas experiencing persistent firearm violence and spikes in firearm violence (i.e., Relentless Pursuit and the Chicago CGSF). At the same time, the Administration has pledged to enhance ATF and other federal support to rural and similar areas that have been traditionally underserved by federal law enforcement. This combination of factors presents a substantial external challenge that has (and will continue to) strain ATF resources. In an attempt to meet the needs of impacted state and local jurisdictions, ATF is redirecting and prioritizing its available resources and hiring to combatting violent gun crime and illegal firearms trafficking.

ATF continues to respond to reported FFL burglaries, thefts, and robberies, which directly contribute to the rise in violent gun crime. FFL burglaries, thefts, and robberies are a significant source of illegally trafficked firearms. FFL burglaries rose by 24 percent from calendar year (CY) 2013 through CY 2018 (from 348 incidents to 431), while FFL robberies rose by 300 percent during the same period (from 9 incidents to 36).

The number of firearms stolen during FFL burglaries and robberies decreased in CY 2019 to 4,691 compared to 5,941 in CY 2018. Investigative experience shows that each of those stolen firearms is almost assuredly destined for criminal use in the immediate area of the theft. ATF is devoting all necessary resources to confront this surge in crimes against FFLs as an urgent public safety matter, and is working to identify the perpetrators and recover as many stolen firearms as possible. ATF responds to 100 percent of FFL burglaries and robberies with both special agents and industry operations investigators, and makes ATF laboratory services available on an expedited basis to process evidence and provide timely leads to investigators. In concert with these efforts, ATF has developed a system to send out alerts on FFL thefts to other FFLs in the geographic areas near thefts.

The growth in firearms commerce continues to challenge ATF. The significant workload increases are due, in large part, to changes in many state laws that directly affect ATF's regulatory workload. For example, from FY 2012 to FY 2016, ATF experienced a 260 percent increase in NFA weapon applications. ATF's goal, reported to the Department quarterly, is to process all NFA requests within 90 days. Only 16.7 percent of NFA tax paid applications met this standard in FY 2019. NFA applications, however, have far outpaced the number processed, leading to backlogs. One of the primary drivers for this increase is the changes in state laws that allow for the use of silencers (a NFA-regulated weapon) for hunting and sporting purposes. Even with the support of redirected industry operations personnel resources, ATF continues to struggle to meet performance targets, and wait time remains significant.

Another external challenge for ATF directly attributable to the dynamics of firearms commerce is meeting the workload demands associated with the substantial turnover in the composition of the licensed industry. Between FY 2014 and FY 2019, excluding collectors, ATF issued original FFLs to nearly 64,000 (35,439) new members of the firearm industry. Of those, over 21,761 remain active licensees comprising nearly 33 percent of the current active licensee population. Over the past 5 years, ATF has conducted nearly 53,200 qualification inspections and assisted an average of 10,640 new business entities per year (42 businesses per workday) in their efforts to establish and operate a lawful firearms business.

While the overall size of the industry has remained relatively constant during the same period, the turnover in the population of industry licensees creates a corresponding increase in the number of qualification and compliance inspections ATF must conduct. Moreover, because ATF must act on a new license application within 60 days of it being received, and because new licensees often require greater technical assistance from ATF, there is a significant additional demand placed on ATF's inspection resources to timely facilitate lawful commerce in firearms. Because of this transition in the industry, ATF has been challenged to conduct the basic, scheduled compliance inspections at an appropriate pace. ATF's goal is for compliance inspections to be conducted on all dealers, pawnbrokers, manufacturers, and importers once every three years in the license cycle.

Performing timely FFL compliance inspections has also been challenging due to longer time commitments required by ATF IOIs to conduct a thorough inspection of the FFL. As the volume of firearms commerce continues to increase, the number of individual firearms records and transactions that FFLs maintain has significantly increased, leading to lengthier inspection times. Additionally, under ATF's risk based inspection program, ATF focuses on those licensees with actual or potential compliance problems. These at-risk compliance inspections are often more complex, requiring greater IOI resources.

In FY 2019, ATF was able to complete approximately 13,392 FFL compliance inspections, an increase of 30 percent over FY 2018. Nonetheless, the lack of timely inspections presents an immediate and sustained risk to public safety. ATF will continue using risk-based assessments to focus limited inspection resources on entities that have been identified as potentially at risk for non-compliance. Nevertheless, as the Department's Office of Inspector General (OIG) has noted, "additional actions are needed for ATF to fully achieve its goal of keeping communities safe and secure by detecting and preventing the sale of firearms to individuals who are prohibited from possessing them."

The National Tracing Center Division (NTC) received more than 452,000 trace requests in FY 2019. This represents a 2 percent increase over FY 2018, and an increase of 32 percent over the past ten years. The NTC processed 547 million out of business paper records and another 69 million electronic out of business records in FY 2019, which represents a 70 percent increase over the prior year. During FY 2019, the NTC entered 1.1 million firearms as part of multiple sales, a 209 percent increase in the last decade. Between these and other records, the NTC enters 117 million more records now than 10 years ago, with less personnel. About 86 percent of the NTC is staffed by contracted employees, and the remaining are ATF personnel.

The NTC uses a system called eTrace to provide law enforcement with a means to send trace requests and receive trace results. The eTrace application is currently used by 7,763 law enforcement agencies with over 58,000 users throughout the United States and in 43 other countries. eTrace currently serves as the primary trace data collection and dissemination tool for the global LE community, however there have been no functional enhancements to the application since eTrace version 4.0 (Spanish eTrace) was deployed in March of 2010. Further, firearms tracers at the NTC must use multiple systems that are incompatible with each other to obtain a single disposition within a trace request, expending substantial amounts of time. Most of these systems do not permit the user to cut and paste information between them. This includes

NTC Connect, a system that allows the NTC to query the transaction records of participating firearms manufacturers, importers, and wholesalers by a single serial number to obtain a disposition. When processing out-of-business records into the imaging system, tracers can only retrieve most of these by Federal Firearms Licensee number, which requires searching thousands of records looking for a single firearm.

To improve efficiency the NTC seeks to automate nearly the entire process, relying on manual intervention only in exceptional circumstances. Accomplishing this objective involves three prongs: (1) consolidation and integration of our systems into eTrace with a complete configurable workflow process; (2) linked to an automated NTC connect query process and (3) linked to the image repository indexed by Federal Firearms Licensee Number, transaction date and firearms description. This will reduce NTC costs, increase efficiency, improve accuracy, and significantly reduce completion rates. To meet workload demands in the interim, ATF must increase current contract performance measures.

The modernization and consolidation of all trace processing, validation, workflow, and reporting functions into one standard web-enabled firearms tracing application (eTrace), would significantly improve the operational proficiency of the NTC Division, reduce costs, improve timeliness, and provide value added investigative capabilities for our law enforcement partners.

Internal Challenges

ATF continues to be challenged by the ongoing attrition of its special agent workforce. The mandatory retirement age for federal law enforcement agents is 57, per 5 U.S.C. §§ 8335 and 8425. In the next three years, 750 current ATF special agents either become eligible to retire or will reach mandatory retirement age – nearly 500 members or 19 percent of the current agent cadre are age 50 or above.

Agents eligible to retire include a majority of ATF's senior SES executives, agents with highly specialized skill sets such as Certified Fire Investigators (CFIs), Certified Explosives Specialists (CESSs), agents on ATF's Special Response Teams (highly-experienced, specially-trained agents who deploy to complex, high risk law enforcement operations), and agents on ATF's National Response Teams (who deploy to complex explosives and fire incidents). Most importantly, these agents are ATF's most experienced special agents, those who conduct criminal investigations nationally and train new special agents. Their experience and capabilities are invaluable to the development of the next generation of ATF special agents, as it typically takes a minimum of 3-5 years of close mentoring and on-the-job training for a new special agent to acquire the skills necessary to achieve full productivity levels.

Over the last few years, ATF has escalated agent hiring in order to offset increases in attrition and address shortfalls stemming from the FY 2011-2013 hiring freeze. In FY 2019, the ATF National Academy completed four agent classes, each with 24 agent trainees. In addition, ATF implemented a major revision of the special agent on-the-job training (OJT) program, streamlining and focusing objectives, and reporting criteria in order to ensure that new agents are provided appropriate experiential learning during their first years on the job. As of the end of FY 2019, there are over 250 special agents still engaged in their on-the-job training program. ATF

has also implemented new leadership development programs, including a partnership with the International Association of Chiefs of Police, to prepare the existing agent cadre to move into management and executive positions. ATF continues to offer advanced training for new CFIs, CESSs, and other specialty positions in order to leverage the experience of current agents and facilitate the transfer of knowledge to newer agents.

Decision Units

Each fiscal year, ATF develops its annual spend plan based on historical decision unit (DU) spending trends, adjustments-to-base, and program changes. To assess options to better manage DU allocations and avoid the need for future reprogramming requests, ATF is implementing short-term measures as well as reviewing long-term measures to significantly reduce or eliminate the need for DU reprogramming requests. This includes addressing short-term solutions, processes, and IT systems that can provide more effective allocation of DU resources, monitoring of DU budget execution, and achieving DU targets within reprogramming thresholds.

ATF is currently utilizing the services of an outside consultant (similar to those used by other Department components) to integrate more complex processes beyond the financial system. This includes developing an expanded DU management system to optimize the management of DU allocations by eliminating spreadsheet-driven processes, implementing “What-If Analysis” for simulating transfers and the effect on reprogramming thresholds, and more effective monitoring of DU execution and reprogramming impacts. ATF is committed to improving the management of DU spending and will work closely with the Department and OMB to ensure that ATF executes a long-term solution while also rigorously monitoring interim measures.

Addressing ATF’s Challenges

The \$1.638 billion in total S&E resources requested in FY 2021 will provide the funding necessary for ATF to continue to address the external and internal challenges outlined above. This will be accomplished by focusing efforts on communities that are most affected by violent crime. The requested NIBIN enhancement will focus on reducing firearms violence through evidence-based targeting, investigation and prosecution of “trigger-pullers” and their sources of crime guns. ATF will also continue its comprehensive risk-based approach towards mitigating critical infrastructure deficiencies in personnel, oversight, management, operational capacity, and fixed operational costs. This request will allow ATF to leverage and sustain gains from prior years. ATF seeks to maintain the effective investments made in areas that remain critical to securing the safety and security of our country and to strengthen and build upon them incrementally.

This request will serve to enhance the Administration’s efforts to reduce gun violence across the U.S. by sustaining the smart incremental investments in proven programs it has supported over the past several years. This investment will increase ATF’s ability to collaborate with our federal colleagues as well as our state and local partners that are critical to the abatement of violent crime in our cities and neighborhoods.

D. Environmental Management

ATF has fully implemented Environmental Management Systems at all of its laboratories. The programmable logic controls (PLC) that operate the Environmental Management Systems are critical to controlling the emissions released into the outside environment and staying compliant with local governing authorities.

Additionally, ATF has reviewed its acquisition policy and procedures to ensure compliance with the Department's Green Purchasing Program. Green purchasing training is required for all Contracting Officers and Purchase Card Holders. ATF is developing policy and procedures to address compliance with Executive Order 13423, as it relates to Toxic and Hazardous Chemical reduction, Sustainable Buildings, Energy Management, Transportation, Recycling, Water Management, Environmental Management Systems, and Electronic Stewardship.

II. Summary of FY 2021 Program Changes

| Item Name | Description | | | | Page |
|------------------------------------|--|------|-----|-----------------|------|
| | Purpose | Pos. | FTE | Dollars (\$000) | |
| Halting Gun Violence | <p>This initiative is integral to the Department’s Crime Gun Intelligence-based strategy to reduce violent crime and protect our communities. This initiative will initially focus on communities that have experienced persistent firearms-related violent crime, and resources will be applied to communities (pilot cities) with high rates of firearms crime to achieve prompt and sustainable reductions in violence. ATF will deploy special agents to the pilot cities and additional special agents to each Federal judicial district to expand its Violent Crime Coordinator program.</p> <p>Funding will support investigative capacity in the field by deploying Crime Gun Enforcement Teams consisting of special agents, IOIs, IRSs and NIBIN contractors to 10 pilot cities with high rates of firearms crimes. Additional funding will support ATF’s capacity to recruit, select, on-board and train special agents in enhancing throughput at the ATF National Academy at FLETC.</p> | 376 | 189 | \$98,000 | 48 |
| Critical Operations Support | <p>This request supports ATF efforts to maintain both its cadre of special agents, overall staffing levels, and support for critical programs such as NIBIN and the National Firearms Act. Funding will enable the ATF to modernize training and equipment to meet emerging threats, backfill existing positions, and accommodate investment in critical program operations that address violent crime, such as the Crime Gun Intelligence Centers (CGICs).</p> | 0 | 0 | \$53,322 | 55 |

| | | | | | |
|---|--|----|----|----------|----|
| Reducing Violent Crime & Promoting Public Safety | <p>Additional funding will increase ATF investigative capacity, national coverage for NIBIN, capabilities at the NNCTC and ATF's Crime Gun Intelligence Centers (CGICs). The initiative will add 5 Crime Gun Enforcement Teams in FY 2021, focusing on violent gun crimes and enhancing crime gun intelligence, such as ballistic evidence and crime gun processing and lead generation. ATF would also add resources to the NNCTC by increasing contractor support for NIBIN entries at NIBIN sites and at ATF's CGICs. ATF would also add firearms technology expertise by deploying Firearms Enforcement Officers (FEOs) to enhance investigative capacity.</p> | 83 | 41 | \$33,565 | 58 |
| Laboratory Consolidation | <p>This funding will support the consolidation of the Walnut Creek, CA and Atlanta, GA Forensic Science Laboratories into one location prior to the expiration of the Walnut Creek facility lease on October 31, 2021. It will enhance the efficient and effective use of resources by expanding capacity to improve examination and testing processes, including a DNA Lab, NIBIN test shooting range, and training rooms. This initiative will dramatically increase efficiency through enhancing DNA examination and exploitation and replacing obsolete and outdated scientific equipment such as microscopes, chromatographs, and genetic analyzers.</p> | 0 | 0 | \$7,800 | 64 |
| Laboratory Consolidation (Construction) | <p>This funding will provide construction funds to consolidate the Walnut Creek, CA and Atlanta, GA Forensic Science Laboratories into one location. The Walnut Creek laboratory lease expires Oct. 31, 2021 and all contract options to extend the lease have been exhausted, resulting in a critical need to move this location. Furthermore, this consolidation will increase overall efficiency through the elimination of duplicative laboratory functions, and by reducing costs to operate and maintain two separate laboratories.</p> | 0 | 0 | \$28,685 | 67 |

III. Appropriations Language and Analysis of Appropriations Language

Salaries and Expenses

For necessary expenses of the Bureau of Alcohol, Tobacco, Firearms and Explosives, for training of State and local law enforcement agencies with or without reimbursement, including training in connection with the training and acquisition of canines for explosives and fire accelerants detection; and for provision of laboratory assistance to State and local law enforcement agencies, with or without reimbursement, [\$1,400,000,000] \$1,637,574,000 of which not to exceed [\$36,000] \$30,000 shall be for official reception and representation expenses, not to exceed \$1,000,000 shall be available for the payment of attorneys' fees as provided by section 924(d)(2) of title 18, United States Code, and not to exceed \$25,000,000 shall remain available until expended: Provided, That none of the funds appropriated herein shall be available to investigate or act upon applications for relief from Federal firearms disabilities under section 925(c) of title 18, United States Code: Provided further, That such funds shall be available to investigate and act upon applications filed by corporations for relief from Federal firearms disabilities under section 925(c) of title 18, United States Code: Provided further, That, except to the extent necessary to effectuate the transfer of alcohol and tobacco enforcement and administration functions of the Bureau to the Department of the Treasury, as authorized by law, no funds made available by this or any other Act may be used to transfer the functions, missions, or activities of the Bureau of Alcohol, Tobacco, Firearms and Explosives to other agencies or Departments.

