

# **Congressional Budget Submission**

Fiscal Year 2020



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

March 2019

UNITED STATES DEPARTMENT  
OF JUSTICE

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

### **A. Introduction**

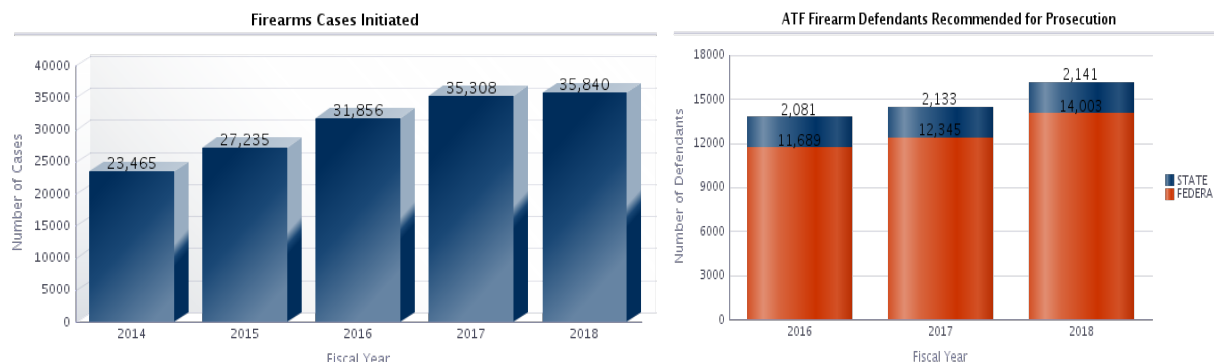
Established as an independent Bureau in 1972, the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) is responsible for the enforcement and administration of federal laws and regulations involving firearms and explosives, and for the enforcement of federal criminal statutes relating to arson. 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 Act of 1982, and the NFA provisions relating to destructive devices.

ATF's FY 2020 budget request totals \$1.368 billion for Salaries and Expenses (S&E), with a ceiling of 5,123 total positions and 5,050 full time equivalents (FTE). Included within this amount is \$28.1 million for adjustments to base (ATBs), \$25.9 million for a technical adjustments, and \$20.7 million in program enhancements to support the core missions of ATF. To better focus ATF on its core violent crime mission involving firearms, explosives and arson, the Budget includes the proposal to transfer ATF's enforcement authority over alcohol and tobacco to the Alcohol and Tobacco Tax and Trade Bureau within the Department of Treasury.

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.

Although 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, ATF is the smallest law enforcement component in the Department of Justice (DOJ). To ensure we maximize our limited resources and provide optimal return of investment to the American taxpayers, ATF has adopted a business model that uses risk analysis and intelligence assessment to allocate resources, with an emphasis on our public safety mission. 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 to reduce gun violence, over the past two fiscal years ATF has focused resources on enhancing operational results of its own firearm investigations and on providing support to law enforcement partners in their investigations.

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 2017 and 2018. In FY 2018, ATF conducted nearly 36,000 criminal firearm investigations, and referred more than 16,000 defendants for prosecution on firearm offenses.



These investigations have focused on armed violent offenders -- the trigger-pullers who terrorize our communities – and the firearm traffickers who supply guns to criminals and criminal organizations. With ATF support, state and local law enforcement agencies have also achieved increasing effectiveness in firearm investigations, a fact which is reflected by a substantial increase in the record number of firearm 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 targets and dismantles 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 local communities.

ATF uses Crime Gun Intelligence (CGI) in virtually all investigations involving firearm 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 DOJ’s Project Safe Neighborhoods 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 National Tracing Center (NTC). NIBIN is the only interstate automated ballistic imaging network in the U.S. and is available to every major U.S. population center as an essential tool to combat firearm violence. NIBIN allows firearm technicians and examiners to review images of shell casings and projectiles to

determine if they were expelled from the same firearm, creating links between shooting and gun recovery events. Through application of consistent protocols that emphasize prompt NIBIN processing, ATF provides 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. 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.

Over the last several years, there has been an increase in the number of reported Federal Firearms Licensees (FFLs) burglaries, thefts, and robberies. These crimes are a significant source of illegally trafficked firearms and directly fuel violent crimes involving guns. In response, ATF has implemented a policy of responding to all FFL burglaries and robberies with teams consisting of special agents and industry operations investigators, and expedites 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 geographic areas where an incident has occurred, allowing them to take additional precautionary measures.

Illegally trafficked firearms are harmful to communities and also have a negative impact on interstate and international commerce. ATF's illegal firearms trafficking enforcement efforts reduce violent crime by stemming the flow of firearms to violent criminals, including drug traffickers and gang members. ATF identifies, investigates, and arrests individuals and organizations that illegally supply firearms to prohibited individuals.

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 on ensuring regulatory compliance, identifying criminals who illegally purchase firearms and detecting diversion from lawful commerce by those who supply guns to criminals through "straw purchases," or when an individual purchases firearms on behalf of persons who are legally prohibited themselves,

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 future investigation, 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 SEA of 2002, which 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. enforces federal explosives laws and prevents criminals and terrorists from obtaining explosives for use in bombings.

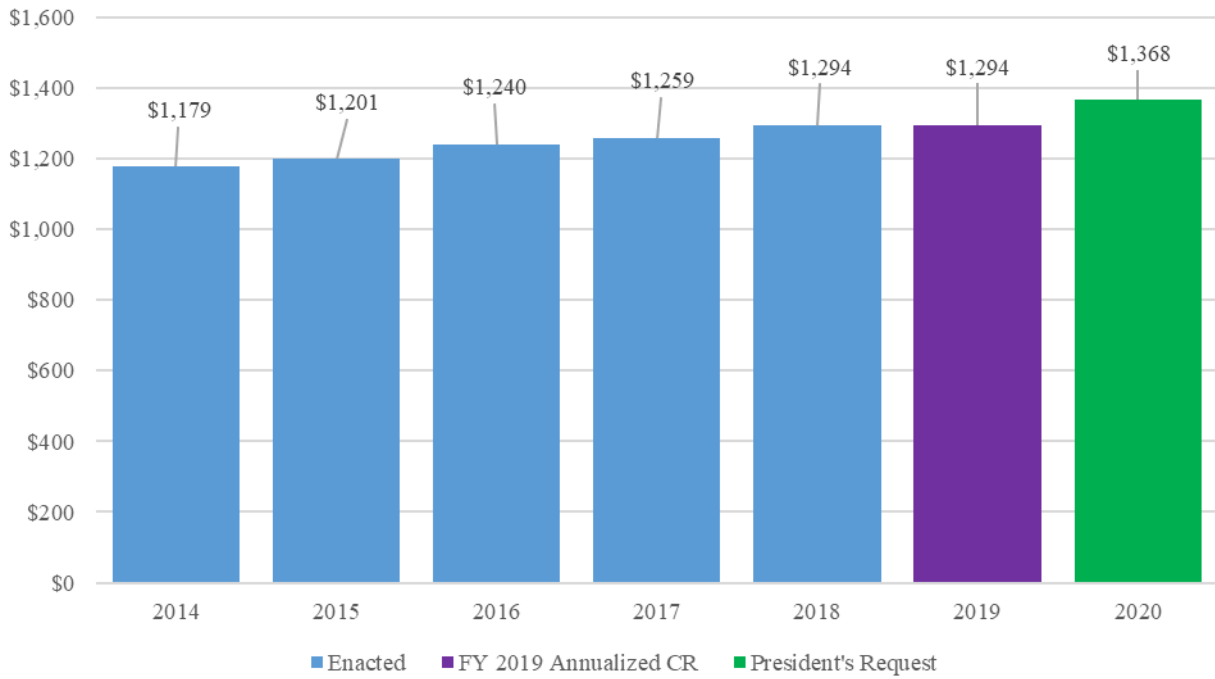
ATF continues to leverage, build, and rely on its partnerships with all law enforcement entities – federal, state, local, tribal, and international law enforcement, public safety agencies, communities, and industries to prevent terrorism and abate violent crime. ATF partners with these entities to safeguard 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).

### **Maintaining Current Services**

The FY 2020 request includes \$28.1 million in ATBs to maintain current service levels. Within the total ATBs, \$21.3 million is for pay and benefits to continue support of special agents, industry operations investigators, and other personnel. Another \$6.8 million is for domestic rent, facilities, and relocation costs supporting ATF offices, laboratories and training centers around the country.



## ATF Funding (S&E, Dollars in Millions)



## **FY 2020 Program Enhancements**

This S&E FY 2020 budget request contains four program enhancements totaling \$20.7 million:

### **National Integrated Ballistics Information Network (NIBIN)**

The first program increase provides \$10.7 million and 0 positions to support and expand ATF's NIBIN National Correlation and Training Center (NNCTC) and to expand the national coverage for NIBIN to additional locations. The NNCTC allows NIBIN network users to send imaged ballistic evidence to a single center that performs correlation services for participating partners. Centralizing the correlation process enables ATF to provide ballistic identification services for its law enforcement partners in a more accurate, efficient, and streamlined manner.

### **Spartan**

The second program increase provides \$4.0 million and 0 positions to support the operation and maintenance of the Spartan Case Management System. ATF is currently transitioning to Spartan from its legacy National Field Office Case Information System (NFOCIS), which has far exceeded its operational life. ATF has used NFOCIS for more than 20 years to collect, manage, analyze and report information resulting from criminal investigations, intelligence gathering efforts, and regulatory inspections. A report by the Inspector General concluded that the system's obsolescence has hindered ATF's ability to effectively manage operations and accurately measure performance. Spartan functionality for ATF's Industry Operations Investigators was successfully deployed into production in FY 2018 and ATF continues to update Spartan for criminal enforcement and industry operations functionality.