Construction

For necessary expenses related to construction of laboratory facilities, to include the cost of equipment, furniture, and information technology requirements; construction or acquisition of buildings, facilities, and sites by purchase, or as otherwise authorized by law; conversion, modification and extension of federally owned buildings; and preliminary planning and design of projects; \$28,685,000, to remain available until expended.

IV. Decision Unit Justification

A. Law Enforcement Operations

| LAW ENFORCEMENT OPERATIONS | Permanent Positions | FTE | Amount (\$000) |
|---|----------------------------|------------|-----------------------|
| 2019 Enacted | 3,947 | 3,846 | 1,017,134 |
| 2020 Enacted | 4,091 | 3,911 | 1,073,660 |
| Adjustments to Base and Technical Adjustments | 0 | 3 | 34,424 |
| 2021 Current Services | 4,091 | 3,914 | 1,108,084 |
| 2021 Program Increases | 409 | 205 | 143,490 |
| 2021 Program Decreases | 0 | 0 | 0 |
| 2021 Request | 4,500 | 4,119 | 1,251,574 |
| Total Change 2020-2021 | 409 | 205 | 177,914 |

Program Description - Investigating and Preventing Violent Crime

Protecting Americans from violent crime is a top priority goal for the Department of Justice. ATF's mission is to reduce violent crime involving firearms, explosives, and arson. To accomplish this unique and important mission, ATF's programs and initiatives focus on the investigation and prevention of violent crime. According to the FBI's 2018 Uniform Crime Report data¹, there were 118,382 reported robberies with a firearm, 195,812 aggravated assaults with a firearm, and 10,265 reported homicides with a firearm. Additionally, 76 people were murdered with fire or explosives. Information collected regarding the type of weapon showed that firearms were used in 72.6 percent of murders, 38.5 percent of robberies, and 26.1 percent of the aggravated assaults. Additionally, Americans are faced with increasing incidents of indiscriminate active shooter/mass shootings in our schools, shopping malls, churches, and other public places. In FY 2018, twenty seven active shooter incidents² (defined as one or more individuals actively engaged in killing or attempting to kill people in populated areas) killed 83 people and injured an additional 128 victims.

Through its Frontline business model, ATF develops comprehensive domain assessments for each Field Division; these assessments allow ATF to prioritize enforcement efforts on a local, regional, and national level. Each field Special Agent-in-Charge (SAC) plans his/her field divisions investigative and industry operations activities based on a violent crime assessment. These assessments use data and intelligence to identify violent crime threats within a division's area of responsibility. This information includes emerging criminal trends, significant criminal activity, issues faced by local industry members, and the proximity and priorities of federal, state, local, and other external partners. It also assesses available ATF resources, such as unique

¹ <https://ucr.fbi.gov/crime-in-the-u.s/2018/crime-in-the-u.s.-2018>

² <https://www.fbi.gov/file-repository/active-shooter-incidents-in-the-us-2018-041019.pdf>

data and intelligence developed from ATF's case management system, ATF's National Tracing Center, the National Integrated Ballistic Information Network (NIBIN), the Bomb and Arson Tracking System (BATS), and other intelligence and crime-related data available through federal, state, and local partners.

ATF analyzes this information to identify actionable intelligence and locations where ATF can effectively apply jurisdiction, authorities, and expertise to have a decisive impact in different areas of responsibility. This methodology is also applied to ATF industry operations activities. The annual planned inspection schedule is based on National priorities derived from statutory requirements, and field division-level priorities identified in the assessments. As such, these efforts are intelligence-driven and risk-based to apply resources to have the greatest impact in reducing crime and safeguarding the public.

Investigative/Inspection Accountability. ATF establishes and reinforces accountability at all levels by giving a SAC the necessary tools to prioritize and address the specific violent crime threats in their areas. Special agents, IOIs, and supervisors conduct continuous reviews throughout the life of investigations and inspections to evaluate anticipated outcomes and impacts when weighed against risk and resource utilization.

Measurement. The ATF Performance Review process evaluates actual performance against the Bureau's performance goals as outlined in ATF's Strategic Management Performance Index. Throughout the course of investigations and inspections, first level supervisors monitor progress and performance to ensure effective and efficient resource allocation. At the conclusion of each investigation and inspection, special agents and investigators develop impact statements that include a self-assessment of the goals established for the investigation or inspection and review them with their supervisor. Additionally, staff at all levels engage in periodic Performance Review sessions with their peer supervisors, assistant special agents in charge (ASACs) and SACs, who then collaborate to evaluate field-wide performance and provide feedback to the field. At the end of the fiscal year, the SAC also meets with their respective Deputy Assistant Director and the Assistant Director of Field Operations to review year-end performance. Through these meetings, both parties identify accomplishments, deficiencies, and resource needs for the next year.

Core Activities

Core activities in Law Enforcement Operations that constitute the ATF mission include, but are not limited to investigations and inspections that address:

- Illegal Firearms Trafficking
- Criminal Use and Possession of Firearms
- Diversion of Firearms from Legal Commerce
- Safeguarding the Legal Firearms Industry through Risked-Based Regulation
- Criminal Organizations
- Criminal Use of Explosives
- Diversion of Explosives from Legal Commerce
- Safeguarding the Explosives Industry Through Regulation and Safe Storage of Materials
- Criminal Use of Fire

In FY 2019, these core law enforcement operations activities resulted in the following significant accomplishments:

- 11,335 cases and 17,276 defendants referred for prosecution,
- approximately 13,600 convictions,
- 13,392 firearms compliance inspections,
- 93 gun show outreach inspections, and
- 4,242 explosives compliance inspections.

1. Illegal Firearms Trafficking

The goal of ATF's illegal firearms trafficking enforcement efforts is to reduce violent crime by stemming the flow of firearms to violent criminals. Illegally trafficked firearms are considered "tools of the trade" which drug traffickers, gang members and other violent criminals use to commit their crimes. They also negatively affect interstate and international commerce. ATF identifies, investigates, and arrests individuals and members of organizations who illegally supply firearms to violent and/or prohibited individuals. Furthermore, ATF deters the diversion of firearms from lawful commerce into the illegal market with enforcement strategies.

Internationally, ATF works with other agencies to prevent firearms from reaching the hands of drug traffickers, organized crime members, and terrorist organizations. ATF enforces provisions of the AECA, has primary jurisdiction over firearms and ammunition imports, and has shared jurisdiction over firearms exports with the Department of Homeland Security (DHS) and the Department of State's (DOS) Office of Munitions Control.

ATF's firearms trafficking strategy complements the continued focus on intelligence and the deployment of resources to specific localities where there is a high rate of gun violence. The comprehensive approach tracks the movement of firearms from legal to illegal commerce, from the source areas where firearms are acquired and transported to black markets, or to market areas where firearms are illegally sold. Often, these illegally trafficked firearms find their way to "trigger-pullers." ATF special agents, IOIs, and federal prosecutors work together in a source area to reduce the flow of diverted firearms into criminal market areas, thus impacting violent crime and gang violence, often thousands of miles away from the respective source market area.

As Internet commerce flourishes, firearms-related commerce grows with it. While many of these firearms-related transactions are lawful, the Internet also provides a forum for individuals' intent on evading the law – as either a buyer or a seller – to conduct unlawful transfers with a degree of anonymity.

To combat illegal firearms trafficking facilitated by the Internet, ATF established an Internet Investigations Center (IIC), staffed with special agents, industry operations specialists, intelligence research specialists, and serviced by legal counsel. Using cutting-edge technology, this team identifies illegal firearms trafficking occurring online, and provides actionable intelligence to the relevant ATF field division for follow-up investigation. When an investigation is national in scope or affects multiple ATF field divisions, the IIC coordinates intelligence and operations to ensure any resulting criminal investigation and prosecution has the

widest impact. As part of this coordination process, ATF works closely with the Department's Criminal Division to determine the best venue for prosecution.

Using this same approach, ATF personnel are constantly scanning for Internet-based threats of violence, particularly those involving “soft” targets like schools and houses of worship. With great sense of urgency, IIC personnel make all attempts to identify the person making the threat, locate the individual as best possible, and immediately refer to law enforcement where the individual is located. ATF has no federal jurisdiction related to these threats; the local field office works jointly and closely with appropriate law enforcement agencies.

The IIC also provides comprehensive investigative and intelligence support to ATF field divisions on matters relating to Internet-based criminal activity related to ATF’s areas of jurisdiction. Support includes technical online investigative tasks and legal support for Internet-related warrants and subpoenas. The IIC also serves as the single de-confliction point for online investigations both within ATF and between other agencies.

The IIC subject matter experts also provide training on law enforcement methods and techniques for Internet investigations. These include social media tools. IIC members instructed on these matters at ATF’s national academy, different field divisions, at the Department’s National Advocacy Center (NAC), as well as at training hosted by Europol for member nations.

The IIC has identified a number of significant firearms traffickers who used the Internet to facilitate their crimes. On-going firearms trafficking investigations involve individuals and organizations using the Surface Web as well as the anonymous Dark Net. ATF also investigated international firearms trafficking rings where U.S. sourced firearms were destined for delivery to criminal organizations or prohibited persons outside of the United States and vice versa. Other investigations involved prohibited persons soliciting innocent people selling their firearms on the Internet.

2. Firearms Criminal Use and Possession

The law enforcement community has long recognized the clear link between the availability of criminally possessed firearms and violent crime. Firearm violence associated with drug trafficking and violent crime threatens citizens’ safety and livelihoods while eroding the quality of life in American cities. ATF employs a threat matrix to identify patterns of firearm violence, and deploys its resources to efficiently disrupt and prevent gun violence.

3. Diversion of Firearms from Legal Commerce – Safeguarding the Legal Firearms Industry Through Risked-Based Regulation

Besides the threat to public safety, illegal firearms negatively affect the firearms industry by stunting their legal sales as well as revenue introduced to the U.S. economy.

ATF regulates the firearms industry from the point of manufacture and/or importation through retail sale to ensure that FFLs comply with all applicable laws and regulations. ATF implements appropriate accountability to safeguard industry inventories from theft through proactive

inspection. In addition, ATF regularly conducts training for FFLs with the intent to educate and encourage voluntary controls and foster cooperation with law enforcement officials.

As part of its regulatory role, ATF determines which FFL applicants are eligible to engage in a firearms business. Upon determination, ATF educates licensees on their legal responsibilities. Approved FFLs must maintain acquisition and disposition records of their inventory of firearms. ATF has the authority to request information from these records to assist with criminal investigations.

Proper and timely recordkeeping by FFLs is critical to the success of a crime gun tracing and is required for all firearms transactions by licensees. Failing to account for firearms in inventory is a serious public safety concern since unaccounted firearms cannot be fully traced to the retail purchaser. ATF's FFL inspection program uses this information related to recovered firearms to detect indicators of illegal firearms trafficking. The above process provides leads to Investigators to inspect specific dealers who may be violating federal laws intended to protect the American public.

Through this regulatory framework, ATF tracks each firearm recovered in a crime from its point of manufacture or importation through the chain of distribution to the point of first retail sale, a process known as "tracing." By tracing all crime gun recoveries submitted to ATF, Investigators are able to discern patterns of firearms purchases, locations of purchase, and weapon types. These patterns provide invaluable leads in identifying persons who divert firearms into illegal commerce. By targeting these persons, ATF stems the flow of illegal guns for convicted felons, drug traffickers, or gang members who commit violent crimes. Moreover, after connecting a firearm to an illegal gun trafficker, ATF makes every effort to interdict and prosecute these individuals to prevent gun violence.

In FY 2019, ATF completed approximately 13,392 FFL compliance inspections. The substantial turnover in the composition of the licensed firearms industry, and the corresponding increase in new FFLs entering the industry resulted in additional qualification and compliance inspections and the provision of technical assistance to new FFLs. All of these transitions place additional demand on ATF's inspection resources. In FY 2019, there were approximately 131,209 active FFLs in the U.S., 11,513 FFLs have one year or less in business. Over the past five years, ATF has assisted an average of 10,187 still active new business entities per year in their initial entry into the regulated firearms industry. That translates to 42 new businesses per workday. ATF's efforts establish lawful firearms businesses. It is expected that the industry will continue to grow based on high market demand.

Additionally, ATF regulates the importation of firearms into the U.S., registers importers of firearms, ammunition, firearms parts, and other defense articles pursuant to the import provisions of the AECA. ATF also provides technical advice to the public regarding import requirements applicable to firearms or ammunition.

4. Criminal Organizations

Criminal organizations threaten all communities across the U.S. Gangs remain key distributors of narcotics and are sophisticated and flagrant in their use of firearms for violence and intimidation. According to the 2015 National Gang Report (NGR), gang membership and gang-related crime continues to rise. The 2015 NGR highlighted current and emergent trends of violent criminal gangs in the U.S., and illustrated that gangs continue to commit violent and surreptitious crimes – both on the street and in prison – that pose a significant threat to public safety in most jurisdictions across the nation.

ATF focuses its extensive and distinct investigative resources on areas experiencing the most violent crime. ATF's Strategy targets the most serious offenses, prosecuting the most dangerous criminals, directing assistance to crime 'hot spots,' and pursuing new ways to promote public safety, deterrence, efficiency, and fairness. ATF developed strategies to address violent crime spikes and to execute operations intended to weaken and dismantle armed violent criminal organizations. ATF has conducted several successful enhanced enforcement initiatives, which yielded positive results in cities such as Philadelphia, PA, New Orleans, LA, Oakland, CA, Stockton, CA, Richmond, CA, and Flint, MI.

Each of ATF's 25 field divisions works collaboratively with their federal, state, and local partners, as well as the U.S. Attorney's Office. Partnership plays a vital role in combating violent gun crime. It allows law enforcement agencies to operate together with unity of effort to stem the flow of crime guns, investigate, and prosecute the offenders affiliated with criminal organizations and gangs who use them to commit violent crimes. Through partnerships, law enforcement leaders coordinate missions, strategies, tactics, and intelligence to effectively prioritize and maximize impact on violent crime. This approach embodies the goals of the Attorney General's Crime Reduction and Public Safety Initiative and the Administration's cross-agency performance goals.

ATF implemented "Strike Forces" in cities identified by their high rates of violent gun crime. These permanent teams of ATF agents partner with local, state, and federal law enforcement agencies to collect crime gun intelligence. Crime gun tracing, along with NIBIN results and local agency police reports, are funneled to ATF Crime Gun Intelligence Centers to analyze and produce actionable intelligence. Once received, agents and officers form enforcement strategies to target, arrest, and prosecute the "trigger-pullers" and the illegal firearms traffickers who provide them with firearms. Since January 2019, ATF has four Strike Forces in Chicago IL, Memphis TN, St. Louis MO, and Houston TX.

5. Criminal Use of Explosives

Criminal bombings and the illegal use of explosives are violent acts that threaten our neighborhoods and communities, as well as our national security at home and abroad.

ATF strives to reduce violent crime involving the misuse of explosives; to assist state or local officers; to advance public safety and security; to deny the acquisition of explosive materials by statutorily prohibited persons; to remove hazards to the public caused by improper storage or use

of explosive materials; and, to provide assistance to agencies in combatting terrorism and violent crime.

ATF has aligned its mission, resources, and expertise with the National Strategy to Counter Improvised Explosives Devices (IEDs). ATF manages the United States Bomb Data Center (USBDC), which in turn is responsible for maintaining, and enhancing the outward facing Bomb Arson Tracking System (BATS), the statutorily mandated and Attorney General designated National arson and explosives incident repository and case management system. Currently the USBDC has in excess of 2,500 interagency partners and 12,000 users of BATS who contribute arson and explosives intelligence and information for critical regional and national situational awareness. Additionally, ATF is a founding partner in the National Explosives Task Force (NETF). The mission of the NETF is to support the provision of explosives expertise to investigations and ensure coordination of a whole of government effort to deter, prevent, detect, protect against, and respond to the threat posed by terrorist or criminally inspired attacks using explosives in the U.S. or against U.S. interests abroad.

ATF is tasked with the responsibility and authority to inspect the storage of explosives by federal explosives licensees and to track thefts, losses, and recoveries of explosives. ATF's mission extends to ensuring only qualified and legitimate applicants enter the explosives industry and that licensees keep proper records and use sound business practices to help prevent theft, explosives incidents, or the diversion of explosives to criminal or terrorist purposes.

ATF's criminal enforcement mission, combined with ATF's regulatory responsibility, gives ATF a comprehensive perspective on activity involving explosives in this country. This perspective allows ATF to impact public safety through the identification and correction of explosives storage violations that, unchecked, could pose significant risk to the public.

6. Diversion of Explosives from Legal Commerce – Safeguarding the Explosives Industry Through Regulation and Safe Storage of Materials

Explosives or explosives materials diverted from legal commerce into the hands of criminal organizations and gangs or terrorist organizations constitute a tangible threat to public safety and legal commerce. ATF's criminal and regulatory programs enforce federal explosives law and prevent criminals and terrorists from obtaining explosives for use in bombings.

On a three-year cycle, as required by the Safe Explosives Act, ATF's IOIs conduct compliance inspections of approximately 10,000 explosives licensees and permittees nationwide to detect, investigate and prevent diversion, and promote the safe and secure storage of explosives. 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. It further screens employees of such licensees and permittees to ensure prohibited persons do not have access to explosives.

7. Criminal Use of Fire

Loss of lives and property due to arson remains a significant threat to our communities, businesses, and the American people. Under Title 18 of the United States Code, ATF is designated as the Federal agency primarily responsible for enforcing criminal provisions of the Federal laws related to fire investigations, conducting research to help investigators reconstruct fire and explosives incidents, and conducting financial investigations to identify illegal arson-for-profit schemes.

ATF special agents investigate potential acts of arson motivated by profit, ideology or other criminal intent. Some of the more recent significant events ATF has been called upon for its expertise include investigating fires of buildings under construction in Northern California and firefighter fatality fires in Philadelphia and York, PA. ATF also trains federal, state, local, and international law enforcement agencies on how to investigate and solve such crimes.

ATF has primary federal jurisdiction over the investigation of arson crimes, and is uniquely equipped for this mission with specialized capabilities, expertise, and experience. The vast majority of fires are investigated at the local level. ATF responds to fires of federal interest and to provide its specialized skills when needed by state and local authorities. In many cases, the unique knowledge, technical resources, forensic capabilities, and jurisdictional authority of the Federal Government are essential in solving arson related crimes and removing arsonists from a community. ATF's combination of Certified Fire Investigators (CFIs), accelerant detection canines, NRT, forensic laboratories, forensic auditors, fire prevention, electrical, and mechanical engineers, and the Fire Research Laboratory (FRL) provide comprehensive technical expertise for investigating arson crimes that is unmatched in the U.S. Additionally, the USBDC and BATS provide critical intelligence and information to ATF and the interagency community related to occurrence of arson incidents both regionally and nationally.

B. Investigative Support Services

| INVESTIGATIVE SUPPORT SERVICES | Perm. Pos. | FTE | Amount (\$,000) |
|---|-------------------|------------|------------------------|
| 2019 Enacted | 1,162 | 1,133 | 299,544 |
| 2020 Enacted | 1,194 | 1,201 | 326,340 |
| Adjustments to Base and Technical Adjustments | 0 | 12 | 10,463 |
| 2021 Current Services | 1,194 | 1,201 | 336,803 |
| 2021 Program Increases | 50 | 25 | 49,197 |
| 2021 Program Decreases | 0 | 0 | 0 |
| 2021 Request | 1,244 | 1,226 | 386,000 |
| Total Change 2020-2021 | 50 | 25 | 59,660 |

Program Description – Delivery of ATF’s Forensic Expertise, Assets, and Intelligence Services to Improve Public Safety

ATF continues to leverage, build, and rely on its partnerships with all law enforcement entities – federal, state, local, tribal, and international law enforcement, public safety agencies, communities, and industries to prevent terrorism and abate violent crime. ATF partners with these entities to safeguard the public through information and intelligence sharing, training, research, the use of technology, and by its lead role in the coordination of ESF #13.

Resources and activities that support ATF’s law enforcement operations comprise the Investigative Support Services (ISS) decision unit. Core activities include, but are not limited to:

- Firearms and Explosives Licensing and Other Firearms Industry Services,
- Firearms Tracing,
- National Integrated Ballistic Information Network (NIBIN),
- National Center for Explosives Training and Research (NCETR),
- US Bomb Data Center (USBDC),
- Terrorist Explosives Device Analytical Center (TEDAC),
- ATF Laboratories,
- Financial Investigations,
- Collaboration and Partnerships, and
- ESF #13.

NIBIN facilitates the sharing of crime gun intelligence evidence across federal, state, local, tribal and international law enforcement agencies. The National Tracing Center (NTC) is responsible for tracing firearms recovered in crimes. As part of its public safety mission, ATF issues licenses to individuals and businesses through the Federal Firearms Licensing Center (FFLC), and the Federal Explosives Licensing Center (FELC) supporting legal commerce of these regulated commodities. Information sharing activities include working with the TEDAC, the USBDC, and NCETR. ATF is devoted to increasing U.S. capabilities at the federal, state, and local level in detecting, deterring, and responding to arson and explosives incidents including criminal and terrorist bombings and explosives recovery incidents, which have a major impact on

public safety. ATF's canine training program produces reliable, mobile, and accurate explosives and accelerant detection canines that assist law enforcement, fire investigators, and military personnel around the world.

1. Firearms and Explosives Licensing and Other Industry Services

ATF issues licenses to legitimate firearms and explosives manufacturers, importers, and dealers. Under current regulations, ATF is required to act upon firearms license applications within 60 days and explosives license application within 90 days of perfecting the application. During FY 2019, ATF conducted 9,424 firearms application inspections and 815 explosives application inspections.

In addition, the NFA legislatively mandates registration and tax payment for making or transferring machine guns, silencers, short-barreled rifles, short-barreled shotguns, destructive devices, and certain concealable weapons classified as "any other weapons." The NFA mandates that individuals, firearms manufacturers, and importers register the NFA firearms that they make, manufacture, or import, and that all NFA firearms transfers are approved by ATF in advance.

Market demand for NFA services continues to set annual records, which has resulted in an increased workload over the past several years. In FY 2019, ATF received approximately 370,000 NFA registration applications and processed 342,860 NFA registration and transfer applications. Much of the increase from prior fiscal years can be attributed to changes in several state laws that allow for the use of gun silencers for hunting purposes. The increase in overall firearms commerce continues to significantly increase ATF's workload and impact ATF's ability to meet internal and external performance targets.

ATF regulates the importation of firearms, ammunition, and other defense articles by issuing import permits. ATF also regulates the importation and possession of firearms and ammunition by non-immigrant aliens. ATF maintains close liaison with the Department of State, Department of Defense, and U.S. Customs and Border Protection to ensure that the permits issued do not conflict with the foreign policy and national security interests of the U.S. During FY 2019, ATF processed 16,501 import permit applications. The Attorney General has delegated to ATF the authority to administer the permanent importation provisions of the AECA. Under the AECA, ATF regulates the permanent importation of firearms, ammunition, and other defense articles into the U.S. ATF processes applications to import items from domestic businesses, members of the U.S. military returning from abroad with personal firearms, non-immigrant aliens temporarily hunting or attending legal sporting activities in the U.S., and U.S. citizens re-establishing residency after living abroad. Through industry outreach and regulation, ATF provides technical advice to the public regarding import requirements applicable to firearms, ammunition, and implements of war.

2. Firearms Tracing

ATF's NTC traces firearms used or suspected to have been used in crimes for law enforcement in order to provide investigative leads. The NTC traces firearms annually for more than 7,000 state, local, and federal law enforcement agencies. Firearms tracing is the sole function of ATF

and is critical to law enforcement in their efforts to link suspects to firearms in criminal investigations and to detect illegal firearms traffickers. In FY 2019, the NTC processed 452,047 firearms trace requests. The demand for timely and accurate trace data will continue in order to more quickly identify and apprehend the most violent firearms offenders. The NTC also operates a series of programs that relate to and support firearms tracing to include the eTrace Program, Multiple Sales for Handguns Program, FFL Theft Program, Interstate Theft Program, Out-of-Business Records Program, and Demand Letter Program.

The trace information allows ATF to:

- Provide the requesting federal, state, local, and tribal law enforcement agencies leads designed to help link suspects to firearms in criminal investigations;
- Identify illegal firearms traffickers through recurring patterns and trends indicative of illegal firearms trafficking; and,
- Analyze aggregate trace data, to help communities develop focused strategies and programs that address specific factors that contribute to gun-related crime.

Trace information and analysis is vital to solving violent crime and identifying illegal firearms trafficking trends.

3. National Integrated Ballistic Information Network (NIBIN)

The mission of ATF's NIBIN Program is to reduce firearms violence through aggressive evidence-based targeting, investigation, and prosecution of shooters and their sources of crime guns. NIBIN continues to aid ATF and its law enforcement partners in identifying trigger-pullers and removing violent offenders from America's streets before they can re-offend. ATF administers NIBIN for federal, state, local, and tribal law enforcement agencies in the U.S. NIBIN solves crimes by establishing investigative leads through links between crime guns and criminals.

The NIBIN system is a collection of digital ballistic images of ammunition components recovered from crime scenes and recovered crime gun test fires. As with fingerprints, every firearm has unique identifying characteristics. The barrel of a weapon leaves distinct markings on a bullet or projectile, and the breech and firing pin mechanisms leave distinct markings on the cartridge case. Using these markings, firearm technicians and examiners are able to examine bullets and cartridge casings to determine if they were expelled from the same firearm. Through the NIBIN Program, ATF strategically deploys Integrated Ballistic Identification System (IBIS) equipment to Federal, state and local law enforcement agencies for their use in imaging and comparing these unique markings on crime gun evidence. ATF has worked to place the program in strategic locations across the country with the goal of giving investigators an edge in our fight against firearms-related violence. As of December 2019, 233 NIBIN sites operate nationwide, and an additional 20 sites with this technology and ability to share ballistic information are planned for 2020. NIBIN is the only interstate automated ballistic imaging network in operation in the U.S. and is available to every major population center in the U.S. to support local violent crime reduction strategies.

ATF's NIBIN Program uses an integrated investigative approach which works in concert with other federal, state, local, and tribal law enforcement agencies in combating firearms-related violence using technology to compare images of ballistic evidence obtained from crime scenes and recovered firearms. NIBIN is a proven investigative and intelligence tool that can identify leads that were not previously available; can link firearms evidence from multiple crime scenes that were committed with the same firearm; and, can link firearms evidence from a crime scene to a recovered firearm. ATF's NIBIN network may be searched locally, regionally, nationally, and internationally in an automated environment to identify investigative leads. Law enforcement resources follow up on the investigative leads in order to solve crimes associated with these shooting incidents to realize the true potential of this program. In FY 2019, NIBIN partners confirmed more than 6,484 hits and 67,639 investigative leads using this technology.

NIBIN partner sites began issuing leads in FY 2014 as the program changed its paradigm from a forensic tool to an investigative tool. NIBIN "leads" are potential ballistic links that have been made by either a firearms examiner or trained technician upon comparison of the ballistic images. NIBIN "hits" on the other hand, are ballistic links that have been confirmed by a firearms examiner under a comparison microscope. NIBIN hits require additional time and the ability to compare two physical pieces of ballistic evidence. With the emphasis on NIBIN as an investigative tool, sites have shifted focus and efforts to providing timely NIBIN leads to investigators in lieu of the microscopic comparison. In FY 2014, NIBIN sites issued more than 800 leads; in FY 2015, they issued more than 6,300, in FY 2016, they provided more than 19,600, in FY 2017, over 41,000, in FY 2018, over 47,000, and in FY 2019 they provided more than 67,000 leads to investigators. This is a significant move forward for the program because these leads represent new investigative avenues for law enforcement to focus their efforts to take active shooters off the streets before they re-offend. Leads are issued more quickly than a confirmed hit, which means the information is fresh for investigators to pursue these armed criminals.

ATF has conducted an evaluation of this program and as a result dedicated infrastructure resources to ensure effective program oversight. As part of this evaluation, ATF has changed how this program is supported to increase the number of shooters recommended for prosecution. Recent funding has supported the replacement of outdated equipment and software upgrades to High Definition 3-Dimension (HD3D) imaging that will enable firearms technicians and examiners to more easily discern distinct markings on the cartridge casings and link evidence for separate cases. ATF has also replaced 12 outdated servers with two expandable servers to support the increasing number of ballistic images, consolidated local data concentrators into virtual data concentrators at the ATF Labs in Ammendale and Walnut Creek, and upgraded all ATF owned BrassTRAX units to HD3D.