### **Network Cyber Security Enhancements**

The third program increase provides \$3.0 million and 0 positions to improve the ATF's responsiveness to service requests from the public and state and local law enforcement and to support ATF's ability to respond to critical incidents. The requested funding will improve network bandwidth at ATF's field divisions and offices. This will improve ATF's support for criminal investigations using video surveillance, eliminate single points of failure within Field offices for processing requests and accessing information, and decrease backlogs for public and industry requests.

### **Capital Equipment and Repair**

The fourth program increase provides \$3.0 million and 0 positions in one-time funding to address the highest priority repair needs in existing ATF facilities. These funds will be used to repair and replace utilities systems and complete other infrastructure and repair projects necessary to keep ATF systems and structures secure and safe.

## **B. Background**

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

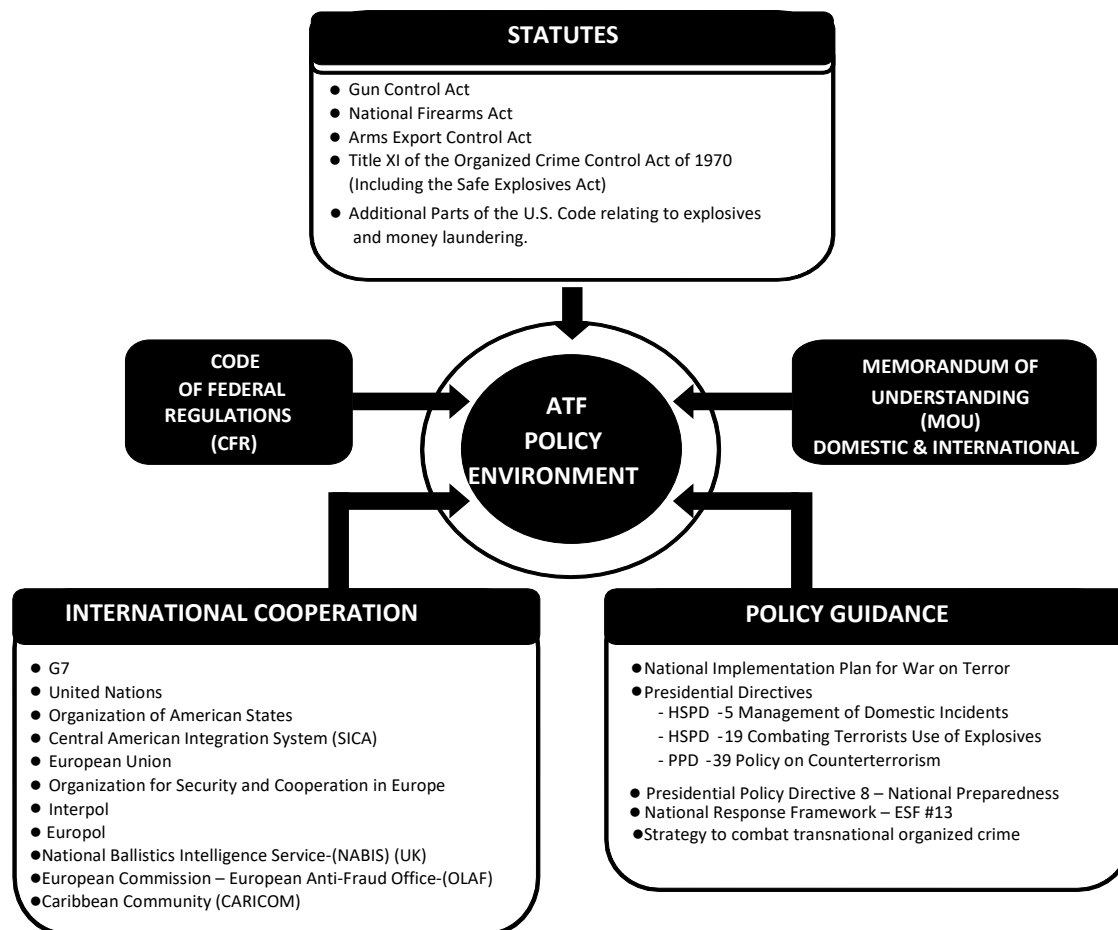
1. Engage in critical law enforcement and industry regulation activities which prevent and reduce violent crime related to:
  - Illegal firearms trafficking;
  - Criminal possession and use of firearms;
  - Diversion of firearms from legal commerce;
  - Criminal organizations;
  - Explosives, bombs and 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 are supported by our Frontline business methodology – a key component of ATF's risk management strategy. ATF's Frontline business model 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.

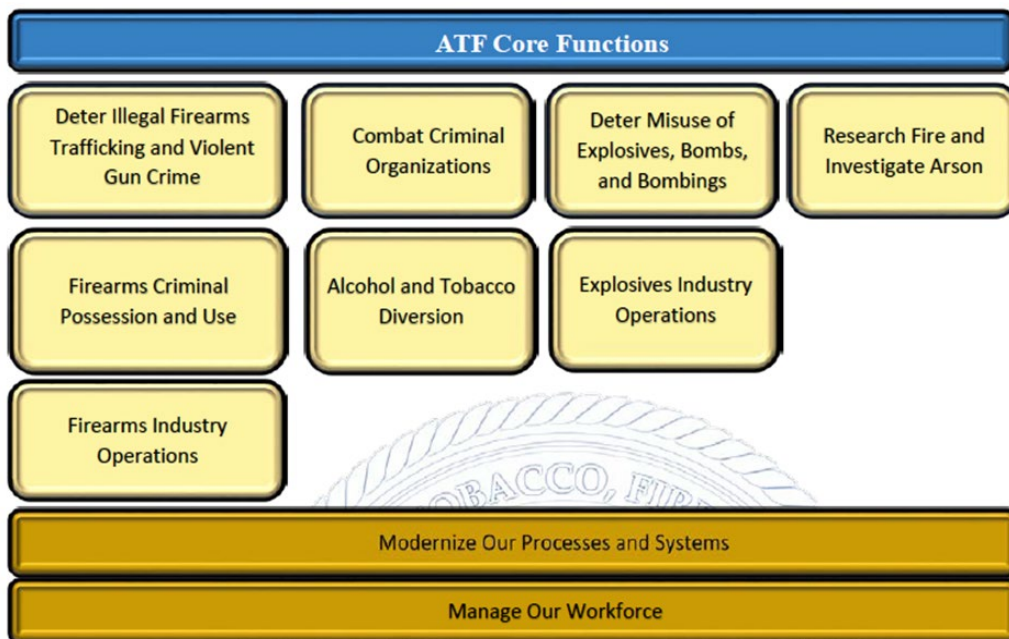
Under Frontline, the Special Agents-in-Charge (SACs) and their respective Deputy Assistant Directors (DADs) review the completed domain assessments each year and agree on implementation. Frontline Performance Reviews (FPRs) are conducted semi-annually. Performance data is extracted from ATF's legacy case management systems and 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.

The following diagram describes the Policy and Legislative Environment that directs ATF’s Mission and Budget Strategy:



## ATF Priorities:



**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.

**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.

**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.

**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.

**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.

**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.

## **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 increasing number of 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;
- 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 2017 Uniform Crime Report Data, the overall number of violent crimes in the U.S. decreased .2 percent from 2016 to 2017. In 2017, more than 72 percent of the homicides for which the FBI received weapons data involved the use of firearms, which is a slight decrease from the 73 percent found in 2016. In 2017, handguns comprised 64 percent of the firearms used in murder and non-negligent manslaughter incidents, which is a slight decrease from 64.6 percent in 2016. Additionally, the total number of murder victims by firearm in 2017 decreased from 2016. Across the U.S., murders with a firearm decreased .2 percent from 2016 to 2017. Notwithstanding this aggregate reduction, 26 states realized increases in firearms homicides ranging from 1 to 50 percent. Fifteen states saw increases above 10 percent year over year. In aggregate, these 26 states saw 568 additional firearms homicides or an overall 11.6 percent increase.

Similarly, robberies with a firearm decreased 5 percent from 2016 to 2017. However, 18 states realized increases in ranging from 1 to 64 percent. Nine states saw increases above 10 percent year over year. In aggregate, these 18 states saw an overall 15.1 percent increase.

Finally, aggravated assaults with a firearm increased 3 percent from 2016 to 2017. Thirty-two states realized an increase in aggravated assaults with a firearm ranging from 1 to 64 percent. Eighteen states saw increases above 10 percent year over year. In aggregate, these 32 states experienced 6,598 additional aggravated assaults with a firearm or an overall 3.6 percent increase.

The growth of violent gun crime is an external challenge that has strained ATF's ability to respond to requests for assistance to address the needs of the nation's cities and citizens most affected by this violence. To best allocate resources to address the needs of impacted state and local jurisdictions, ATF is redirecting and prioritizing its resources to combatting violent gun crime and illegal firearms trafficking. However, requests for services and support continue to exceed our ability to respond. Moreover, we recognize that deferring investments in information and forensic technology, infrastructure, and support functions, leaves ATF less able to support the whole of our mission, and is not an effective long-term solution.

ATF is also responding to the increase in reported FFL burglaries, thefts, and robberies; these incidents directly contribute to the rise in violent gun crime. FFL burglaries, thefts and robberies, are a significant source of illegally trafficked firearms. From CY 2013 to CY 2018, FFL burglaries rose by 16 percent, and FFL robberies rose by 300 percent. Firearms stolen during FFL burglaries and robberies has decreased as compared to previous years, but still remain at an alarming number - in CY 2018 5,981 firearms were stolen. Investigative experience shows that the vast majority of these stolen firearms are for destined for criminal use in the immediate area of the theft. ATF has purposefully redirected all necessary resources to confront this surge in crimes against FFLs, and has worked to identify the perpetrators and recover as many stolen firearms as possible as an urgent public safety matter. 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 geographic areas where thefts occur.