ATF will continue to emphasize the program's focus on providing useful ballistic information in a timely manner for investigative action thus resulting in more referrals for prosecutions and impact on violent crime. ATF is utilizing NIBIN along with other investigative tools and assets as part of an overall crime gun intelligence solution to effectively identify and target criminal shooters and their source of crime guns that are plaguing our communities. As part of this effort, ATF established the NIBIN National Correlation and Training Center (NNCTC) in Huntsville, AL. The NNCTC is a centralized facility capable of performing correlation reviews of ballistic

images submitted by NIBIN sites anywhere in the United States. Correlation reviews are a critical function of the NIBIN process and are the means by which ballistic leads are determined for investigative use. The NNCTC accomplishes this on behalf of a NIBIN site in order to relieve that local facility of the labor and machinery costs associated with NIBIN. Moreover, the expertise and capability of the NNCTC's Correlation Review Specialists (CRS) and Firearms and Toolmark Examiners allows lead generation turnaround time to be shrunk to 24-48 hours where it might otherwise be more than a month left to the local site. This consistent and timely turnaround of NIBIN leads provides investigators relevant and valuable information to more quickly identify and apprehend violent offenders. The NNCTC is currently reviewing correlations for 46 NIBIN sites. The NNCTC provides NIBIN correlation services and training to ATF's law enforcement partners, leading to greater efficiency in providing investigative leads to identify trigger pullers. Since the NNCTC opened in April of 2016, they have provided over 36,000 investigative leads to law enforcement. The Training Center has provided training in Acquisitions, Correlation Review, Cartridge Case Triage, and NIBIN Authorized Trainer to 644 individuals as of July 2019.

4. National Center for Explosives Training and Research (NCETR)

Preventing the criminal use of explosives is one of the core missions of ATF, and NCETR serves as the Bureau's primary source for explosives research, training, and intelligence. ATF is the primary agency responsible for administering and enforcing the regulatory and criminal provisions of the federal laws pertaining to destructive devices, explosives, and bombs. ATF has extensive expertise in the investigation and forensic analysis of explosives incidents arising from criminal use of explosives or terrorists acts.

ATF utilizes NCETR as the focal point of its role in the government-wide effort to safeguard the public from acts of violence utilizing explosives. NCETR provides basic and advanced explosives training and research that leverages lessons learned and best practices to safeguard the public and reduce deaths and injuries from explosives crimes and accidents, and aligns this support with the national counter-IED effort. At NCETR, ATF provides specialized training, techniques, and uses advanced technology and procedures to support forensic investigations and explosives enforcement. Additionally, ATF contributes greatly to the global Counter-IED (C-IED) efforts through a focus on the interoperability between public safety bomb technicians and explosives specialists with their military Explosives Ordnance Disposal (EOD) colleagues. This is accomplished through a well-established training program focusing on the identification, processing, and disposal of Homemade Explosives (HME), in partnership with the Department of the Army. EOD personnel from all branches of our armed forces attend the ATF/NCETR HME course prior to mobilization.

ATF/NCETR also leads and coordinates the Raven's Challenge interoperability exercise each year. In partnership with the Department of the Army, the Raven's Challenge is an interoperability exercise for Public Safety Bomb Squads and military EOD personnel at four locations across the country, involving realistic IED incident scenarios and live fire training.

NCETR also has oversight of ATF's National Canine Division (NCD) located in Front Royal, Virginia. ATF's canine program is the only canine program in the U.S. supported by a

laboratory and the first federally accredited explosive detection canine program. The ATF National Forensic Science Laboratories support the ATF NCD in the research and development of explosive and accelerant compounds and compositions for canine training, third party testing, instruction into the properties and chemical breakdown of accelerant and explosives, and support in all forensic related issues. The ATF NCD conducts evaluation and analysis of new and emerging facets within the explosives and accelerant detection canine arena, and shares this vital information with our partners in a concerted effort to provide the best tools possible for safety and security in the fight against violent crime and terrorism. ATF remains at the forefront of combating violent crime through such innovative programs as training explosives detection canines in the recognition of peroxide explosives and the standardized National Odor Recognition Testing (NORT).

The Explosives Research and Development Division (ERDD) at NCETR is an investment in scientific knowledge generation and technology development that allows ATF to adapt and respond to changes to the ongoing threat posed by the criminal misuse of explosives. Meeting the challenges and embracing the opportunities of a dynamic future are not only indicative of high-quality research and development, but are responsive to the needs of the Nation's C-IED efforts. Current research partners include the National Counterterrorism Center, the Army Corps of Engineers, and the University of Alabama-Huntsville. In short, NCETR ERDD provides value by improving the safe storage and disposal of explosives, and enhancing the prosecution of explosives cases to serve ATF and the larger law enforcement community.

The most recent addition to NCETR has been the integration of ATF's Fire Investigation and Arson Enforcement Division (FIAED). FIAED oversees the National Response Team Program, Certified Fire Investigator Program, Fire and Arson Investigation Training Programs, and the Arson and Explosives Criminal Investigative Analysis (Profiler) Program. These programs further support ATF efforts to identify, target, and dismantle criminal enterprises and other offenders that use fire or explosives in furtherance of violent criminal activity and investigate violators that use fire or explosives to damage or destroy property that affects interstate or foreign commerce.

5. United States Bomb Data Center (USBDC)

In 1996, Congress passed Public Law 104-208, the 1997 Omnibus Consolidated Appropriations Act, directing the Secretary of the Treasury to establish a national repository of information regarding arson incidents and the actual and suspected criminal misuse of explosives throughout the United States. The Secretary of the Treasury, recognizing ATF's expertise in the investigation of arson and explosives related incidents, tasked ATF with carrying out this congressional mandate.

The Homeland Security Act of 2002 transferred the law enforcement duties and responsibilities of ATF from the Department of the Treasury to the Department of Justice (DOJ). In 2004, the Attorney General, acting under the statutory authority of Title 18, U.S.C., Section 846 (b), designated ATF's Bomb Arson Tracking System (BATS) as the consolidated national repository for information related to arson and the suspected criminal misuse of explosives. The USBDC was then established and given the responsibility for management of BATS.

BATS is a web-based case management system that allows investigators across the country to capture details of bomb and arson cases, including the area of origin or device placement, casualties, financial loss, fire descriptors, collateral crimes, device components, and descriptions and photographs of how the device was constructed and delivered. BATS also allows investigators to build cases in the BATS application while maintaining critical operational security of their information. Images of arson and explosive scenes can be shared through the BATS secure web connection. Currently the USBDC has over 2,600 interagency partners and supports over 12,000 users of BATS.

The USBDC Arson & Explosive Intelligence Division collects, analyzes, and disseminates timely information and relevant tactical and strategic intelligence within ATF, and to external federal, state, local, tribal, military, and international partners. The USBDC provides statistical analysis of current trends and patterns to aid in the detection, deterrence and prevention and prosecutorial support related to arson and the criminal misuse of explosives. The USBDC is available to assist other federal, state, and local law enforcement and fire service investigators with arson and explosives investigations. The USBDC is staffed with ATF special agents, intelligence research specialists, an industry operations investigator and support personnel who are all experienced in arson and explosives related investigations.

The USBDC also provides explosives tracing services to duly authorized law enforcement agencies across the United States and in many foreign countries. Tracing is the systematic tracking of explosives from manufacturer to purchaser (and/or possessor) for the purpose of aiding law enforcement officials in identifying suspects involved in criminal violations, establishing stolen status, and proving ownership. The creation of the National Repository has achieved for these industries, as well as law enforcement, the most proficient and productive method for researching the movement of an explosive. Explosives manufacturers, importers, wholesalers, and retail dealers in the United States and foreign countries cooperate in the tracing endeavor by providing, on request, specific information from their records of manufacture, importation, or sale. Because of its licensing authority, ATF is the only federal agency authorized access to these records.

6. Terrorist Explosives Device Analytical Center (TEDAC)

Jointly, ATF and the FBI coordinate and manage TEDAC. The mission of TEDAC is to contribute directly to the eradication of the IED threat, through a whole of governments effort that includes international partners. TEDAC informs its partners who, in turn, attempt to disrupt those individuals and networks responsible for the design, development, purchase, assembly, and deployment of IEDs. This is accomplished through scientific and forensic exploitation of IEDs; developing actionable intelligence; forecasting IED threats; and maintaining a repository of IED material obtained from incidents around the world. The TEDAC combines law enforcement, military, and intelligence assets to classify the operation, bomb components, and deployment of IEDs. These efforts help prevent IED attacks, protect U.S. armed forces, and identify those who manufacture and deploy these devices.

TEDAC's forensic exploitation at the intersection of law enforcement, science and technology, border forces, intelligence, and the military, provides a key perspective from which to research the science and technology of IEDs. The TEDAC research and testing program supports IED detection, countermeasures, and post-blast analysis. The TEDAC continues to build depth and breadth within its device collection and develop technical, forensic, and intelligence methods to anticipate new devices and techniques envisioned by our adversaries and to better collaborate with its partners.

7. ATF Laboratories

The ATF laboratory system comprises three traditional forensic science laboratories and a fire research laboratory that provide direct support to ATF special agents and other federal and state law enforcement agencies in the investigation of violent crimes and other potential threats to public safety. ATF scientists and examiners play an integral role supporting violent crime investigations, often times providing the critical links between the crimes and the suspects, or providing a lead to a previously unknown suspect.

All ATF laboratories are accredited by the American Society of Crime Laboratory Directors – Laboratory Accreditation Board (ASCLD-LAB) – International/ ANSI *National Accreditation Board (ANAB)* to the ISO 17025 (2005) standard. In addition, the Forensic Science Laboratory-Washington meets the requirements of the FBI Quality Assurance Standards for Forensic DNA Testing Laboratories.

The Forensic Science Laboratories (FSL) support investigations through the scientific analysis of evidence; providing technical support at fire, explosion and shooting scenes; providing training to ATF special agents, prosecutors, and state and local law enforcement and forensic scientists in these areas; supporting the prosecution of violent criminals by providing expert testimony; and, conducting scientific research to enhance forensic capabilities. FSL experts support ATF's National and International Response Teams (NRT and IRT) and provide training and support to ATF's explosives and accelerant detection canine programs, homemade explosives (HME) courses, the National Firearms Examiners Academy, fire debris analysis courses, as well as other specialized areas of instruction.

The FSLs maintain a unique expertise in areas supporting criminal investigations involving firearms, explosives, and suspected arson. The laboratories' Forensic Chemists provide chemical and physical analyses of bombs, components, fire debris, and trace evidence. ATF Laboratories have developed unsurpassed expertise in the specialized area of touch DNA analysis, in which low levels of DNA can be recovered from firearms, bombs, and other tools of violent criminals. ATF's capabilities in the area of latent print examination and tool mark analysis focus on providing links between the evidence recovered from violent crimes and the perpetrators of the acts. The ATF laboratories are world leaders in the applications of forensic science to the types of evidence encountered in violent crimes investigated by ATF.

The Fire Research Lab (FRL) houses fire protection engineers, mechanical engineers, electrical engineers and technicians, and is the only laboratory of its kind in the world dedicated to the specific needs of the criminal fire investigation community. It provides the necessary facilities,

equipment, and staff to work on important criminal fire investigation issues such as fire scene reconstructions, flashover studies, validation of fire pattern analysis indicators, impact of accelerants on fire growth and spread, ignition studies and electrical fire cause analysis.

In FY 2019, ATF's laboratories accomplished the following:

- Received 2,630 requests for analysis and testing
- Completed analysis on 2,522 forensic cases (FSL)
- Completed analysis on 376 FRL engineering cases (106 cases involving 270 case related testing experiments)
- Provided 127 days of expert testimony in courts
- Worked 213 days at crime scenes
- Provided 813 days of training instruction for federal, state, and local investigators and examiners

8. Financial Investigations

The Financial Investigative Services Division (FISD) supports approximately 650 criminal financial investigations annually. ATF's forensic auditors are experts in the field of forensic accounting and financial investigations. They conduct comprehensive and complex financial investigations for special agents in support of criminal investigations and document appropriate financial criminal charges to further the prosecution in these cases. These cases include arson-for-profit, firearms and firearms associated narcotics trafficking cases, contraband cigarette trafficking, the use of explosives and bombings in the furtherance of financial frauds, counter-terrorism, threats to public safety, investigations into gang and other organized criminal enterprises, and complex investigations involving both domestic and international money laundering. These complex investigations often involve criminal organizations, multiple subjects and their businesses, varied and numerous money laundering schemes, asset identification, and forfeiture.

9. Collaboration and Partnerships

ATF is engaged in many cooperative agreements, collaborations, and partnerships with other federal agencies, private industry, and in the international arena. For example, ATF is fully engaged with and provides support to government anti-terrorism efforts, especially the FBI-led Joint Terrorism Task Forces (JTTFs). ATF participates in JTTFs, and assigns one ATF special agent to the National JTTF at the National Counter-Terrorism Center. In working with the JTTF, ATF plays an important part in terrorism cases that involve firearms, bombs, illegal explosive possession. ATF furthers the fulfillment of our mission by participating in other multi-agency efforts such as High Intensity Drug Trafficking Areas, High Intensity Financial Crime Areas, and the Organized Crime Drug Enforcement Task Force. Through these partnerships, ATF plays a major role in the prevention and investigation of violent firearms crimes involving criminal organizations and gangs, and provides direct investigative expertise to criminal explosives, arson incidents, and threats. These collaborative efforts also allow ATF to be a key component in combating organized crime that threatens U.S. national and economic security.

International Policy. At the request of the Department of State, ATF serves as an advocate for the firearms policies of the U.S. in international fora such as the United Nations (UN) and the Organization of American States (OAS). ATF ensures that the international firearms agreements in which the U.S. participates are consistent with U.S. laws, regulations, policies, and practices. The UN Program of Action, the OAS Convention on Firearms, and the International Tracing Instrument are just a few of the agreements through which ATF protects the policies of the U.S. in international settings.

10. Emergency Support Function (ESF) #13

Ensuring the safety and protection of the public is a critical service needed in the aftermath of any disaster. ATF is the lead for the Department's efforts to manage ESF #13, one of the 14 emergency support functions established by the National Response Framework (NRF).

Through ESF #13, federal law enforcement assets are directed to assist federal, state, territorial, local, and tribal authorities with public-safety and security-related missions ranging from any serious, but purely local incident, to large-scale terrorist attacks or catastrophic natural disasters. Although any ESF #13 response will be a collaborative effort among partner law enforcement agencies; ATF is ultimately responsible for maintaining a robust national capability to perform all functions outlined in the ESF #13 Annex to the NRF. ATF is required to:

- Establish ESF #13 law enforcement planning for the 50 states and four territories and federally recognized tribes;
- Maintain liaison and build relationships with federal, state, territorial, and local and tribal law enforcement agencies, FEMA, emergency operations centers, and other first responders in all 10 FEMA regions;
- Conduct national and regional interagency training; assess shortfalls in state and local capabilities;
- Participate in annual national emergency exercises; and,
- Participate in planning activities and other regional meetings.

The close relationships ATF has developed and is required to maintain across the nation's law enforcement and first responder communities is crucial for ESF #13 to provide fast, effective, and appropriate resources when called upon to do so in an emergency or major disaster. ATF supports operational travel for ESF #13 headquarters and regional staff to travel throughout the year to participate in the aforementioned mandated activities. Since 2014, ESF #13 has participated in 17 national activations and 18 state or regional activations. In addition, ESF #13 has deployed Incident Management Team personnel 13 times outside of activations. ESF #13 has participated in 472 federal and state exercises and 745 federal and state trainings. In the 10 FEMA regions, ESF #13 has participated in 161 Regional Interagency Steering Committee (RISC) meetings. ESF #13 personnel have been involved in 2,522 federal planning and liaison meetings and 1,454 state planning liaison meetings.