The growth in firearms commerce is an external challenge that has strained ATF's ability to meet the needs of the firearms industry and the citizens of the U.S. 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 receipts. ATF's goal, reported to DOJ quarterly, is to process all NFA requests within 90 days. Only 2.6 percent of NFA tax paid applications met this standard in FY 2018. NFA application receipts 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 growth of firearms commerce is meeting the workload demands associated with the substantial turnover in the composition of the licensed industry. Between FY 2013 and FY 2018, excluding collectors, ATF issued original FFLs to nearly 53,000 new members. Of those, over 32,340 remain active licensees comprising nearly 40 percent of the current active licensee population. Over the past 5 years, ATF has conducted over 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 receipt, 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 2 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 2018, ATF was able to complete approximately 10,323 FFL compliance inspections. 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 DOJ 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 NTC received more than 443,000 trace requests in FY 2018. This represents an 8.5 percent increase over FY 2017 (which was already an all-time high), and an increase of 41.9 percent cumulatively over the past 10 years. The NTC processed 47 million paper out-of-business records in FY 2018, which represents a 266 percent increase over the prior year. During FY 2018, the NTC entered 1.1 million firearms as part of multiple sales, 3 percent more than last year and the greatest number ever in a single year, which is more than a 180 percent increase in the last decade. Between these and other records the NTC enters 60 million more records now than we did 10 years ago, with less personnel. About 86 percent of the NTC is staffed by contracted employees, the remaining are ATF FTE.

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 7,373 law enforcement agencies with over 54,000 users throughout the U.S. and in 43 other countries. eTrace currently serves as the primary trace data collection and dissemination tool for the global law enforcement 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 jump between multiple systems which are incompatible with each other in the course of obtaining a single disposition within a trace request, wasting 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. Further, as we process out-of-business records into our imaging system, we can only retrieve most of these by FFL number, which requires tracers to search thousands of records looking for a single firearm. But, technology exists to tag the images with the gun description in order to reduce manual searching to just those documents associated with the firearm to be traced.

### **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 few years, hundreds of current ATF special agents are anticipated to retire – 471 members of our current agent cadre are age 50 or above. ATF has also noted an increase in the number of agents eligible to retire who actually choose to retire each year. In FY 2015, only about 18 percent of the agents eligible to retire that year actually retired. In FY 2018, that figure increased to 30.2 percent and is projected at 24.6 percent for FY 2019 and 25.7 percent for FY 2020. These agents include a majority of ATF's senior SES executives; agents with highly specialized skill sets such as Certified Fire Investigators (CFIs), Certified Explosives Specialists (CESs); highly experienced agents specially trained to serve on ATF's Special Response Teams (which deploy in complex, high risk law enforcement operations), and National Response Teams (which 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. For FY 2019, the ATF National Academy will complete four (4) agent classes. In addition, ATF has 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. We have 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. We continue to offer advanced training for new CFIs, CESs and other specialty positions in order to leverage the experience of current agents and facilitate the transfer of knowledge to newer agents.

To ensure that it does not again encounter unsustainable attrition from retirement waves driven by budget-driven mass-hiring, ATF has adopted a consistent, data-driven, hiring and resource allocation plan. This approach mitigates historical challenges we have encountered in the management and development of the special agent workforce.

## **Decision Units**

ATF has submitted multiple budget reprogramming requests in prior fiscal years, and the Office of Management and Budget (OMB) and the Senate Appropriations Committee have directed ATF to review the management and structure of its budget Decision Units (DU) and submit an action plan for process improvements and management in order to avoid future reprogramming requests. Each fiscal year, ATF develops its annual spend plan based on historical DU spending trends, adjustments-to-base, and program changes. Although the final obligations rates for FY 2018 were relatively close to the spend plan estimates, the amount of funding impacted by the difference between the estimates and actuals necessitated a reprogramming request from ISS to LEO.

ATF is implementing short-term measures to significantly reduce or eliminate the need for DU reprogramming requests. This will be accomplished through organizational allocations and monitoring, as well as eliminating dependency on project code tracking. Through the use of this new process, ATF will more effectively allocate DU resources, track and control DU budget spending and vastly increase the probability of achieving DU targets within reprogramming thresholds.

Long-term solutions will involve evaluating changes to the current DU structure, employing the services of an outside consultant to integrate more complex processes beyond the financial system as well as develop an expanded DU management system to optimize the management of the DU allocations by eliminating a spreadsheet-driven processes, provide “What-if Analysis” for simulating transfers and the effect on reprogramming thresholds, as well as provide for more effective monitoring of DU execution and reprogramming impacts. ATF is committed to improving the management of DU spending and will work closely with DOJ and OMB to ensure that we expeditiously and efficiently execute a long-term solution while also rigorously monitoring interim measures.

## **Addressing ATF’s Challenges**

The \$1.368 billion in total S&E resources requested in FY 2020 will provide the funding necessary for ATF to continue to address the external and internal challenges outlined above. This will be accomplished by focusing our 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. 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 its laboratories, including the Fire Research Laboratory (FRL) in Maryland. The programmable logic controls that operate the Environmental Management Systems are critical to controlling the emissions released into the outside environment and staying compliant with the Maryland Department of the Environment Emissions permit. Although the controls are inspected quarterly and repaired as needed, at 15 years old they are near the end of their life cycle.

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 2020 Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
<b>National Integrated Ballistics Information Network (NIBIN)</b>	Additional funding will support expansion of the NIBIN National Correlation and Training Center (NNCTC) and increase national coverage and training for NIBIN.	0	0	\$10,704	48
<b>Spartan</b>	Additional funding will support the operations and maintenance of the Spartan case management system.	0	0	\$4,000	54
<b>Network Cyber Security Enhancements</b>	Additional funding will improve the data quality and responsiveness to service requests from the public, state and local law enforcement and increase ATF's support to critical incidents.	0	0	\$3,000	57
<b>Capital Equipment and Repair</b>	One-time funding will support the repair or replacement of life and safety and other critical equipment and systems at ATF-owned facilities.	0	0	\$3,000	61

### III. Appropriations Language and Analysis of Appropriations Language

*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, \$1,368,440,000 of which not to exceed \$36,000 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 \$20,000,000 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, 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.*

Note.—A full-year 2019 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2019 (Division C of P.L. 115–245, as amended). The amounts included for 2019 reflect the annualized level provided by the continuing resolution.

#### IV. Decision Unit Justification

##### A. Law Enforcement Operations

<b>LAW ENFORCEMENT OPERATIONS</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$,000)</b>
2018 Enacted	4,250	4,267	1,057,396
2019 Continuing Resolution	4,199	4,178	1,063,354
Adjustments to Base and Technical Adjustments	15	-46	44,350
2020 Current Services	4,214	4,132	1,107,704
2020 Program Increases	0	0	4,000
2020 Program Decreases	0	0	0
2020 Request	4,214	4,132	1,111,704
<b>Total Change 2019-2020</b>	<b>15</b>	<b>-46</b>	<b>48,350</b>

##### 1. 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 Uniform Crime Reports (UCRs) provided by reporting law enforcement agencies for 2017, there were 120,036 reported robberies with a firearm, 198,020 aggravated assaults with a firearm, and 10,982 reported homicides with a firearm. Additionally, 103 people were murdered with fire. Information collected regarding the type of weapon showed that firearms were used in 73 percent of murders, 41 percent of robberies, and 26 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.

Through our 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 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 data and intelligence developed from ATF's case management system, ATF's NTC, NIBIN, the Bomb and Arson Tracking System (BATS), and other intelligence and crime-related data available through federal, state and local partners.

All of this information is used to identify where and how they can most effectively apply ATF's jurisdiction, authorities, and expertise to have a decisive impact in their 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 ensure resources are applied to have the greatest ability to reduce crime and safeguard 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, whether they are violent repeat offenders, or criminal organizations. Special agents, Industry Operations Investigators and supervisors conduct continuous reviews throughout the life of an investigation / inspection 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 resources are being applied effectively and efficiently. 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.

### **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, and
- Criminal Use of Fire.

In FY 2018, these core law enforcement operations activities resulted in the following significant accomplishments:

- 10,703 cases and 16,691 defendants referred for prosecution,
- 10,323 firearms compliance inspections,
- 90 gun show outreach inspections, and
- 4,584 explosives compliance inspections.

## **a. Illegal Firearms Trafficking**

Illegally trafficked firearms are harmful to communities and also 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.

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 incidence of gun violence. This comprehensive approach traces the movement of firearms from legal to illegal commerce, from source areas (where firearms are acquired for transport to black markets) to market areas (where firearms are illegally sold), and from trafficker to triggerman. ATF special agents, IOIs, and federal prosecutors work together in a source area to reduce the flow of diverted firearms into criminal market places, thus impacting violent crime and gang violence, often thousands of miles away from the respective source market area.

Internet commerce continues to grow, and firearms-related commerce facilitated by the Internet is no exception. 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 some degree of anonymity.

In order to combat illegal firearms trafficking facilitated by the Internet, the 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 DOJ’s Criminal Division to determine the best venue for prosecution.

Using this same technology, ATF personnel are on the lookout for Internet-based threats of acts of violence, particularly those involving “soft” targets like schools and houses of worship. With a great sense of urgency, IIC personnel are in tune to de-anonymize the maker of the threat, locate the individual as best possible, and immediately refer the information to the area where the



individual is located. In that ATF may not have jurisdiction over all these threats, these referrals are worked jointly and closely with local law enforcement.

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

Through its subject matter experts, the IIC also provides training on law enforcement methods and techniques for Internet investigations, as well as the use of social media tools in supporting or perfecting criminal investigations. IIC members have instructed at ATF's national academy, in other ATF settings, at DOJ's National Advocacy Center (NAC), in interagency settings, as well as at training hosted by Europol for member nations.

The IIC has already identified a number of significant firearms traffickers using the Internet to facilitate their crimes. On-going investigations involve individuals and organizations using the Surface Web as well as the anonymous "Dark Net" to traffic firearms to criminals and other prohibited persons. Other investigations are international in scope, cases in which U.S. sourced firearms were destined for delivery to criminal organizations or prohibited persons outside of the country and vice versa. Still other investigations involve solicitation to purchase firearms by prohibited persons.

## **b. 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 future firearm violence.

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

Illegal firearms threaten not only public safety, but also the entire firearms industry and the revenue legal commerce generates.

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 provides appropriate safeguards of inventories from theft, full accountability, and proactive inspection reporting. In addition, the outreach that ATF conducts with the industry educates and encourages voluntary controls and cooperation with law enforcement officials.

As part of its regulatory role, ATF is responsible for determining FFL applicants' eligibility to engage in a firearms business and educating licensees on their legal responsibilities. Approved

FFLs are required to maintain records of their acquisition and disposition 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 trace and is required for all firearms transactions by licensees. Failing to account for firearms in inventory is a serious public safety concern because unaccounted firearms cannot be completely traced to the retail purchaser. ATF's FFL inspection program uses firearms trace information on recovered firearms to detect indicators of illegal firearms trafficking. This process provides leads for the inspection of 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 persons purchasing firearms, locations of purchase, and weapon types. These patterns provide invaluable leads in identifying persons who divert firearms into illegal commerce. By identifying and targeting these persons, ATF stems the flow of illegal guns and makes it difficult for convicted felons, drug traffickers, or gang members to obtain firearms for use in violent crimes. Moreover, by connecting a firearm to a gun trafficker, ATF is able to link firearms sold by that trafficker to those who use firearms in violent crimes.

In FY 2018, ATF completed approximately 10,323 FFL compliance inspections. The substantial turnover in the composition of the licensed firearms industry, and the corresponding increase in new FFLs entering the industry has resulted in additional qualification and compliance inspections and the provision of technical assistance to new FFLs, all of which place additional demand on ATF's inspection resources. In FY 2018, there were approximately 134,827 active FFLs in the U.S., 16,169 FFLs have 1 year or less in business. Over the past 5 years, ATF has 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, and due to market demand, it is expected more will continue to enter the industry in the future.

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.

#### **d. 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. This approach 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 has developed strategies to address violent crime spikes and executes operations that weaken and dismantle armed violent criminal organizations. ATF has conducted several successful enhanced enforcement initiatives, which have 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 its 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, stemming the flow of crime guns, investigating and prosecuting the people, criminal organizations and gangs who use them to commit violent crimes. Through partnerships, law enforcement leaders coordinate law enforcement 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.

#### **e. 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 USBDC, which in turn is responsible for maintaining, and enhancing the outward facing 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.

**f. 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 SEA, 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.

**g. Criminal Use of Fire**

Loss of lives and property due to arson remains a significant threat to our communities, businesses, and the American people. 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 their 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 is recognized for its expertise in fire investigations, in conducting research to help investigators reconstruct fire and explosives incidents, and in conducting financial investigations to identify illegal arson-for-profit schemes.

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 CFI, accelerant detection canines, NRT, forensic laboratories, forensic auditors, fire prevention, electrical, and mechanical engineers, and the 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

<b>INVESTIGATIVE SUPPORT SERVICES</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$,000)</b>
2018 Enacted	859	816	236,380
2019 Continuing Resolution	910	905	230,422
Adjustments to Base and Technical Adjustments	-1	13	9,610
2020 Current Services	909	918	240,032
2020 Program Increases	0	0	16,704
2020 Program Decreases	0	0	0
2020 Request	909	918	256,736
<b>Total Change 2019-2020</b>	<b>-1</b>	<b>13</b>	<b>26,314</b>

### 1. 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 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,
- 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.

#### **a. 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. Meeting these mandates within existing resources has been difficult, as ATF thoroughly investigates license applicants for federal prohibitions such as felony convictions, illicit drug use, illegal alien status, mental illness, and minimum age requirements. During FY 2018, ATF conducted 7,460 firearms application inspections and 556 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 a dramatic increase in workload over the past several years. In FY 2018, ATF received approximately 339,278 NFA registration applications and processed 322,692 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 2018, ATF processed 17,046 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.

## **b. Firearms Tracing**

ATF's National Tracing Center (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 as well as for foreign law enforcement in 44 different countries. Firearms tracing is the solely a 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 2018, the NTC processed approximately 443,383 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 among others.

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 armed crime.

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

## **c. 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. 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 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 crime gun evidence. Prior to the NIBIN Program, this process was done manually, and was extremely labor and time intensive. 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. 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 aid in their violent crime strategy.

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 together 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 2018, NIBIN partners confirmed more than 7,630 hits and 47,076 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. As the movement to issue leads caught on, our sites issued exponentially more leads each year. NIBIN "leads" are potential ballistic links that either have been made by a firearms examiner or trained technician that can be used for investigative purposes only. NIBIN "hits" are ballistic links that have been confirmed by a firearms examiner under a comparison microscope. NIBIN hits require additional time and are used for obtaining warrants or in a court proceeding, as well as for investigative purposes. 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, and in FY 2018 they provided over 47,000 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 reoffend. Leads are issued more quickly than confirmed hits, 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 during FY 2015 and FY 2016. 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. 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 that are plaguing our communities and their source of crime guns. As part of this effort, ATF established the NIBIN

National Correlation and Training Center (NNCTC) in Huntsville, AL. The NNCTC is currently reviewing correlations for 33 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. As of October 2018, since the NNCTC opened, they have provided over 26,000 leads to law enforcement. The Training Center has provided training in Acquisitions, Correlation Review, Cartridge Case Triage, and NIBIN Authorized Trainer to 463 individuals through December 2018.

#### **d. 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 further provides one of the most highly proficient and respected explosive incident and arson response capabilities in the world.

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, technology, and forensic support to personnel assigned to 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 provides support to the Joint Program Office for Countering IEDs (JPO) by leading 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 is the only 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 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 (R&D), 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.

#### **e. United States Bomb Data Center (USBDC)**

Since 1976, ATF has been collecting, storing, and analyzing data on explosives and arson incidents in accordance with the mandate by Congress pursuant to Public Law 104-208, the 1997 Omnibus Consolidated Appropriations Act, to establish a national repository for incidents involving arson and the criminal misuse of explosives. In 2004, the Attorney General acting under the statutory authority of Title 18, U.S.C., Section 846 (b) designated ATF's 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.

The USBDC 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 analyses 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 maintains the sole statutorily mandated and Attorney General designated national repository for incident data in connection with suspicious fires/arsons and incidents involving the

criminal use of explosives. Besides being the national arson and explosives incident repository, the USBDC's BATS serves as the explosives and arson investigator's link to the USBDC.

In BATS, investigators 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 of how the device was delivered. BATS also functions as a case management system, allowing investigators to build cases in the BATS application while maintaining critical operational security. Images of arson scenes, IEDs, and crime scenes can be shared through the BATS secure web connection. Currently the USBDC has over 2,500 interagency partners and supports over 12,000 users of BATS.

The USBDC also provides explosives tracing services to authorized law enforcement agencies in the U.S. and other countries. Explosives tracing is the systematic tracking of explosives from manufacturer to purchaser (or possessor) to aid law enforcement officials in identifying suspects involved in criminal violations, establishing stolen status, and proving ownership. Explosives manufacturers, importers, wholesalers, and retail dealers in the U.S. and other countries cooperate with the USBDC 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.

#### **f. 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. 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, 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.

#### **g. 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.

All ATF laboratories are accredited by the American Society of Crime Laboratory Directors – Laboratory Accreditation Board (ASCLD-LAB) – International/ ANSI-ASQ *National Accreditation Board (ANAB)* to the ISO 17025 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 (NFEA), 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 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 2018, ATF's laboratories accomplished the following:

- Received 2,902 requests for analysis and testing
- Completed analysis on 2,720 forensic cases (FSL)
- Completed analysis on 379 FRL engineering cases
- Provided 133 days of expert testimony in courts
- Worked 353 days at crime scenes
- Provided 795 days of training instruction for federal, state and local investigators and examiners

## **h. Financial Investigations**

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. This includes, but is not limited to, arson-for-profit, firearms and narcotics trafficking cases, the use of explosives and bombings in the furtherance of financial frauds, counter-terrorism, threats to public safety, as well as investigations into gang and other organized criminal enterprises, and complex investigations involving both domestic and international money laundering. The Financial Investigative Services Division (FISD) supports over 650 criminal financial investigations annually and as a result of the financial investigations document appropriate financial criminal charges to further the prosecution in these cases. These complex investigations involve criminal organizations, multiple subjects and their businesses, varied and numerous money laundering schemes, asset identification, and forfeiture.

## **i. 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 Area (HIDTA), High Intensity Financial Crime Areas (HIFCA), and the Organized Crime Drug Enforcement Task Force (OCDETF). 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 forums 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.

## **j. 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 DOJ 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. As part of this, 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 that ATF has developed and is required to maintain across the whole of the nation's law enforcement and first responder communities is crucial in order for ESF #13 to be able 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. In FY 2018 alone, ESF #13 activated and deployed over 1,100 personnel from 15 different Federal Law Enforcements Agencies in response to eight different incidents, to include Hurricanes Hector, Lane, Olivia, Isaac, Florence and Michael and Typhoons Mangkhut and Yutu. In addition, in FY 2018, ESF #13 personnel participated in 73 exercises, attended or provided 141 training classes, 21 RISC meetings, 554 Federal planning/liaison meetings, 266 state planning/liaison meetings and 8 Emergency Support Function Leadership Group (ESFLG) meetings in furtherance of the ESF #13 mission.

## 2. Performance Tables —<sup>1, 2</sup>

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

<sup>2</sup> 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.