C. Performance Tables^{1, 2, 3}

| PERFORMANCE AND RESOURCES TABLE | | | | | | | | | | | |
|--|--|--------------|------------------|--------------|------------------|--------------|------------------|--|----------------|-------------------|------------------|
| Decision Unit: Law Enforcement Operations | | | | | | | | | | | |
| DOJ Strategic Goal/Objective: | | | | | | | | | | | |
| DOJ Strategic Goal 1: Enhance National Security and Counter the Threat of Terrorism. | | | | | | | | | | | |
| Strategic Objective 1.1: Disrupt and defeat terrorist operations. | | | | | | | | | | | |
| DOJ Strategic Goal 3: Reduce Violent Crime and Promote Public Safety. | | | | | | | | | | | |
| Strategic Objective 3.1: Combat violent crime, promote safe communities, and uphold the rights of victims of crime. | | | | | | | | | | | |
| PERFORMANCE AND RESOURCES TABLE | | | | | | | | | | | |
| Decision Unit: Law Enforcement Operations/Investigative Support Services | | | | | | | | | | | |
| WORKLOAD/RESOURCES | | Target | | Actual | | Projected | | Changes | | Requested (Total) | |
| | | FY 2019 | | FY 2019 | | FY 2020 | | Adjustments and FY 2021 Program Change | | FY 2021 Request | |
| Total Costs and FTE | | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 |
| Law Enforcement Operations Strategic Goal 1 | | 1,235 | 325,483 | 1,235 | 325,262 | 1,252 | 343,571 | 67 | 59,496 | 1,318 | 403,067 |
| Law Enforcement Operations Strategic Goal 3 | | 2,625 | 691,651 | 2,625 | 691,183 | 2,659 | 730,089 | 141 | 126,429 | 2,801 | 856,518 |
| Total Costs | | 3,860 | 1,017,134 | 3,860 | 1,016,445 | 3,911 | 1,073,660 | 208 | 185,925 | 4,119 | 1,259,585 |
| OUTCOME Measure | Impact the threat to public safety caused by illegal firearms trafficking. | 102 | | 99.1 | | 102 | | 2 | | 104 | |
| OUTCOME Measure | Impact the threat to public safety caused by criminal possession and use of firearms. | 101 | | 89.3 | | 101 | | 2 | | 103 | |
| OUTCOME Measure | Impact the threat to public safety caused by criminal organizations. | 98 | | 98.0 | | 98 | | 0 | | 98 | |
| OUTCOME Measure | Impact the threat to public safety caused by bombs and explosives. | 99 | | 105.8 | | 99 | | 3 | | 102 | |
| OUTCOME Measure | Impact the threat to public safety caused by the criminal use of fire. | 102 | | 102.6 | | 102 | | 0 | | 102 | |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by firearms industry members. | 91 | | 101.1 | | 91 | | 8 | | 99 | |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members. | 102 | | 104.6 | | 102 | | 0 | | 102 | |

¹ Note: Both of the decision units (Law Enforcement Operations and Investigate Support Services) work interdependently to demonstrate ATF’s actual performance.

² Note: The sum of the program activity resources and FTE will not add up to the total for each decision unit, because it does not capture all program activities within the decision unit.

³ Note: The outcome measures shown in the decision unit tables are scores from the ATF Performance Index, which is described in Section IV(C)(1) of this document (page 43).

PERFORMANCE AND RESOURCES TABLE

Decision Unit: Investigative Support Services

DOJ Strategic Goal/Objective:

DOJ Strategic Goal 1: Enhance National Security and Counter the Threat of Terrorism.

Strategic Objective 1.1: Disrupt and defeat terrorist operations.

DOJ Strategic Goal 3: Reduce Violent Crime and Promote Public Safety.

Strategic Objective 3.1: Combat violent crime, promote safe communities, and uphold the rights of victims of crime.

PERFORMANCE AND RESOURCES TABLE

Decision Unit: Investigative Support Services

| WORKLOAD/RESOURCES | | Target | | Actual | | Projected | | Changes | | Requested (Total) | |
|--|--|--------------|----------------|---------------|----------------|--------------|----------------|--|---------------|-------------------|----------------|
| | | FY 2019 | | FY 2019 | | FY 2020 | | Adjustments and FY 2021 Program Change | | FY 2021 Request | |
| Total Costs and FTE | | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 | FTE | \$,000 |
| Investigative Support Svcs Strategic Goal 1 | | 364 | 95,854 | 363.84 | 95,789 | 380 | 104,429 | 12 | 16,528 | 392 | 120,956 |
| Investigative Support Svcs Strategic Goal 3 | | 773 | 203,690 | 773.16 | 203,552 | 809 | 221,911 | 25 | 35,121 | 834 | 257,033 |
| Total Costs | | 1,137 | 299,544 | 1,137 | 299,341 | 1,189 | 326,340 | 37 | 51,649 | 1,226 | 377,989 |
| OUTCOME Measure | Impact the threat to public safety caused by illegal firearms trafficking. | 102 | | 99.1 | | 102 | | 2 | | 104 | |
| OUTCOME Measure | Impact the threat to public safety caused by criminal possession and use of firearms. | 101 | | 89.3 | | 101 | | 2 | | 103 | |
| OUTCOME Measure | Impact the threat to public safety caused by criminal organizations. | 98 | | 98.0 | | 98 | | 0 | | 98 | |
| OUTCOME Measure | Impact the threat to public safety caused by bombs and explosives. | 99 | | 105.8 | | 99 | | 3 | | 102 | |
| OUTCOME Measure | Impact the threat to public safety caused by the criminal use of fire. | 102 | | 102.6 | | 102 | | 0 | | 102 | |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by firearms industry members. | 91 | | 101.1 | | 91 | | 8 | | 99 | |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members. | 102 | | 104.6 | | 102 | | 0 | | 102 | |

| PERFORMANCE AND RESOURCES TABLE | | | | | | | | |
|---|--|--------|--------|--------|--------|--------|--------|--------|
| Decision Unit: Investigative Support Services | | | | | | | | |
| Performance Report and Performance Plan Targets | | 2016 | 2017 | 2018 | 2019 | | 2020 | 2021 |
| | | Actual | Actual | Actual | Target | Actual | Target | Target |
| OUTCOME Measure | Impact the threat to public safety caused by illegal firearms trafficking. | 105.4 | 103.6 | 98.5 | 102 | 99.1 | 102 | 104 |
| OUTCOME Measure | Impact the threat to public safety caused by criminal possession and use of firearms. | 108.1 | 108.1 | 96.6 | 101 | 89.3 | 101 | 103 |
| OUTCOME Measure | Impact the threat to public safety caused by criminal organizations. | 101.9 | 98.3 | 98.6 | 98 | 98.0 | 98 | 98 |
| OUTCOME Measure | Impact the threat to public safety caused by bombs and explosives. | 103.5 | 107.1 | 104.3 | 99 | 105.8 | 99 | 102 |
| OUTCOME Measure | Impact the threat to public safety caused by the criminal use of fire. | 106 | 101.7 | 102 | 102 | 102.6 | 102 | 102 |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by firearms industry members. | 91.8 | 99.4 | 101.2 | 91 | 101.1 | 91 | 99 |
| OUTCOME Measure | Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members. | 104 | 103.4 | 102.3 | 102 | 104.2 | 102 | 102 |

| DOJ Strategic Plan Key Performance Measures (ATF Specific) | | | | | | | |
|--|-----------------------|---|---------|---------|-----------|---|-------------------|
| DOJ Strategic Goal/Objective: Goal 1, Objective 1.1; Goal 3, Objective 3.1 | | | | | | | |
| | WORKLOAD/RESOURCES | | Target | Actual | Projected | Changes | Requested (Total) |
| DOJ Strategic Objectives | | | FY 2019 | FY 2019 | FY 2020 | Current Services Adjustments and FY 2021 Program Change | FY 2021 Request |
| Objective 1.1 | Performance Measure* | Number of incidents reported to the United States Bomb Data Center via BATS. | 32,000 | 33,475 | 32,000 | 0 | 32,000 |
| Objective 3.1 | Performance Measure** | Number of NIBIN "hits/leads," that is the linkage of two or more shootings to the same firearm, based upon comparisons of 3D digital ballistic images of spent shell casings recovered from crime scenes and from crime gun test-fires. | 55,000 | 74,123 | 88,000 | 26,300 | 114,300 |

Note: *Tracked internally within ATF, reviewed by ATF Executive staff and reported quarterly to DOJ.

Note: ** Tracked as a Performance indicator within the Performance Goal Measure " Impact the threat to public safety caused by illegal firearms trafficking", reviewed by ATF Executive staff and reported quarterly to DOJ.

D. Performance, Resources, and Strategies

1. Performance Plan and Report for Outcomes

The ATF Performance Index is a management tool that helps facilitate informed decision making regarding ATF's priorities, activities, and resources. The Performance Index aligns ATF's budget decision units with the Bureau's strategic goals, core functions and performance goal measures provides comprehensive tracking and measurement of performance across the Bureau which:

- Summarizes related facts (indicators) into a single outcome (performance goal measure) to show impact, effectiveness, and progress towards established goals (targets).
- Collects trend analysis over time of the impact and effectiveness of performance goal measures (outcome) relative to the established base year.

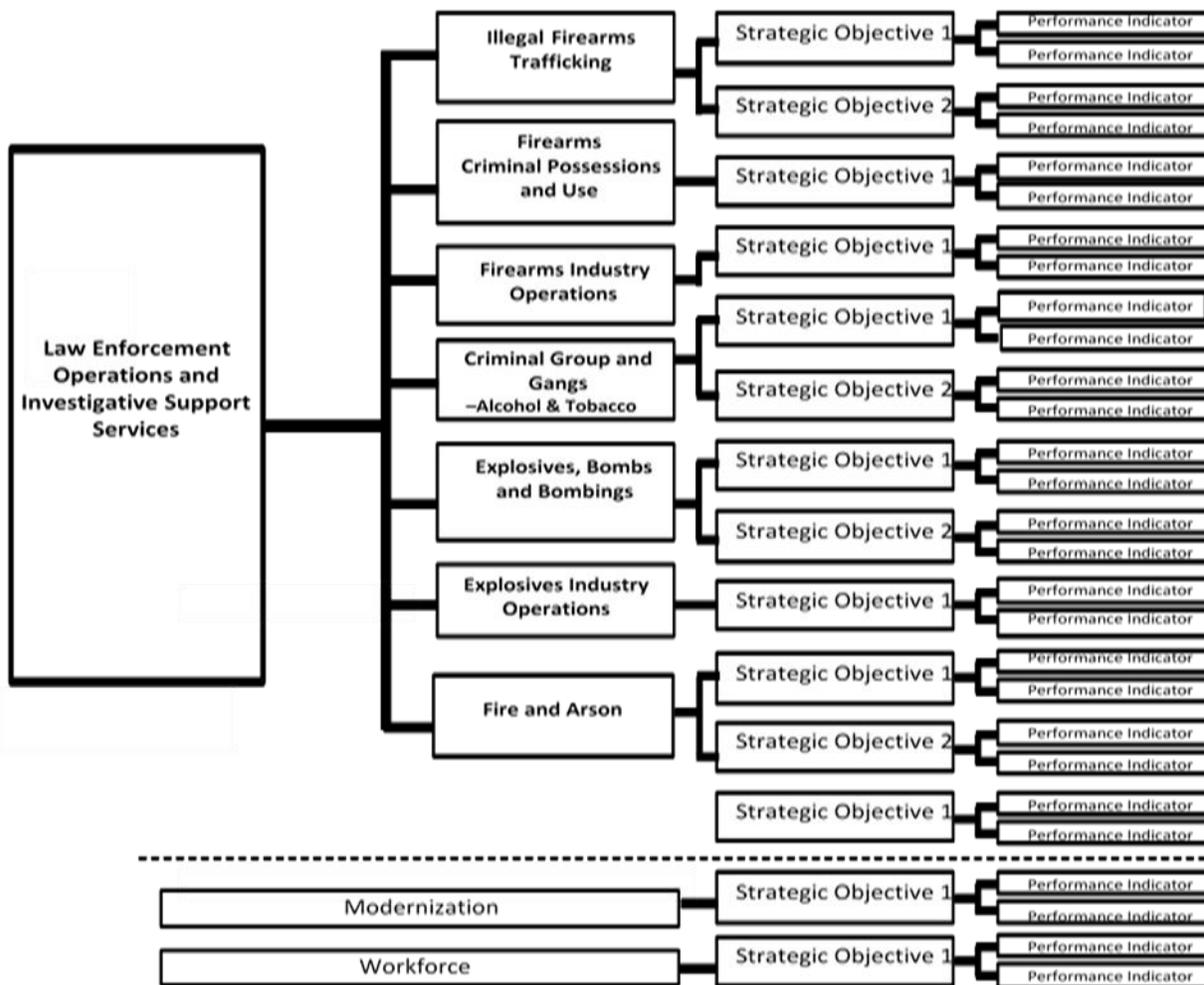
ATF's Executive leadership has focused on the seven mission driven core functions (highlighted in blue below) to report ATF's outcome-based performance goal measures.

| <i>Core Function</i> | <i>Performance Goal Measure</i> |
|---|---|
| Deter Illegal Firearms Trafficking and Violent Gun Crime | Impact the threat to public safety caused by illegal firearms trafficking. |
| Firearms Criminal Possession and Use | Impact the threat to public safety caused by criminal possession and use of firearms. |
| Combat Criminal Organizations | Impact the threat to public safety caused by criminal organizations. |
| Firearms Industry Operations | Improve public safety by increasing compliance with Federal laws and regulations by firearms industry members. |
| Deter Misuse of Explosives, Bombs and Bombings | Impact the threat to public safety caused by bombs and explosives. |
| Research Fire and Investigate Arson | Impact the threat to public safety caused by the criminal use of fire. |
| Explosives Industry Operations | Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members. |
| Modernize Our Processes and Systems | Modernize business processes and systems for improved information sharing and knowledge management. Use innovative technologies to support ATF's mission. |
| Manage Our Workforce | Attract, develop, and retrain a diverse, expert, and high-performing workforce to execute the ATF mission and administrative responsibilities in the current and emerging business environment. |

Modernization and Workforce performance data is tracked at the bureau-wide level. Alcohol and Tobacco Diversion (not shown) performance data is tracked within the Combat Criminal Organizations core function.

ATF's performance measures support both the Law Enforcement Operations and the Investigative Support Services decision units working interdependently to demonstrate ATF's actual performance. ATF's performance data is compiled and calculated into actuals for each performance goal measure, which is measured against the established target in the budget to provide a statistical measure of achievements, assess how performance changes over time, and demonstrate how performance relates to resources. The Performance Index allows ATF to collect and analyze data in ways that give ATF leaders the ability to:

- Recognize performance trends
- Push for organizational efficiencies
- Have needed discussions and exchange ideas
- Implement corrective action plans, if needed



The performance indicators and assigned weights are based on Executive leadership decisions that define each indicator's impact on its respective performance goal measure.