PERFORMANCE AND RESOURCES TABLE											
<b>Decision Unit: Law Enforcement Operations</b>											
<b>DOJ Strategic Goal/Objective:</b>											
<b>DOJ Strategic Goal 1:</b> Enhance National Security and Counter the Threat of Terrorism.											
<b>Strategic Objective 1.1:</b> Disrupt and defeat terrorist operations.											
<b>DOJ Strategic Goal 3:</b> Reduce Violent Crime and Promote Public Safety.											
<b>Strategic Objective 3.1:</b> Combat violent crime, promote safe communities, and uphold the rights of victims of crime.											
<b>WORKLOAD/RESOURCES</b>		<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
		<b>FY 2018</b>		<b>FY 2018</b>		<b>FY 2019</b>		<b>Adjustments and FY 2020 Program Change</b>		<b>FY 2020 Request</b>	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$,000</b>	<b>FTE</b>	<b>\$,000</b>	<b>FTE</b>	<b>\$,000</b>	<b>FTE</b>	<b>\$,000</b>	<b>FTE</b>	<b>\$,000</b>
Law Enforcement Operations Strategic Goal 1		1,360	338,367	1,410	339,002	1,337	340,273	-15	15,472	1,322	355,745
Law Enforcement Operations Strategic Goal 3		2,890	719,029	2,996	720,379	2,841	723,081	-31	32,878	2,810	755,959
<b>Total Costs</b>		<b>4,250</b>	<b>1,057,396</b>	<b>4,406</b>	<b>1,059,381</b>	<b>4,178</b>	<b>1,063,354</b>	<b>-46</b>	<b>48,350</b>	<b>4,132</b>	<b>1,111,704</b>
<b>Program Activity</b>	Deter Illegal FirearmsTrafficking and ViolentGun Crime	545	132,960	515	123,568	515	132,960	-6	6,046	509	139,006
<b>Program Activity</b>	Firearms Criminal Use and Possession	2,049	490,852	2,041	516,150	2,014	490,852	-22	22,319	1,992	513,171
<b>Program Activity</b>	Diversion of Firearms from Legal Commerce	778	152,227	746	150,265	746	152,227	-8	6,922	738	159,149
<b>Program Activity</b>	Combat Criminal Organizations	387	83,843	394	96,819	387	83,843	-4	3,812	383	87,655
<b>Program Activity</b>	Deter Misuse of Explosives, Bombs and Bombings	167	49,804	158	39,305	158	49,804	-2	2,265	156	52,069
<b>Program Activity</b>	Diversion of Explosives from Legal Commerce	263	61,486	269	54,100	263	61,486	-3	2,796	260	64,282
<b>Program Activity</b>	Research Fire and Investigate Arson	201	51,094	184	48,331	184	51,094	-1	2,323	183	53,417



PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Investigative Support Services											
<b>DOJ Strategic Goal/Objective:</b> <b>DOJ Strategic Goal 1:</b> Enhance National Security and Counter the Threat of Terrorism. <b>Strategic Objective 1.1:</b> Disrupt and defeat terrorist operations. <b>DOJ Strategic Goal 3:</b> Reduce Violent Crime and Promote Public Safety. <b>Strategic Objective 3.1:</b> Combat violent crime, promote safe communities, and uphold the rights of victims of crime.											
WORKLOAD/RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2018		FY 2018		FY 2019		Adjustments and FY 2020 Program Change		FY 2020 Request	
Total Costs and FTE		FTE	\$,000	FTE	\$,000	FTE	\$,000	FTE	\$,000	FTE	\$,000
Investigative Support Svcs Strategic Goal 1		261	75,642	188	73,412	289	73,735	4	8,420	293	82,155
Investigative Support Svcs Strategic Goal 3		555	160,738	400	156,000	616	156,687	9	17,894	625	174,581
Total Costs		816	236,380	588	229,412	905	230,422	13	26,314	918	256,736
Program Activity	Firearms and Explosives Licensing and Other Industry Services	129	40,029	133	39,673	129	40,029	2	4,571	131	44,600
Program Activity	Firearms Tracing	62	32,412	30,244	59	62	32,412	1	3,701	63	36,113
Program Activity	National Integrated Ballistics Information Network (NIBIN)	24	36,800	38,076	22	24	36,800	0	4,203	24	41,003
Program Activity	National Center for Explosives Training and Research (NCETR)(incl Canine)	129	44,768	124	46,295	129	44,768	2	5,112	131	49,880
Program Activity	United States Bomb Data Center	16	3,486	14	3,111	16	3,486	0	398	16	3,884
Program Activity	Terrorist Explosives Device Analytical Center (TEDAC)	7	1,488	6	1,301	7	1,488	0	170	7	1,658
Program Activity	ATF Laboratories	88	24,883	94	25,643	88	24,883	1	2,842	89	27,725
Program Activity	Financial Investigative Services	59	13,173	55	12,582	59	13,173	1	1,504	60	14,677
Program Activity	ESF #13	12	4,737	12	4,288	12	4,737	1	541	13	5,278

ATF PERFORMANCE AND RESOURCES TABLE									
Decision Unit: Law Enforcement Operations/Investigative Support Services									
DOJ Strategic Objectives	ATF Performance Report and Performance Plan Targets		2015	2016	2017	2018		2019	2020
			Actual	Actual	Actual	Target	Actual	Target	Target
Objective 3.1	OUTCOME Measure	Impact the threat to public safety caused by illegal firearms trafficking.	105.2	105.4	103.6	102	98.5	102	102
Objective 3.1	OUTCOME Measure	Impact the threat to public safety caused by criminal possession and use of firearms.	102.6	108.1	108.1	101	96.6	101	101
Objective 3.1	OUTCOME Measure	Impact the threat to public safety caused by criminal organizations.	96.2	101.9	98.3	98	98.6	98	98
Objective 1.1 and 3.1	OUTCOME Measure	Impact the threat to public safety caused by bombs and explosives.	100.2	103.5	107.1	99	104.3	99	99
Objective 3.1	OUTCOME Measure	Impact the threat to public safety caused by the criminal use of fire.	103.9	106	101.7	102	102.0	102	102
Objective 3.1	OUTCOME Measure	Improve public safety by increasing compliance with Federal laws and regulations by firearms industry members.	90.4	91.8	99.4	91	101.2	91	91
Objective 1.1 and 3.1	OUTCOME Measure	Improve public safety by increasing compliance with Federal laws and regulations by explosives industry members.	104.3	104	103.4	102	102.3	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 2018	FY 2018	FY 2019	Current Services Adjustments and FY 2020 Program Change	FY 2020 Request
Objective 1.1 and 3.1	Performance Measure*	Number of incidents reported to the United States Bomb Data Center via BATS.	40,000	31,863	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.	50,000	54,686	55,000	15,000	70,000

**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.**

## C. 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 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.

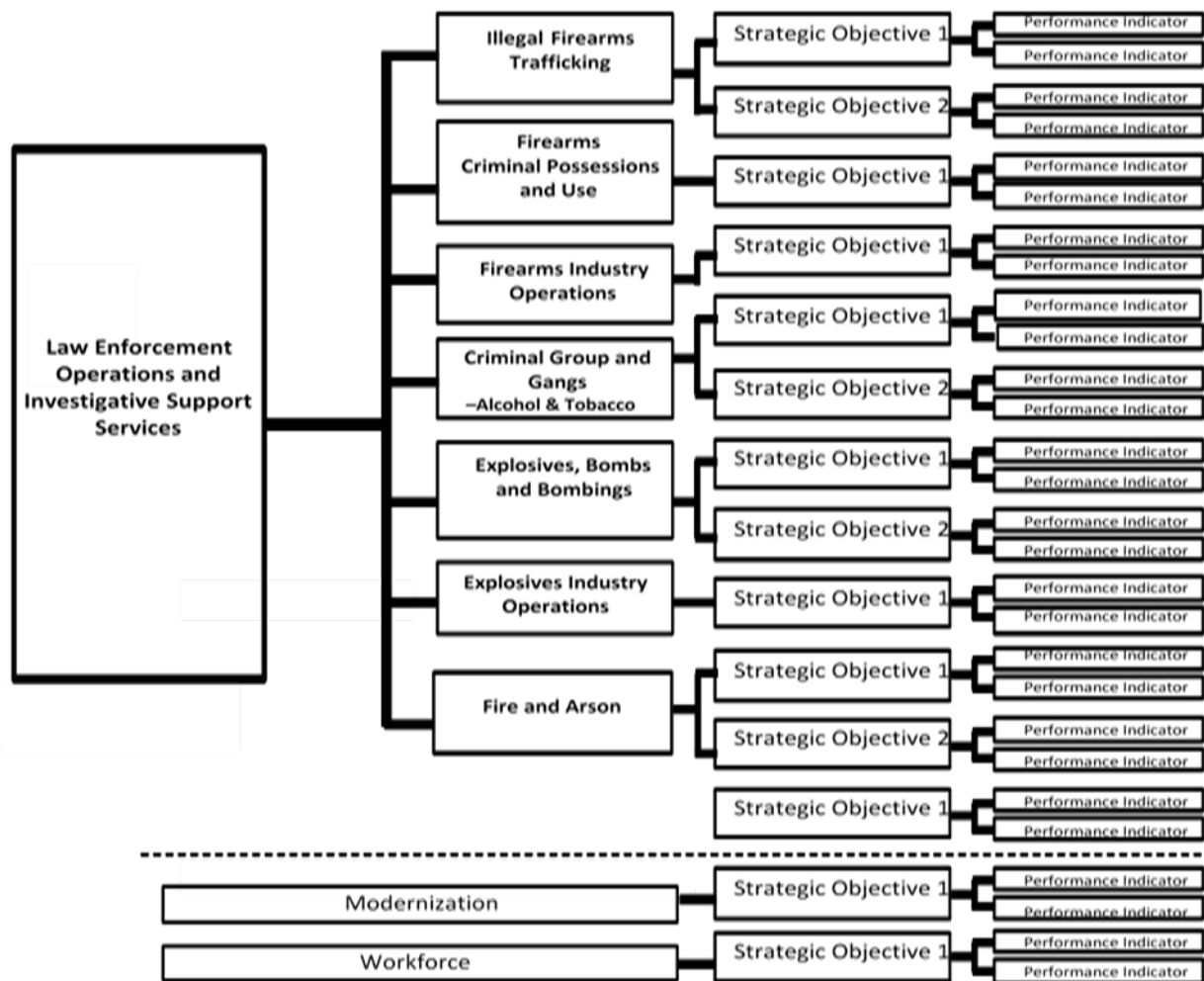
ATF's Executive leadership has focused on the seven mission driven core functions (highlighted in blue below) to report ATF's outcome-based performance goal measures.