2. Strategies to Accomplish Outcomes

ATF's strategies to investigate and prevent violent crime are focused under Frontline. ATF develops customized strategies within each of its 25 field divisions based on assessments of the most significant violent crime threats within their areas of responsibility. The assessments factor in emerging crime trends, significant criminal activity, issues faced by local industry members, the proximity and priorities of federal, state, local and other external partners, available ATF resources, as well as, unique data and intelligence developed by ATF, and other intelligence and crime-related data available through federal, state and local partners. All of this information is used to plan the best use of resources at the local and national level for the greatest impact to reduce violent crime and safeguard the public.

3. FY 2020-2021 Agency Priority Goals

Reduce Violent Crime and Promote Public Safety

By September 30, 2020, the Department of Justice will:

- Favorably resolve 90% of federal "violent crime" and firearms cases;
- Increase the number of National Integrated Ballistic Information Network (NIBIN) leads generated by 35%;
- Increase the number of firearms traces submitted by 3%;
- Increase efforts to train rural and tribal law enforcement agencies in shell casing recovery and submission to NIBIN by conducting 2 trainings;
- Ensure that every United States Attorney's Office establishes protocols for case referral guidance and provides outreach to federal, state, local or tribal law enforcement on laws related to domestic violence abusers such as prosecuting individuals arrested with firearms that are prohibited from possessing due to a prior domestic violence conviction or protective order under 18 U.S.C. 922(g)(9); and,
- Ensure that every United States Attorney's Office establishes protocols and provides training to federal, state, local and tribal law enforcement on prosecuting hate crimes.

V. FY 2021 Program Increases by Item

| | |
|--------------------------|--|
| Item Name: | Halting Gun Violence |
| Strategic Goal: | Strategic Goal 3: Reduce Violent Crime and Promote Public Safety |
| Strategic Objective: | Strategic Objective 3.1: Combat Violent Crime, Promote Safe Communities and Uphold the Rights of Victims of Crime |
| Budget Decision Unit(s): | Law Enforcement Operations/Investigative Support Services |
| Organizational Program: | Firearms Criminal Possession and Use National Integrated Ballistics Information Network (NIBIN) Crime Gun Intelligence Centers (CGICs) Strategic Intelligence Firearms and Ammunition Technology ATF National Academy |
| Program Change: | Positions <u>376</u> Agt <u>205</u> FTE <u>189</u> Dollars <u>\$98,000,000</u> |

Description of Item

ATF serves a vital role in the Department's strategy to reduce violent crime and protect our communities. ATF's violence reduction strategy is holistic – it focuses on effective integration of the investigative expertise of its special agent cadre with technology, forensics and intelligence analysis. To execute this strategy, ATF has established Crime Gun Intelligence Centers (CGICs) in all of its field divisions. CGICs leverage and synthesize crime gun intelligence from all available sources -- including ATF's National Integrated Ballistic Information Network (NIBIN), firearm trace data from ATF's National Tracing Center and eTrace system, exploitation of stored electronic evidence, social media, acoustic gunshot detection systems, and analysis of incident and investigative reports from the files of ATF and law enforcement partners. CGICs generate actionable intelligence and investigative leads for ATF and partner law enforcement agencies.

The Attorney General has directed ATF to develop a Crime Gun Intelligence-based strategy to support an expanded DOJ violent crime reduction initiative. This initiative will initially focus on communities that have experienced persistent firearm-related violent crime. Consequently, as an initial step in this process, ATF conducted an assessment of cities with persistently high or increasing firearm violence to determine which of those cities had the appropriate existing infrastructure necessary to support rapidly deployed enhanced enforcement resources. The necessary infrastructure requirements include: The primary local law enforcement agencies have demonstrated a commitment to collaboration and have adopted core crime gun intelligence principles (including comprehensive collection of ballistic evidence and use of NIBIN); ready access to an ATF or regional CGIC; and local and state prosecutors who support coordination

with the U.S. Attorney to ensure violent firearm offenders are prosecuted in the most appropriate venue.

Applying these criteria, ATF identified the following cities with high rates of violent firearm crime as the most appropriate communities for initial implementation of the Attorney General's initiative:

- Albuquerque, New Mexico
- Baltimore, Maryland
- Charlotte, North Carolina
- Chicago, Illinois
- Dallas, Texas
- Detroit, Michigan
- Houston, Texas
- Kansas City, Missouri
- Las Vegas, Nevada
- Washington, D.C.

This initiative will also increase ATF's capacity to recruit, select, on-board and train special agents by enhancing throughput at the ATF National Academy (located at the Federal Law Enforcement Training Center (FLETC)). Enhanced recruitment capabilities will increase ATF's ability to meet DOJ's goal of significantly increasing the number of ATF special agents deployed to communities and/or cities experiencing the highest levels of violence.

Justification

The objective of this initiative is to achieve prompt, sustainable reductions in firearm-related violence. ATF's plan involves the permanent deployment of additional special agents to each of the initial pilot cities, with a corresponding expansion of field and headquarters-based support for intelligence analysis, forensics, technological capacity, and firearm tracing. For the initial phase of the initiative, ATF would deploy approximately 195 new positions: 100 additional agents and 10 supervisory special agents to the pilot cities, and an additional 85 agents to each federal judicial district to expand the Violent Crime Coordinator (VCC) program. The VCC program directly supports review and development of firearm cases for federal prosecution by U.S. Attorney's Offices; the program's expansion will advance the overall goals of the Attorney General's initiative while the pilot city program is rolled-out.

In each of the pilot cities, the additional agents and supporting subject-matter experts will be deployed as Crime Gun Enforcement Teams. These teams are modeled on ATF's highly effective Crime Gun Strike Forces in Chicago and Memphis (an additional Crime Gun Strike Force recently began operations in St. Louis) with the flexibility to adapt to local conditions, ensuring maximum effectiveness. Each team will be staffed by a special agent supervisor, ten special agents, an explosives/firearm K-9 detection team, one to two intelligence research specialists (IRs), four industry operations investigators (IOIs), one industry operations intelligence specialist, and 1-3 NIBIN and NIBIN Enforcement Support System (NESS) contractors. Each team will be augmented by Task Force Officers from local agencies and, local

resources allowing, will include an embedded Assistant U.S. Attorney, Special U.S. Attorney, or local assistant prosecuting attorney.

Specific resource requirements are as follows:

Investigative Capacity Enhancements: Field

- ***195 Special Agents to conduct criminal investigations of violent firearm offenses.***
 - Ten new agent positions for each pilot city (100 total)
 - One supervisory special agent for each pilot city (10 total; promotions backfilled with new agents)
 - One new agent position in each of the remaining 85 judicial districts to support ATF's Violent Crime Coordinator program (85 total)
- ***10 Explosive/Firearm Detection Canine Teams (K-9 and special agent)***
 - One for each pilot city
- ***40 Industry Operations Investigators***
 - Four for each pilot city
- ***10 Industry Operations Intelligence Specialists***
 - One for each pilot city
- ***40 Intelligence Research Specialists***
 - One to two dedicated to case support in each pilot city
 - One for each ATF CGIC to enhance generation of leads
- ***15 NIBIN contractors***
 - One to two for each pilot city
- ***10 NESS contractors (law enforcement coordination and NIBIN referral tracking)***
 - One for each pilot city

Investigative Capacity Enhancements: National Support

- ***10 Forensic Examiners (DNA, Firearm/Toolmark, Fingerprint, and chemists)***
 - Forensic support is essential to the investigation and prosecution of firearm crimes. Additional staffing in each laboratory discipline will be necessary to process evidence generated in investigations generated by the initiative.
- ***5 Firearms Enforcement Officers (FEOs) to provide firearm field analysis and expert testimony***

- Additional FEO resources will be needed to provide expert support to investigations generated by the initiative, particularly in light of increased use of self-made firearms and machinegun conversion devices by violent criminals.
- **24 ATF National Tracing Center (NTC) Contractors**
 - Crime gun tracing requests have significantly increased in recent years due largely to adoption of crime gun intelligence-led policing and urgent traces generated by NIBIN leads. The initiative will further increase demand for tracing.
- **3 Attorneys (one per ATF region) to provide additional legal support to pilot cities and expanded VCC program.**

NIBIN National Correlation and Training Center (NNCTC)

ATF's NIBIN program plays a critical role in the reduction of firearms violence. To enhance the effectiveness of NIBIN, ATF established the NNCTC to provide NIBIN correlation services to law enforcement partners across the country. Correlation review is the most labor-intensive part of the NIBIN process, requiring highly skilled specialists to verify a correlation. The NNCTC leverages ATF's ballistics expertise by co-locating highly trained and experienced correlation specialists and certified firearm examiners in a facility with state-of-the-art technology.

Continued modernization and enhancements of the NIBIN program and expansion of NNCTC operations will yield direct increases in the capacity of ATF to both directly investigate gun crimes and to support investigations by our state and local partners, thereby generating the prosecution referrals. ATF can rapidly accomplish these goals with the following resources:

- *14 Program support specialists (\$2.5 million)*
- *40 Field Contractors to perform acquisition and entry of ballistic evidence into the system (\$3.2 million)*
- *30 NNCTC Correlation Specialist/Contractors (\$2 million), allowing the NNCTC to expand to a 24/7 operations schedule and provide correlation services to partners on the NNCTC waiting list(national coverage).*
- *15 new NIBIN sites (equipment and data lines) to service jurisdictions currently lacking effective NIBIN access, with a focus on high-crime areas (\$2.5 million)*
- *Provide training to approximately 60 personnel for staffing of new NIBIN sites and support (\$2.6 million)*

Increased Capacity at ATF National Academy

To increase its capacity to recruit, on-board, train and deploy special agents, ATF must expand the number of new agent training classes provided by the ATF National Academy at FLETC. Costs associated with adding these classes include detailing additional instructors to the National Academy, off-site housing for additional instructors and students, background investigations, equipment, and contractor support. (\$10.0 million)

Details/Off-base Housing

To meet the special agent staffing requirements necessary to support DOJ's violent crime reduction priorities, ATF anticipates running at least ten special agent classes during FY 2021 -- a substantial increase from the two classes ATF has currently scheduled for FY 2020. To train new agents, ATF relies on both permanent staff at the National Academy and experienced instructors detailed from the field. Instructor-detailees are assigned to the Academy for six - months to provide instruction at Special Agent Basic Training (SABT) and the Criminal Investigator Training Program (CITP). Because FLETC has limited housing capacity, these instructors are housed off-base. As a result of the significant increase in throughput, the limited availability of on-base housing will also impact new agent trainees. Based on current FLETC projections, ATF anticipates it will need to house a significant number of student-trainees in off-base housing, to include nearby hotels. The per-student cost for off-base housing is significantly higher than housing at FLETC. ATF estimates the total cost associated with increased details and off-base housing to be approximately \$4.558 million.

Contractors/Tactical Equipment/Logistics

In addition to permanent Academy staff and detailed instructors, ATF must also utilize contract instructors for course blocks related to fire and explosives investigation training. ATF also utilizes contractors for Burn Cell Damage Repair and other support functions. The funding in this initiative will be necessary to support the increased contracting costs of expanded training. This initiative will also support increased costs for supplies and equipment associated with physical training, CPR, and medical. Specialized equipment requirements include protective and training equipment needed for tactical training exercises (e.g., ammunition, pistols, tasers, M-4s, duty rifles, radios and weapon mounted lights) and exercise equipment for physical conditioning. Finally, additional logistical costs, such as rental vans to transport students from off-base housing will also be incurred. The estimated cost for enhanced contracts, equipment and other logistical items is \$0.612 million.

Special Agent/IOI Staffing

ATF's overall goal is the modernization and automation of the hiring and recruitment processes for special agents and industry operations investigators. The implementation of a Client Relationship Management (CRM) software platform for the Recruitment, Diversity & Hiring Division will provide diversity recruiting tracking, interaction with targeted applicants, and a seamless transition into the hiring process for the selected applicants. The functional

implementation of a modern CRM software platform will automate many of the existing workflows and create efficiencies that result from workflow analysis and process automation. Beyond the automation, the scope also includes the establishment of a consistent and repeatable process, through the encapsulation of the institutional knowledge held by the essential employees within the division. The platform shall maintain the typical information acquired during the recruiting and hiring processes. This information will include, but not limited to, educational or experiential position requirements, personally identifiable information, contact information, hiring information created and maintained by ATF's HRPD Directorate and communications between ATF and the recruit/applicant. Recruitment and hiring information is maintained within the platform, along with the forms and documentation created or submitted by the recruit/applicant or ATF employee. The platform will provide analytic and metrics in real-time, with integration into the ATF Analytics system. The platform will provide reporting of the status of an individual, or groups of individuals, within the recruitment or hiring processes. This capability will provide for the continuous measurement and control of the recruitment and hiring processes, to include diversity recruitment tracking and interacting with (schedule B) targeted applicants. The platform will include the capability of providing a dashboard view, or customized reporting, to allow senior management to respond to the strategic needs of the agency in real time.

Based on the length of time since the special agent exam has been updated, ATF is in need of a new exam to meet the evolving agency needs. The process may take one year to complete. This will depend on multiple factors, including:

- Creating multiple exams to offer the test on a quarterly basis.
- Creating a job analysis that meets agency needs, accounts for mission requirements, and enables a more diverse special agent population.
- Implementing data tracking capabilities for exam questions to ensure unbiased testing and the ability to add, revise, or delete questions at any time.
- Determining the nature of the personal and biographical data portion of the exam, or duplicating the methodology of the previous exam.

ATF estimates that the cost to address the hiring improvements and create a new special agent exam will be \$2.030 million.

Background Investigations

To timely complete the background investigations necessary to qualify special agent candidates for the ten projected classes, while also completing investigations for new-hire IOIs, support positions in FY 2021, ATF would need three (3) additional in-house investigators-contractors, two (2) additional adjudicators and three (3) intake specialists in order to effectively manage the increased workload. Based on the anticipated increase in hiring, as well as the requirements to conduct re-investigations of current ATF personnel, ATF projects that \$2.4 million will be required to meet the requirements for background checks for new special agent hiring in FY 2021. Additionally, ATF would need to enhance its cadre of polygraph examiners to address the surge in special agent applicants, with estimated costs of \$0.4 million.

Funding
(Dollars in Thousands)

Base Funding ^{/1}

| FY 2019 Enacted | | | | 2020 Enacted | | | | FY 2021 Current Services | | | |
|-----------------|----------|-------|---------|--------------|----------|-------|---------|--------------------------|----------|-------|---------|
| Pos | Agt/Atty | FTE | \$(000) | Pos | Agt/Atty | FTE | \$(000) | Pos | Agt/Atty | FTE | \$(000) |
| 2,513 | 1,957 | 2,513 | 557,430 | 2,613 | 2,057 | 2,563 | 579,769 | 2,613 | 2,057 | 2,613 | 579,769 |

/1 FY 2021 current services is comprised of resources associated with ATF's three largest enforcement programs, and reflects base funding for the Halting Gun Violence and Reducing Violent Crime and Promoting Public Safety initiatives.