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

## V. FY 2020 Program Increases by Item

Item Name:	National Integrated Ballistics Information Network (NIBIN)
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:	NIBIN/NNCTC
Program Change:	Positions <u>0</u> Agt <u>0</u> FTE <u>0</u> Dollars <u><b>\$10,704,000</b></u>

### Description of Item

In support of the Department of Justice's strategic goal to reduce violent crime and promote public safety, ATF seeks to expand its NIBIN National Correlation and Training Center (NNCTC), increase the national coverage for NIBIN, and enhance NIBIN's ability to apply evidence based intelligence to enforcement operations targeting the most violent offenders.

### Justification

#### *NIBIN National Correlation and Training Center (NNCTC)*

Playing a unique and critical role in reducing violent crime, 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 some of the labor and machinery costs associated with NIBIN. Moreover, the expertise and capability of the NNCTC's Correlation Review Specialists (CRSs) 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 or more if left to the local site. This consistent and timely turnaround of NIBIN functions provides investigators relevant and valuable information to more quickly identify and apprehend violent offenders before they can reoffend. The NNCTC also serves as a centralized training venue for state and local NIBIN technicians and forensic examiners, training 463 individuals to date through December 2018.

The NNCTC currently services 41 of the 195 NIBIN sites across the United States, with approximately 300 police departments contributing evidence to these sites. More than 30 additional NIBIN sites have requested acceptance to the NNCTC. Stemming from its success and

effectiveness in providing critical crime gun intelligence, ATF has developed an expansion plan for the NNCTC to have the capability to conduct 100 percent of correlation reviews for all NIBIN sites operating on the network by the year 2020. To accomplish this goal and continue the timely turnaround of these valuable investigate leads, these plans include the move of the NNCTC to a permanent facility, the hiring and training of additional CRSs, and an enhanced and expanded training programs.

Moreover, as the NIBIN program continues to grow with more NIBIN sites and more agencies utilizing NIBIN, the NNCTC will similarly need to expand continually in order to assure its capacity is equal to demand. Since the NNCTC's opening, there has been a significant increase in NIBIN Sites in FY 2017 and FY 2018. NIBIN sites purchased from one-time funds received from DOJ's Asset Forfeiture Funds and the increase in individual agency purchases have augmented the number of new NIBIN Partner Sites and acquisitions beyond projections. In FY 2018, the Network increased by nineteen sites and is expected to increase again in FY 2019. This growth of the NIBIN program will necessitate further expansion of the NNCTC.

#### *National Integrated Ballistics Information Network (NIBIN)*

Crime Gun Intelligence (CGI) utilizes evidence-based technology to provide law enforcement a unique tool to enhance comprehensive violent gun crime strategies. CGI combines all available information on crime guns and shootings to identify and disrupt the shooting cycle. Crime gun intelligence concentrates on the ways firearms are diverted from the normal venues of regulated commerce to the criminal market, seeks to intervene to prevent that diversion, and establishes connections of crime guns that have already been used. CGI reveals leads 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.

NIBIN is a critical crime gun intelligence tool to combat violent crime. The mission of ATF's NIBIN program is to reduce gun violence through evidence-based targeting, investigation, and prosecution of shooters and their sources of crime guns. NIBIN is a vital resource for ATF and its law enforcement partners in identifying trigger-pullers and removing violent offenders from America's streets. Currently, there are 195 NIBIN sites throughout the country in 41 states. The NIBIN system is a collection of digital ballistic images of spent shell casings recovered from crime scenes and from crime gun test-fires submitted from these sites. Through digital imaging and comparison of ballistic images in the system, firearm technicians and examiners are able to determine if cartridge cases were expelled from the same firearm. This process links together violent crimes that previously could not be known to the investigator.

The use of firearms in violent crime occurs in the context of a shooting cycle. This shooting cycle in nearly every instance begins at the point of diversion of the firearm from the normal venues of regulated commerce into the criminal market. This diversion occurs through a number of different ways including firearms trafficking or straw purchase, illegal transfer of a firearm, or theft from a gun dealer or citizen. This shooting cycle continues through any number of illegal transfers and shootings and often culminates with the recovery of the firearm by law enforcement. At each point, law enforcement has the ability to use innovative technology, expert analysis, investigative



and regulatory expertise, and cooperative efforts to disrupt this cycle, thereby preventing further shootings.

Firearms trafficking is part of the shooting cycle that is successfully investigated and disrupted through follow up investigation of crime gun intelligence leads. Once a firearm makes its way into the hands of violent offenders and is used in violent crime, it is revealed through the ATF NIBIN program. ATF's NIBIN program links shooting events to each other through ballistic matches and also links recovered crime guns to shooting events in which they were used. Crime gun intelligence uses all of this information to provide important leads and focus investigative efforts on those individuals who use firearms in violent crime and those that illegally make those firearms accessible to the criminal market.

ATF operates 25 Crime Gun Intelligence Center's which serve as a clearinghouse for intelligence gleaned from NIBIN, E-Trace and other technologies. The ability to provide investigative follow up when leads are received is critical. A recent study conducted by Rutgers University relating to NIBIN and violent gun crime in the State of New Jersey revealed that in instances where there are two shooting events linked by ballistics, 50 percent of the time a third shooting event utilizing the same firearm will occur within 90 days.<sup>1</sup> ATF's experience in NIBIN and crime gun intelligence anecdotally provides similar information across the country.

NIBIN analysis and the leads derived present an opportunity to disrupt the shooting cycle. Apprehension of the violent offender before he or she can reoffend is the overriding goal of crime gun intelligence and ATF's Strike Force model.

Consistent with the Administration's goal of reducing violent crime and enhancing the NIBIN program, ATF is requesting resources for continued modernization of the NIBIN program including strengthening CGIC infrastructure. The requested increase will support an additional 5 NIBIN sites, as well as, continue to maintain current capacity.

### Impact on Performance

Continued modernization and enhancement 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 violent crime investigations at the state and local level.

The expansion of the NNCTC will allow ATF to provide critical ballistic evidence processing, through NIBIN, to state and local agencies and ATF CGIC's. First and foremost, the NNCTC provides extremely timely, within 24-48 hours, lead generation not usually seen at the local site level. In addition, it eliminates the image review backlog that can quickly occur when NIBIN sites are responsible for both acquisition and review of images. This saves local agencies money by eliminating the need to purchase both acquisition and review machines, and eliminates the need to devote personnel to correlation reviews.

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<sup>1</sup> NIBIN DATA ANALYSIS, Rutgers University, *Masters of Business and Science Program*, 2018.

Input of ballistics data into NIBIN combined with crime gun recovery data into eTrace and the National Tracing Center provides essential data from which CGIC's can identify shooters and firearms traffickers in a specific area. Additionally, they can identify regional and national trends in violent crime and the flow of crime guns to violent criminals.

Specifically, the information from NIBIN allows CGIC's to provide necessary intelligence to focus limited investigative resources on criminals who are committing a disproportionate amount of violent gun crime. NIBIN provides timely and relevant leads that act as a pointer-system for investigators. NIBIN is evidence-based technology and resultant investigative leads allow for hyper-focus of resources on the most violent criminals in a community. This focused approach not only allows for timely identification of shooters but gains community trust in law enforcement.

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2018 Enacted				2019 Continuing Resolution				FY 2020 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
21	1	21	36,800	21	1	21	36,800	24	1	24	36,800

Personnel Increase Cost Summary

Type of Position/Series	Full-year Modular Cost per Position (\$000)	1 <sup>st</sup> Year Annual- ization	Number of Positions Requested	FY 2020 Request (\$000)	2 <sup>nd</sup> Year Annual -ization	FY 2021 Net Annuali- zation (change from 2020) (\$000)	FY 2022 Net Annuali- zation (change from 2021) (\$000)
(N/A)							
<b>Total Personnel</b>							

Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2020 Request (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
NIBIN – Contract Support		1	8,271	400	400
NIBIN – Equipment		1	1,969	170	170
NIBIN -- Training		1	464	30	30
<b>Total Non- Personnel</b>			<b>10,704</b>	<b>600</b>	<b>600</b>

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
Current Services	24	1	24	3,400	33,400	36,800	0	0
Increases	0	0	0	0	10,704	10,704	0	0
<b>Grand Total</b>	<b>24</b>	<b>1</b>	<b>24</b>	<b>3,400</b>	<b>44,104</b>	<b>47,504</b>	<b>0</b>	<b>0</b>

### Affected Crosscuts

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

<b>Item Name:</b>	<b>Spartan (Next Generation Case Management System)</b>
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
Organizational Program:	Law Enforcement Operations
Program Change:	Positions <u>  0  </u> Agt <u>  0  </u> FTE <u>  0  </u> Dollars <u><b>\$4,000,000</b></u>

Description of Item

ATF is requesting direct support for the operation and maintenance of the Spartan Case Management System. ATF currently is transitioning to Spartan from its legacy National Field Office Case Information System (NFOCIS), comprised of four case management applications. NFOCIS, which ATF has utilized for nearly 20 years, to collect, manage, analyze and report information resulting from criminal investigations, intelligence gathering efforts, and regulatory inspections, has far exceeded its end-of-life expectancy.

Justification

One of ATF's highest priorities is a business process re-engineering effort that will result in a modern, process-driven, case management system designed to collapse the functions of several legacy systems into one. The Spartan project has already begun to identify data systems for consolidation, which will strengthen data integrity for ATF through and elimination of data redundancies; further, standard application architecture to drive interoperability, data sharing, or knowledge sharing has been employed.

Business process re-engineering and modernizing ATF's use of technology to interact with information will play a crucial role in years to come, particularly as more institutional knowledge is lost due to Special Agent and IOI retirements. It is critical that knowledge be captured and automated to the extent applications, such as Spartan, would be able to guide less experienced employees through a standard business process, sharing information throughout the organization, at the appropriate time. ATF must provide its leaders with timely, actionable information designed to allow them to manage the organization. This will improve safety, reduce risk to the agency and allow for a real strategic implementation of the Frontline business strategy.

The requested funds will support the continued operations and maintenance of the existing Spartan platform. Any additional development costs for Spartan will be funded from ATF's existing resources.

Impact on Performance

Previously, in order to conduct inspections, Industry Operations Investigators were required to navigate through and conduct work using a variety of manual and automated methods and

systems. The legacy case management systems provide a limited means to complete tasks and captures a small percentage of the overall required work. Information within ATF becomes stove-piped and duplicated as it moves across the organization, having to be reentered in to various databases, spreadsheets and forms. Much of the knowledge gained through investigations is maintained in paper or electronic files that are difficult to search and derive results from. This patchwork business approach can make it difficult to act on information in a timely manner and is usually the source of delays to work progress.

As an illustration of one of the legacy system's problems, when an individual applies for a license, they must complete a paper application or an electronic form downloaded from ATF's website. The application is sent to the ATF licensing center where it is input into the Federal Licensing System. The license is then forwarded via email to Industry Operations, where a supervisor assigns the inspection to an Investigator and the same information is typed into N-Spect. As the inspection progresses, the Investigator documents work in written reports and spreadsheets, then rekeys portions of that work into N-Spect and stores the electronic files in N-Spect, where they are not easily searchable. Throughout this process, interactions with ATF headquarters about the inspections are completed through email and portions of the inspection process, such as a request for variance, would be maintained in separate databases not available to field personnel. Each component of ATF relies on business specific systems to complete their specific tasks, resulting in information being spread across the organization. At the conclusion of the inspection, the IOI must send the results of the inspection along with any modifications to the license application information back to the licensing center to be re-entered back into the licensing system. With the successful deployment of the first release of Spartan, after an individual submits their application and it is entered into ATF's Federal Licensing System (FLS), Spartan is utilized to complete the process via automated workflows, with the information available to multiple resources in ATF to complete their required activities, reducing data redundancy and decreasing processing times.

The goal and aim of Spartan is continue to automate business processes for ATF's Industry Operations Investigators, Special Agents, and support personnel to allow them to uniformly process tasks specific to the investigation or inspection, and create a collaborative environment. In example of planned efficiencies on the criminal enforcement side is for ATF to work with FBI on a direct connection between FBI's National Insta-Check System (NICS) and Spartan. Both systems are built on the same architecture allowing the opportunity to decrease processing times on delayed firearms purchase denials.

Spartan would become a single source for all information regarding investigations and inspections, being fully searchable, and providing the means to visualize work in ways that will produce a more efficient and effective workforce. To meet this goal, every aspect of every business process and every interaction must be analyzed, reengineered and architected to use modern technology. By doing this, ATF can ensure that outdated practices are eliminated, and the work that is completed meets the agency's mission objectives and is designed to be efficient.

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2018 Enacted				FY 2019 Continuing Resolution				FY 2020 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

Personnel Increase Cost Summary

N/A

Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2020 Request (\$000)	FY 2021 Net Annualization (change from 2019) (\$000)	FY 2022 Net Annualization (change from 2020) (\$000)
Software	280	1	280	0	0
Services	3,720	1	3,720	0	0
<b>Total Non-Personnel</b>			<b>4,000</b>	<b>0</b>	<b>0</b>

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	4,000	4,000	0	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,000</b>	<b>4,000</b>	<b>0</b>	<b>0</b>

Affected Crosscuts

The following DOJ crosscuts are affected: National Security

**Item Name: Network Cyber Security Enhancements**

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: Information Technology

Program Change: Positions 0 Agt 0 FTE 0 Dollars \$3,000,000

Description of Item

ATF requests \$3,000,000 to support IT modernization initiatives focused on improving data quality and responsiveness to service requests from law enforcement and industry partners, especially during critical incidents. This funding will enhance ATF's data network and will reinforce ATF's many regulatory and violent crime mission activities.

Justification

Surging firearms violence and changes to firearms legislation have exponentially increased the workload of ATF's regulation, investigative and research programs. Advances in technology and a digital culture have intersected this surge with an expectation that data retrieval and analysis should be at lightning speed, especially when responding to critical, public safety incidents. In order to accommodate these evolving demands, ATF must invest in data network improvements. ATF must transition our nationwide network into a robust, scalable and flexible network that will support all ATF users and partners with access to all data and services from any location on any device.

Historically, ATF's Field Offices have been operating on a network bandwidth level at a fraction of that available to the average homeowner and far less than that of our DOJ Law Enforcement counterparts. Operationally, this severely limits the agency's ability to retrieve and analyze data in support of criminal investigations and the enforcement of firearms regulations. This has also slowed adoption of new technologies like desktop video conferencing, document sharing and real time team collaboration to support investigations and administrative duties. Low "official" bandwidth has also affected the agency's ability to conduct digital surveillance in support of criminal investigations causing some field offices to acquire unsecure, commercial internet access. This has caused most field offices to contract locally for commercial internet access for video, audio, and digital surveillance needs resulting in network security risks. It is our desire to bring this workload back onto the ATF Enterprise network to provide more security and stability for these operations.



Even more important are the low bandwidth impacts on the agency's ability to access and analyze information during critical incidents affecting public safety. Today, many of ATF's field offices have a single point of failure accessing enterprise information systems. If a failure of one of these connections occurs during a critical event, these locations will be offline and precluded from supporting the event.

Low bandwidth at our field offices has also affected the agency's ability to conduct necessary video surveillance in support of criminal investigations. With current enterprise limitations on bandwidth, our agents and investigators have been forced to be creative with their use of technology. While this can be good for innovation, it also can place them at risk during major operations. For example, while DOJ and ATF have policies in place to ensure our networks are secure, the lack of bandwidth may drive an agent to use a less secure public internet connection to view evidence. This not only places the evidence in jeopardy but may also place the entire mission operation and the lives of our agents in jeopardy.

Over the last few years, ATF and the DOJ Office of the CIO have embarked on an initiative to upgrade the core wide area network technology to a more modern and cost effective technology which has led to an overall increase bandwidth at our offices. This upgrade was done using a cost neutral plan but provides for the future increase of bandwidth when funding becomes available to support it. However, even with the increased bandwidth now available to the agency, it is not enough to keep pace with additional use or our newer, more modern, applications. It is ATF's intent with this request to fulfill bandwidth needs for up to 270 field offices across the country.

The other network challenge impacting ATF is that over 80% of ATF's government owned network infrastructure is at, or past, its operational lifespan and is now unsupported by the manufacturer thereby exposing ATF to significant cybersecurity vulnerabilities and service related issues. ATF intends to transition from a government owned legacy capital intensive (CapEx) network infrastructure to an out-sourced contractor owned and operated "Network as a Service" (OpEx) model. By implementing this NaaS model, ATF will ensure: 1) that all aged equipment is replaced, 2) new equipment is patched and maintained meeting cybersecurity mandates and 3) continually refreshed as part of this managed service contract. The upgraded NaaS service will allow ATF to easily implement additional secure capabilities including more secure remote access solutions for our highly mobile workforce, reintegrate the surveillance data mentioned above, and enhance the ability of the public to interface with ATF. This network will be fully managed and monitored by the service provider allowing existing government resources to address more critical ATF IT issues.

#### Impact on Performance (Benefits)

- Operational efficiencies
- Public Safety- improved response to critical incidents
- Improved response times (Citizen/ stakeholder requests)
- Faster data access and analysis
- Compliance (Federal IT Laws)
- Future Ready
- Cybersecurity compliance

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2018 Enacted				2019 Continuing Resolution				FY 2020 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 <sup>st</sup> Year Annual- ization	Number of Positions Requested	FY 2020 Request (\$000)	2 <sup>nd</sup> Year Annual -ization	FY 2021 Net Annuali- zation (change from 2020) (\$000)	FY 2022 Net Annuali- zation (change from 2021) (\$000)
<b>Total Personnel</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Non-Personnel Increase/Reduction Cost Summary

	Unit Cost	Quantity	FY 2020 Request (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
IT Services	Non-severable	1	3,000	0	0
<b>Total Non-Personnel</b>	<b>Non-severable</b>	<b>1</b>	<b>3,000</b>	<b>0</b>	<b>0</b>

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	3,000	3,000	0	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3,000</b>	<b>3,000</b>	<b>0</b>	<b>0</b>

Affected Crosscuts: The following DOJ crosscuts are affected: National Security and Cyber Security

<b>Item Name:</b>	<b>Capital Equipment and Repair</b>
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:	Capital Equipment and Replacement
Program Increase:	Positions <u>0</u> Agt/Atty <u>0</u> FTE <u>0</u> Dollars <u>\$ 3,000,000</u>

Description of Item

ATF requests \$3,000,000 in one-time no-year funding for capital repair and replacement of the highest priority repair needs of existing ATF facilities. Failure to maintain structures can cause direct and/or indirect safety and security problems.