Personnel Increase Cost Summary

| Type of Position/Series | Full-year Modular Cost per Position (\$000) | 1 st Year Annualization | Number of Positions Requested | FY 2021 Request (\$000) | 2 nd Year Annualization | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|---|---|------------------------------------|-------------------------------|-------------------------|------------------------------------|--|--|
| Criminal Investigator (1811) Violent Crime Initiative | 310.4 | 238.2 | 195 | 46,449 | 14.1 | 2,769 | 15,180 |
| Criminal Investigator (1811) Canine Handlers | 310.4 | 238.2 | 10 | 2,382 | 14.1 | 142 | 778 |
| General Investigative (1801) | 142.9 | 88.0 | 50 | 4,400 | 61.9 | 3,094 | 2,754 |
| Intelligence (0132) | 116.8 | 65.9 | 40 | 2,638 | 56.5 | 2,261 | 2,204 |
| Attorneys (0905) | 179.4 | 99.5 | 3 | 298 | 81.0 | 243 | 119 |
| Firearms Enforcement Officers (FEO) (1801) | 116.8 | 65.9 | 5 | 330 | 56.5 | 283 | 275 |
| Tech/Prof/Admin (02XX, 03XX, 05XX, 17XX, 22XX) | 116.8 | 65.9 | 73 | 4,815 | 56.5 | 4,126 | 4,021 |
| Total Personnel | | | 376 | 61,312 | | 12,918 | 25,331 |

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2021 Request (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|---|-----------|----------|-------------------------|--|--|
| NIBIN – Contract Support | | 1 | 3,200 | 160 | 160 |
| NNCTC Correlation Specialists/Contractors | | 1 | 2,000 | 100 | 100 |

| | | | | | |
|--|--|---|---------------|------------|------------|
| Equipment and Data Lines for New NIBIN Sites | | 1 | 2,500 | 125 | 125 |
| Training for New NIBIN Sites | | 1 | 2,600 | 0 | 0 |
| NTC Tracing Capacity | | 1 | 3,200 | 160 | 160 |
| NTC Expansion | | 1 | 2,000 | 0 | 0 |
| FEO Operational Costs | | 1 | 120 | 0 | 0 |
| NESS Contracts | | 1 | 878 | 44 | 44 |
| IRS Basic Training | | 1 | 400 | 0 | 0 |
| Space Alterations | | 1 | 9,000 | 0 | 0 |
| Extended TDY | | 1 | 790 | 0 | 0 |
| ATF National Academy | | 1 | 10,000 | | |
| Total Non-Personnel | | | 36,688 | 589 | 589 |

Total Request for this Item

| | Pos | Agt/Atty | FTE | Personnel (\$000) | Non-Personnel (\$000) | Total (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------|--------------|--------------|--------------|-------------------|-----------------------|----------------|--|--|
| Current Services | 2,613 | 2,057 | 2,613 | 405,838 | 173,931 | 579,769 | 677,769 | 691,276 |
| Increases | 376 | 205 | 189 | 61,312 | 36,688 | 98,000 | 13,507 | 25,920 |
| Grand Total | 2,989 | 2,262 | 2,802 | 467.150 | 210,619 | 677,769 | 691,276 | 717,196 |

Affected Crosscuts

The following DOJ Crosscuts are affected: Mass Violence, Gun Safety, Violent Crime and National Security

| | |
|---------------------------|---|
| Item Name: | Critical Operations Support |
| Strategic Goal: | Strategic Goal 3: Reduce Violent Crime and Promote Public Safety |
| Strategic Objective: | Strategic Objective 3.1: Combat Violent Crime, Promote Safe Communities and Uphold the Rights of Victims of Crime |
| Budget Decision Unit(s): | Law Enforcement Operations/Investigative Support Services |
| Organizational Program: | Bureau-wide Programs |
| Program Change: Positions | <u>0</u> Agt <u>0</u> FTE <u>0</u> Dollars <u>\$53,322,000</u> |

Description of Item

ATF serves a vital role in the Department of Justice’s (DOJ) strategy to reduce violent crime and protect our communities from firearms violence. Since its inception in 1972, ATF has prioritized special agent hiring to address ongoing violence in America’s communities. In coordination with DOJ, ATF has continued to hire, train, and deploy special agents in order to backfill positions resulting from a retirement bubble originating from large increases in the agent population in the 1990s. Even after accounting for inflationary adjustments, the cost to backfill these positions has increased significantly due to the costs associated with equipping and training agents on technologies not available in the 1990s and the expansion of ATF’s mission to include the enforcement of laws and regulations relating to the use of explosives. As a result, ATF is requesting resources to address and mitigate these deficiencies.

Justification

ATF hired nearly 300 special agents in the latter half of the 1990s. As of January 2020, 94 of those hires are eligible to retire in FY 2021. Additionally, 144 of those agents have already left ATF and have had to be replaced in recent years. As experienced agents retire, ATF must hire new agents to maintain the Bureau’s overall agent levels.

The funds provided to ATF to fill existing agent positions are based on the cost to fill an agent position at the time it was established about 20 years ago, along with annual adjustments to account for inflationary changes for the agents’ pay and benefits during the intervening years. However, ATF’s mission and methods have changed significantly over the past two decades, requiring equipment, technologies, and training that were not available or required when the agents were initially hired. ATF’s law enforcement mission is more resource intensive than it once was. ATF greatly appreciates the continuous support it has received from Congress. However, costs have increased for hiring and equipping new agents to run increasingly complex investigations, including those involving use of the internet and constantly evolving social media applications. Technological advances have allowed criminal enterprises to run more

progressively sophisticated operations; to take down those organizations, ATF agents require more advanced (and relatively expensive) training, supplies, and equipment. This initiative will ensure that the current cadre of ATF agents are properly resourced to fight violent crime with modern techniques and carry out the mission sent forth in this budget to its fullest potential.

As an example, the use of the internet as a means to buy and sell firearms requires that agents undergo additional training and use technology that was not available during the 1990s. To keep up with the ever-changing world of technology and its use by suspects in committing crimes within the jurisdiction of ATF, it is extremely important that ATF equip its agents with the ability to conduct investigations in the virtual world just as they do in traditional “real world” investigations. ATF accomplishes this goal by investing in ongoing, pertinent training including, but not limited to, virtual currency (seizing, using in undercover operations, tracing and identifying), open source intelligence, Dark Web, cryptography, and undercover operations on the internet.

Further, the expansion of ATF’s mission set to include the enforcement of federal laws governing the use of explosives further requires additional training and technology. For example, the special agents who specialize in explosives require skills and expertise in advanced electronics and chemistry that were rarely needed to investigate bombings even ten years ago. Additionally, special agents now require field-expedient analysis of bombs and post-blast scenes to counter sophisticated bombs, improvised explosive devices, and other destructive devices. Finally, the legal requirement that expert testimony must pertain to “scientific knowledge” has driven ATF to provide advanced explosive education to our special agents.

To maintain staffing levels that meet the demand for field operations, ATF has absorbed reductions to critical core areas. Specifically, ATF has been unable to move special agents to cover critical vacancies, adequately replace aging vehicles and equipment, or fully fund travel for missions and training. These reductions are not sustainable over the long run without adversely affecting ATF’s law enforcement operations and crime gun intelligence capabilities.

This increase is necessary for ATF to maintain both its cadre of special agents, its overall staffing levels, and support for critical programs such as National Integrated Ballistic Information Network (NIBIN) and the National Firearms Act. Without this program increase, ATF will not have sufficient resources to support current onboard personnel and will be forced to limit backfill of existing positions to accommodate investment in other critical program and operational areas.

Impact on Performance

The requested resources are critical to continuing to recruit, hire, train and deploy ATF special agents and the associated personnel who provide investigative support to agents. This initiative will provide enabling resources that permit ATF to expand its enforcement capacity to meet DOJ and Administration objectives in addressing violent firearms crime, including more special agents in the field, enhancing the NIBIN program, and expanding the Crime Gun Intelligence Centers (CGICs).

Funding
(Dollars in Thousands)

Base Funding

| FY 2019 Enacted | | | | 2020 Enacted | | | | FY 2021 Current Services | | | |
|-----------------|--------------|-----|---------|--------------|--------------|-----|---------|--------------------------|--------------|-----|---------|
| Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) |
| 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Personnel Increase Cost Summary

| Type of Position/Series | Full-year Modular Cost per Position (\$000) | 1 st Year Annual- ization | Number of Positions Requested | FY 2021 Request (\$000) | 2 nd Year Annual -ization | FY 2022 Net Annuali- zation (change from 2021) (\$000) | FY 2023 Net Annuali- zation (change from 2022) (\$000) |
|-------------------------|--|--|-------------------------------------|-------------------------------|---|---|---|
| | | 0 | 0 | 0 | 0 | 0 | 0 |
| Total Personnel | | 0 | 0 | 0 | 0 | 0 | 0 |

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2021 Request (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|---|--------------|----------|-------------------------------|---|---|
| Maintain Base Support for Contracts, Travel and Equipment | | 1 | 53,322 | 0 | 0 |
| Total Non-Personnel | | | 53,322 | 0 | 0 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personnel (\$000) | Non- Personnel (\$000) | Total (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|------------------------|----------|--------------|----------|----------------------|------------------------------|------------------|--|---|
| Current Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Increases | 0 | 0 | 0 | 0 | 53,322 | 53,322 | 0 | 0 |
| Grand Total | 0 | 0 | 0 | 0 | 53,322 | 53,322 | 0 | 0 |

Affected Crosscuts: National Security and Violent Crime

Item Name: **Reducing Violent Crime & Promoting Public Safety**

Strategic Goal: Strategic Goal 3: Reduce Violent Crime and Promote Public Safety

Strategic Objective: Strategic Objective 3.1: Combat Violent Crime, Promote Safe Communities and Uphold the Rights of Victims of Crime

Budget Decision Unit(s): Law Enforcement Operations/Investigative Support Services

Organizational Program: Firearms Criminal Possession and Use
National Integrated Ballistics Information Network (NIBIN)
Crime Gun Intelligence Centers (CGICs)
Strategic Intelligence
Firearms and Ammunition Technology

Program Change: Positions **83** Agt **48** FTE **41** Dollars **\$33,565,000**

Description of Item

ATF seeks to support of DOJ violent crime priorities by adding personnel to its nationwide investigative capacity, its CGICs, expand its NIBIN National Correlation and Training Center (NNCTC) capabilities, increase the national coverage for NIBIN, and enhance its ability to use crime gun intelligence to target the most violent offenders. ATF will increase investigative capacity by adding 48 Special Agents, 12 Industry Operations Investigators (IOIs), 12 Intelligence Research Specialists (IRS), 3 Program Analysts and 8 Firearms Enforcement Officers (FEOs).

Justification

Investigative Capacity/ Crime Gun Intelligence Centers (CGICs)

The continued success of ATF’s strategy is contingent on having the resources to staff areas experiencing persistent firearm-driven violent crime with the appropriate balance of Special Agents and supporting disciplines to exploit crime gun intelligence in investigations of criminals who use firearms to fuel violent crime – trigger-pullers and traffickers. The investigative landscape has changed significantly in the past three fiscal years. NIBIN leads have increased from 10,000 in 2015 to 67,639 in 2019. These critical violent crime leads require a significant level of investigative follow-up. All of the significant outputs from this technology mean nothing without investigative follow-ups. To that end, ATF will add five Crime Gun Enforcement Teams in FY 2021, thus adding to the existing ten Crime Gun Enforcement Teams. They will focus on violent gun crimes and include the full range of crime gun intelligence, such as ballistic evidence and crime gun processing, timely lead generation, and effective intelligence generated by these leads. The strike forces will be devoted to the immediate follow-up on NIBIN/Crime Gun Intelligence leads and the interdiction of shooters. Building on existing and

effective partnerships at the federal, state and local level, the deployment of additional ATF Special Agents will greatly enhance violent crime strategies. This initiative would hire an additional 48 Special Agents and 12 IRSs who will be deployed nationally, consistent with the Department's violent crime reduction strategy and national crime trends, to focus on the violent gun crimes. These agents will focus on investigations driven by intelligence generated from the CGICs and will allow ATF to deploy additional investigative resources to parts of the U.S. which continue to experience high levels of firearms violence. ATF intends to take a fiscally prudent approach to building these strike forces using existing field division infrastructure, while adding 48 Special Agents to the five new Crime Gun Enforcement Teams and 12 IRSs, one each to the Crime Gun Enforcement Teams.

ATF serves a vital role in the Department's strategy to reduce violent crime and protect our communities. ATF's violence reduction strategy is holistic – it focuses on effective integration of the investigative expertise of its Special Agent cadre with technology, forensics and intelligence analysis. To execute this strategy, ATF has established CGICs in all of its field divisions; CGICs focus on leveraging and synthesizing crime gun intelligence from all available sources. These sources include NIBIN, firearm trace data from ATF's National Tracing Center (NTC) and eTrace system, exploitation of stored electronic evidence, social media, acoustic gunshot detection systems, and analysis of incident and investigative reports from the files of ATF and law enforcement partners. CGICs generate actionable intelligence and leads for ATF and partner law enforcement agencies to identify shooters and their sources of crime guns.

The CGIC's ability to access or utilize every firearms trace and every NIBIN lead in the country is combined with the specialized knowledge of ATF personnel and the intelligence sharing of partner agencies. This combination allows the CGIC an unparalleled look into the life of every recovered firearm and every shooting incident entered into NIBIN. The expertise and capabilities of ATF's CGICs are unique in law enforcement. They are a nationwide, interconnected clearinghouse for all intelligence relating to the illegal transfer, possession and use of firearms. ATF CGICs are bridging the jurisdictional gap that firearms traffickers and violent offenders attempt to utilize to escape detection. ATF CGICs utilize national level crime gun intelligence primarily derived from NIBIN and firearms tracing to see beyond these jurisdictional horizons and to address the firearms traffickers, and trigger-pullers wherever they may offend. This capability has proven reliable and effective through ATF's close cooperation with state and local law enforcement.

NIBIN National Correlation and Training Center (NNCTC)

ATF also proposes to add resources to support the NIBIN program in FY 2021. NIBIN is the only interstate automated ballistic imaging network in operation in the U.S. and employs an integrated investigative approach which works in concert with other federal, state, tribal and local law enforcement agencies in combating firearms-related violence through the use of technology to compare images of ballistic evidence collected at crime scenes and recovered firearms. ATF would increase contractor support for NIBIN entries and investigative lead generation by adding contractors at NIBIN sites and at ATF's CGICs. The initiative would also enhance program oversight and management by adding 3 program analysts at the NNCTC as national coverage with NIBIN continues to grow.

According to a 2017 survey by the Major City Chiefs Association and the Police Foundation, ballistic imaging (NIBIN) and firearms tracing are the two most useful federal resources available for local law enforcement. This highlights the value of NIBIN in addressing violent crime throughout the country. This recognition of NIBIN as an important crime gun intelligence tool by the law enforcement community has contributed to a recent rapid expansion and it is anticipated that the use of NIBIN technology will continue to grow at a remarkable pace. As of May 1, 2019, there were 202 active NIBIN sites. For the remainder of FY 2019, there are 18 additional state/local sites pending connectivity to the Network (equipment has been ordered but not delivered) and an additional 17 sites that have expressed interest in becoming a NIBIN site, contingent upon procurement of funding. This expansion requires enhanced support to ensure the crime gun intelligence process is completed properly and results in a true impact on violent crime. Because of its effectiveness, state and local law enforcement have embraced NIBIN and contributed to the Network growth as the following table indicates.

| NIBIN Statistics | | | | | | |
|---------------------------|---------|---------|---------|---------|---------|------------------------|
| | FY 2015 | FY 2016 | FY 2017 | FY 2018 | FY 2019 | % Increase FY 15–19 |
| Number of Partner Sites | 150 | 158 | 172 | 188 | 233 | 55.3% |
| Acquisitions ¹ | 205,271 | 238,873 | 283,212 | 320,472 | 387,247 | 88.7% |
| Leads ² | 10,091 | 23,635 | 41,495 | 47,056 | 67,639 | 570.3% |
| Hits ³ | 7,925 | 9,677 | 8,654 | 7,630 | 6,484 | -18.2% |

/1 Acquisitions represent the digital imaging of various firearm-related markings present on cartridge casings entered into NIBIN.

/2 Leads represent an unconfirmed, potential association between two or more pieces of firearm ballistic evidence based on a correlation review of the digital images in the NIBIN database by either a firearms examiner or a trained NIBIN technician. They are intended to provide a lead for investigative purposes.

/3 Hits represent the result of two or more firearms ballistic evidence acquisitions that have been confirmed as a match by a firearms examiner. Hits are based on correlation review of digital images using MatchPoint Plus™ and microscopic confirmation by a firearms examiner. This information/intelligence can be used for investigative purposes and is suitable for court purposes.

Firearms Technology Expertise

To support enhanced investigative capacity, ATF is requesting eight Firearms Enforcement Officers (FEOs). These FEOs conduct criminal case firearms evaluations and classifications for all 25 ATF Field Divisions. ATF’s Firearms and Ammunition Technology Division (FATD) has experienced a 38 percent increase in criminal case requests in support of field operations. Many of the criminal cases are expedited requests that require a 24-48 hour turn around. Additionally, FATD’s current staff responds to real-time requests for crime scene investigations for mass shootings and search warrants nationwide. FEOs testify in federal courts across the country and lead training at the Federal Law Enforcement Training Center (FLETC) and NCETR for new Special Agents and IOIs. FATD has also experienced a 23 percent increase in industry and public evaluations. Eight FEO positions are essential in meeting the need now and in the future for ATF’s mission to combat violent crime.

Funding
(Dollars in Thousands)

Base Funding¹

| FY 2019 Enacted | | | | 2020 Enacted | | | | FY 2021 Current Services | | | |
|-----------------|--------------|-------|---------|--------------|--------------|-------|---------|--------------------------|--------------|-------|---------|
| Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) |
| 2,513 | 1,957 | 2,513 | 557,430 | 2,613 | 2,057 | 2,563 | 579,769 | 2,613 | 2,057 | 2,563 | 579,769 |

¹ FY 2021 current services is comprised of resources associated with ATF's three largest enforcement programs, and reflects base funding for the Halting Gun Violence and Reducing Violent Crime and Promoting Public Safety initiatives.

Personnel Increase Cost Summary

| Type of Position/Series | Full-year Modular Cost per Position (\$000) | 1 st Year Annualization | Number of Positions Requested | FY 2021 Request (\$000) | 2 nd Year Annualization | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------------------------|---|------------------------------------|-------------------------------|-------------------------|------------------------------------|--|--|
| Criminal Investigative Series (1811) | 310.4 | 238.2 | 48 | 11,433 | 14.1 | 682 | 3,737 |
| General Investigative (1800-1899) | 142.9 | 88.0 | 12 | 1,056 | 61.9 | 743 | 661 |
| Intelligence Series (0132) | 116.8 | 65.9 | 12 | 791 | 56.5 | 678 | 661 |
| FEOs (1801) | 179.4 | 65.9 | 8 | 528 | 56.5 | 452 | 441 |
| Program Analysts (0343) | 116.8 | 65.9 | 3 | 198 | 56.5 | 170 | 165 |
| Total Personnel | | | 83 | 14,006 | | 2,725 | 5,665 |

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2021 Request (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------------------|-----------|----------|-------------------------|--|--|
| NIBIN – Contract Support | | 1 | 14,092 | 533 | 533 |
| NNCTC and NIBIN Site Equipment | | 1 | 4,321 | 0 | 0 |
| IRS Basic Training | | 1 | 120 | 0 | 0 |
| FEO Operational Costs | | 1 | 192 | 0 | 0 |
| Space Alterations | | 1 | 834 | 0 | 0 |
| Total Non-Personnel | | | 19,559 | 533 | 533 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personnel (\$000) | Non- Personnel (\$000) | Total (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------|--------------|----------------------|--------------|------------------------------|---------------------------------------|--------------------------|---|---|
| Current Services | 2,613 | 2,057 | 2,563 | 405,838 | 173,931 | 579,769 | 613,334 | 616,592 |
| Increases | 83 | 48 | 41 | 14,006 | 19,559 | 33,565 | 3,258 | 6,198 |
| Grand Total | 2,696 | 2,105 | 2,604 | 419,844 | 193,490 | 613,334 | 616,592 | 622,790 |

Affected Crosscuts

The following DOJ Crosscuts are affected: Mass Violence, Gun Safety, Violent Crime, Intelligence and National Security

Item Name: **Laboratory Facilities Consolidation – S&E**

Strategic Goal: Strategic Goal 3: Reduce Violent Crime and Promote Public Safety

Strategic Objective: Strategic Objective 3.1: Combat Violent Crime, Promote Safe Communities, and Uphold the Rights of the Victims of Crime

Budget Decision Unit(s): Investigative Support Services

Organizational Program: Laboratory Services

Program Change: Positions 0 Agt 0 FTE 0 Dollars \$7,800,000

Description of Item

ATF requests \$6,000,000 for laboratory and DNA equipment for the planned consolidation of two ATF Laboratories. The laboratory equipment will be used in forensic case examinations in each of the scientific disciplines. Currently, most instruments in these laboratories are obsolete, and more equipment will be needed at the time of consolidation. This request includes costs to replace these pieces of scientific equipment. This request also provides for new DNA equipment for the DNA section which will greatly expand ATF’s ability to provide enhanced DNA examinations on investigations.

ATF also requests \$1,800,000 for Permanent Change of Station (PCS) personnel moves that will need to occur due to the consolidation of ATF laboratory facilities. The moves, which will include personnel from Atlanta, GA and Walnut Creek, CA, will support the consolidation of the labs and:

- Contribute to efficient and effective use of resources;
- Improve productivity from the replacement of critical obsolete equipment; and
- Provide staffing that facilitates quality examinations.

Justification

Due to the upcoming lease expiration of the Walnut Creek, CA laboratory on October 31, 2021, ATF commissioned the General Services Administration (GSA) and Turner Construction Company to conduct a laboratory cost study to analyze the Atlanta, GA and Walnut Creek, CA laboratories to determine if a laboratory consolidation would make sense, or if a better option would be to remain at status quo with the current locations. The study determined that consolidation would net an estimated savings of \$6 to \$9 million over a 15-year period. Therefore, the request for both PCS moves and equipment funding is necessary to support the planned laboratory consolidation effort.

Funding for this increase will give ATF the ability to:

- Acquire new technology, equipment, and services such as microscopes, chromatographs and genetic analyzers;

- Replace existing equipment that is outdated or obsolete;
- Enable directed staff reassignments from current geographic locations to a new consolidated laboratory;
- Reorganize personnel between specific laboratories; Arson, Firearms, Toolmark, DNA, and others to ensure cross-training of personnel and expedited abilities for case examinations; and
- Procure state-of-the-art equipment free from recurring service calls and constant software upgrades in order to minimize down time.

Impact on Performance

This initiative will allow the ATF objectives for developing an improved work environment consisting of the following:

- Reduce fiscal operating costs for equipment maintenance;
- Leverage the skills and abilities of current scientists by funding PCS moves to minimize loss of personnel, loss of knowledge and ability to keep the laboratory moving forward;
- Improve turnaround time for evidence testing and report writing. With additional discipline experts located in the same space, peer and administrative review of casework can be conducted more efficiently and effectively. This eliminates the need to repackage evidence and ship it to a second laboratory for the experts to conduct peer and administrative reviews. This saves time and the expense of overnight shipping; and
- Provide shared equipment and cross training of laboratory scientists that gives ATF greater flexibility in the types of cases each scientist can work.

Funding
(Dollars in Thousands)

Base Funding

| FY 2019 Enacted | | | | 2020 Enacted | | | | FY 2021 Current Services | | | |
|-----------------|--------------|-----|---------|--------------|--------------|-----|---------|--------------------------|--------------|-----|---------|
| Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) | Pos | Agt/ Atty | FTE | \$(000) |
| 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Personnel Increase Cost Summary

N/A

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2021 Request (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|----------------------------|-----------|----------|-------------------------|--|--|
| Laboratory Equipment | 6,000 | 1 | 6,000 | (5,000) | 0 |
| PCS Moves | 1,800 | 1 | 1,800 | (1,800) | 0 |
| Total Non-Personnel | | | 7,800 | (6,800) | 0 |

Total Request for this Item

| | Pos | Agt/ Atty | FTE | Personnel (\$000) | Non-Personnel (\$000) | Total (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------|----------|--------------|----------|-------------------|-----------------------|---------------|--|--|
| Current Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Increases | 0 | 0 | 0 | 0 | 7,800 | 7,800 | (6,800) | 0 |
| Grand Total | 0 | 0 | 0 | 0 | 7,800 | 7,800 | (6,800) | 0 |

Affected Crosscuts - National Security

Item Name: **Laboratory Facilities Consolidation - Construction**

Strategic Goal: Strategic Goal 3: Reduce Violent Crime and Promote Public Safety

Strategic Objective: Strategic Objective 3.1: Combat Violent Crime, Promote Safe Communities and Uphold the Rights of Victims of Crime

Budget Decision Unit(s): Investigative Support Services

Organizational Program: Laboratory Services

Program Change: Positions 0 Agt 0 FTE 0 Dollars **\$28,685,000**

Description of Item

ATF requests \$30,000,000 in construction funding to facilitate the consolidation of two ATF Forensic Science Laboratories into one location. This consolidation will achieve the following:

- Address the lease expiration of the Walnut Creek, CA forensic science laboratory which expires on October 31, 2021;
- Contribute to efficient and effective use of resources;
- Maximize use of laboratories and staff through cross training of forensic chemists; and
- Expand laboratories and support spaces to improve examination and testing processes, including a DNA Lab, National Integrated Ballistic Information Network (NIBIN) Test Shooting Range, and Training Rooms.

Justification

The ATF laboratory system is comprised of three regional forensic science laboratory locations: Walnut Creek, CA; Atlanta, GA; and Ammendale, MD which is co-located with the Fire Research Laboratory. Each laboratory provides direct support to ATF Special Agents and other federal and state law enforcement agencies in the investigation of violent crimes and other threats to public safety. All ATF Laboratories are accredited by the American Society of Crime Laboratory Directors – Laboratory Accreditation Board (ASCLD-LAB) - International, an ISO 17025 standard. Our forensic chemists and scientists play an integral role in supporting violent crime investigations through complete forensic examinations of evidence, developing rapid investigatory leads, on-scene examinations, and ultimately providing expert testimony in courts of law.

ATF commissioned the General Services Administration (GSA) and Turner Construction Company to conduct a laboratory cost study to analyze the Atlanta, GA and Walnut Creek, CA laboratories to determine if a laboratory consolidation would make sense, or if a better option would be to remain at status quo with the current locations. The study determined that over the long term, the cost savings of consolidation would net a savings of an estimated \$6 to \$9 million over a 15-year period. The requested funding is for the design and acquisition of existing space

(\$2.4 million), construction (\$22.2 million) and Lessor's Fee, Overhead, GSA Fee and Inspections (\$5.4 million) of a new facility to accommodate the consolidation of the two existing laboratories. Further, overall efficiency is achieved through the elimination of duplicative laboratory functions, and reducing the costs to operate and maintain two separate laboratories. ATF would realize full potential cost savings from relocating from a very high cost area of the San Francisco Bay area to another cost friendly location.

The ATF laboratory in Walnut Creek, CA is located in a private commercial building, with its lease set to expire on October 31, 2021. All contract options to extend the lease have been exhausted, due to the building owners plan to raze the building in order to re-develop the land. ATF has worked with GSA to conduct site assessments for other space (laboratory, or space that can be converted to a laboratory) in that geographic area with negative results. ATF will assume high levels of risk if it is unable to support its mission with timely forensic examinations as a result of this laboratory not being replaced or consolidated when it is ultimately shut down.

Impact on Performance

This initiative will address the ATF objectives to consolidate two forensic laboratories into one without a loss of forensic functionalities or capabilities, while at the same time maintaining state-of-the-art accredited facilities to support ATF's law enforcement missions. Additionally, this consolidation will yield improved and more efficient work environments and:

- Improve turnaround time for evidence testing and report writing. With additional discipline experts located in the same space, peer and administrative review of casework can be conducted more effectively and efficiently, eliminating the need to repackage evidence and ship it to a second laboratory for the experts to conduct their peer and administrative reviews.
- Provide shared equipment and cross training of laboratory scientists that gives ATF greater flexibility in the types of cases each scientist can work;
- Build a new DNA testing laboratory that does not exist in the two current locations;
- Construct a dedicated test fire range for forensic case examination;
- Establish a training laboratory and classroom to train ATF personnel and other federal, state, and local law enforcement agencies;
- Design a laboratory and office environment that can be flexible and adapt quickly to innovative technologies and mission changes;
- Enhance case work-flow between laboratories and work areas;
- Institute two full service laboratories to optimize service functions;
- Reduce fiscal operating costs including rent, utilities, and maintenance;
- Lower the cost of accreditation inspections by having two laboratories instead of three;
- Improve energy efficiency; and
- Continue recruitment of employees.

Funding
(Dollars in Thousands)

Base Funding

| FY 2019 Enacted | | | | 2020 Enacted | | | | FY 2021 Current Services | | | |
|-----------------|----------|-----|---------|--------------|----------|-----|---------|--------------------------|----------|-----|---------|
| Pos | Agt/Atty | FTE | \$(000) | Pos | Agt/Atty | FTE | \$(000) | Pos | Agt/Atty | FTE | \$(000) |
| 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Personnel Increase Cost Summary

N/A

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2021 Request (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|-------------------------------------|-----------|----------|-------------------------|--|--|
| Laboratory Facilities Consolidation | | | 28,685 | (28,685) | 0 |
| Total Non-Personnel | | | 28,685 | (28,685) | 0 |

Total Request for this Item

| | Pos | Agt/Atty | FTE | Personnel (\$000) | Non-Personnel (\$000) | Total (\$000) | FY 2022 Net Annualization (change from 2021) (\$000) | FY 2023 Net Annualization (change from 2022) (\$000) |
|--------------------|----------|----------|----------|-------------------|-----------------------|---------------|--|--|
| Current Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Increases | 0 | 0 | 0 | 0 | 28,685 | 28,685 | (28,685) | 0 |
| Grand Total | 0 | 0 | 0 | 0 | 28,685 | 28,685 | (28,685) | 0 |

Affected Crosscuts – None. Construction funding is not included in ATF crosscuts.