Justification

ATF has ownership responsibilities, including capital maintenance and replacement, for the Canine Training Center in Front Royal, Virginia, and the National Laboratory and Fire Research Center in Ammendale, Maryland. The request of \$3.0 million is intended to provide repair for boiler replacements, enclosures for the Wet Electrostatic Precipitators (WESP), and A/C unit replacement of the facilities. Most items are at the end of life and needs repair and/or replacement. Failure to adequately provide for these capital repairs and replacements could render the facilities inoperable.

**Mechanical Infrastructure**

The boilers at both ATF's Kennel and at the National Laboratory Center are coming up on their life expediency and major parts are becoming harder to find or need to be manufactured causing long downtime when failures occur. A preliminary cost analysis to develop a replacement cost and establish a budget figure was completed. New High Efficiency LP Gas Boilers will replace the old fuel oil boilers, which will meet the required needs.

The A/C Unit at the ATF Kennel maintains the environmental condition in the kennel and Veterinary Clinic, which is necessary for the health and safety of the canines. The A/C unit is past its life expectancy and has had major repairs completed. Replacement of the unit to a high efficiency unit would be cost effective and reduce any potential down time, reduce maintenance and repair costs, and maintain the proper environment for the kennel and Veterinary Clinic during the cooling season.

### **Building Structure/Envelope**

The WESP enclosure at the Fire Research Laboratory was designed and constructed for the lab to be able to withstand environmental conditions. Unfortunately, some components of the WESP were unable to tolerate such conditions, and replacement of components has become costly. These repairs will become more expensive in the future and down time of the WESP will cause delays in case work and affect the mission critical investigative support by the Fire Research Laboratory. Before the need for repairs worsens, construction of an enclosure around the WESP to protect the High voltage wires, pneumatic controls and other components to reduce the deteriorations and lengthen the life of the equipment must be completed.

### **Impact on Performance**

ATF's facilities provide critical resources to the multi-faceted mission of ATF. Each is unique in its capabilities and establishes world class services not replicated at any other location. With proper capital repair and replacement, current ATF facilities will continue to support ATF's mission by remaining open and in good repair to contribute support to criminal investigative activities, explosives/arson on scene investigations and maximize forensic work essential to ATF's mission.

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2018 Enacted				FY 2019 Continuing Resolution				FY 2020 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 Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2020 Request (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
Capital Repair and Replacement	0	0	3,000	-3,000	0
<b>Total Non-Personnel</b>	<b>0</b>	<b>0</b>	<b>3,000</b>	<b>-3,000</b>	<b>0</b>

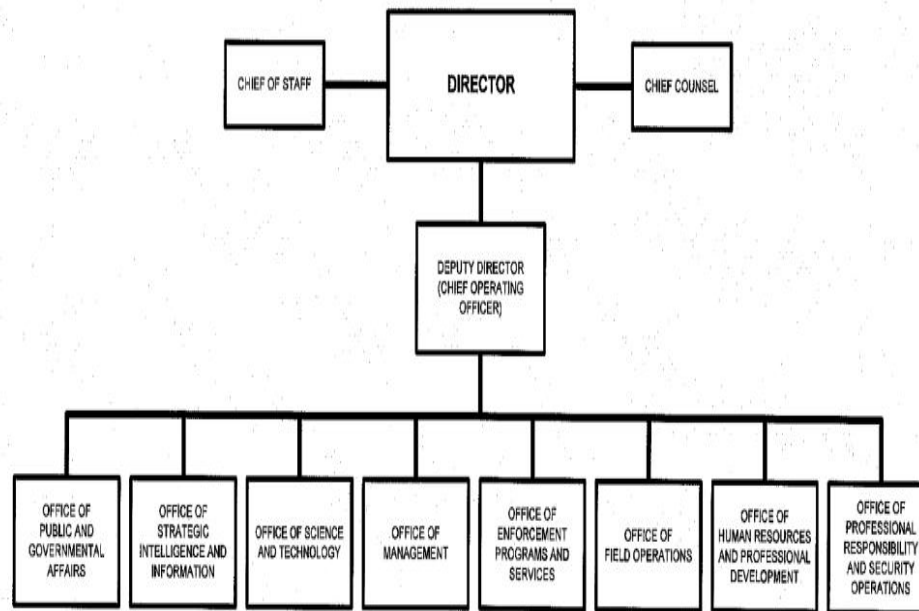
Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	3,000	3,000	-3,000	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3,000</b>	<b>3,000</b>	<b>-3,000</b>	<b>0</b>

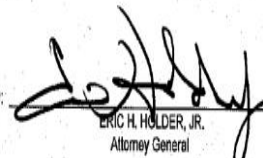
Affected Crosscuts

The following DOJ Crosscuts are affected: National Security

## BUREAU OF ALCOHOL, TOBACCO, FIREARMS, AND EXPLOSIVES



Approved by:

  
ERIC H. HOLDER, JR.  
Attorney General

Date: 5/16/13

2019年12月15日



## B. Summary of Requirements

**Summary of Requirements**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

	FY 2020 Request		
	Positions	Estimate FTE	Amount
<b>2018 Enacted 1/</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>
<b>Total 2018 Enacted</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>
<b>2019 Continuing Resolution</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>
<b>Technical Adjustments</b>			
Expected Change from FY 2019 CR	14	-33	25,860
<b>Total Technical Adjustments</b>	<b>14</b>	<b>-33</b>	<b>25,860</b>
<b>Base Adjustments</b>			
Pay and Benefits	0	0	21,322
Domestic Rent and Facilities	0	0	6,769
Foreign Expenses	0	0	9
<b>Total Base Adjustments</b>	<b>0</b>	<b>0</b>	<b>28,100</b>
<b>Total Technical and Base Adjustments</b>	<b>14</b>	<b>-33</b>	<b>53,960</b>
<b>2020 Current Services</b>	<b>5,123</b>	<b>5,050</b>	<b>1,347,736</b>
<b>Program Changes</b>			
Increases:			
NIBIN	0	0	10,704
Spartan	0	0	4,000
Network Cybersecurity Enhancements	0	0	3,000
Capital Equipment and Repair	0	0	3,000
Subtotal, Increases	0	0	20,704
<b>Total Program Changes</b>	<b>0</b>	<b>0</b>	<b>20,704</b>
<b>2020 Total Request</b>	<b>5,123</b>	<b>5,050</b>	<b>1,368,440</b>
<b>2019 - 2020 Total Change</b>	<b>14</b>	<b>-33</b>	<b>74,664</b>

<sup>1/</sup> FY 2018 FTE is actual

## B. Summary of Requirements

**Summary of Requirements**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

Program Activity	FY 2018 Enacted			FY 2019 Continuing Resolution			FY 2020 Technical and Base Adjustments			FY 2020 Current Services		
	Positions	Actual FTE	Amount	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount
Law Enforcement Operations	4,250	4,267	1,057,396	4,199	4,178	1,063,354	15	-46	44,350	4,214	4,132	1,107,704
Investigative Support Services	859	816	236,380	910	905	230,422	-1	13	9,610	909	918	240,032
<b>Total Direct</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>	<b>14</b>	<b>-33</b>	<b>53,960</b>	<b>5,123</b>	<b>5,050</b>	<b>1,347,736</b>
Balance Rescission			0			0			0			0
<b>Total Direct with Rescission</b>			<b>1,293,776</b>			<b>1,293,776</b>			<b>53,960</b>			<b>1,347,736</b>
Reimbursable FTE		56			3			0			3	
<b>Total Direct and Reimb. FTE</b>		<b>5,139</b>			<b>5,086</b>			<b>-33</b>			<b>5,053</b>	
Other FTE:												
LEAP		608			608			5			613	
Overtime		38			38			0			38	
<b>Grand Total, FTE</b>		<b>5,785</b>			<b>5,732</b>			<b>-28</b>			<b>5,704</b>	

Program Activity	2020 Increases			2020 Offsets			2020 Request		
	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount
Law Enforcement Operations	0	0	4,000	0	0	0	4,214	4,132	1,111,704
Investigative Support Services	0	0	16,704	0	0	0	909	918	256,736
<b>Total Direct</b>	<b>0</b>	<b>0</b>	<b>20,704</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,123</b>	<b>5,050</b>	<b>1,368,440</b>
Balance Rescission			0			0			0
<b>Total Direct with Rescission</b>			<b>20,704</b>			<b>0</b>			<b>1,368,440</b>
Reimbursable FTE		0			0			3	
<b>Total Direct and Reimb. FTE</b>		<b>0</b>			<b>0</b>			<b>5,053</b>	
Other FTE:									
LEAP		21			0			634	
Overtime		0			0			38	
<b>Grand Total, FTE</b>		<b>21</b>			<b>0</b>			<b>5,725</b>	

**FY 2020 Program Increases/Offsets by Decision Unit**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

Program Increases	Location of Description by Program Activity	Law Enforcement Operations				Investigative Support Services				Total Increases			
		Positions	Agt./Atty.	Est. FTE	Amount	Positions	Agt./Atty.	Est. FTE	Amount	Positions	Agt./Atty.	Est. FTE	Amount
NIBIN		0	0	0	0	0	0	0	10,704	0	0	0	10,704
Spartan		0	0	0	4,000	0	0	0	0	0	0	0	4,000
Network Cybersecurity Enhancements		0	0	0	0	0	0	0	3,000	0	0	0	3,000
Capital Equipment and Repair		0	0	0	0	0	0	0	3,000	0	0	0	3,000
<b>Total Program Increases</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>4,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>16,704</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>20,704</b>

Program Offsets	Location of Description by Program Activity	Investigative Support Services				Law Enforcement Operations				Total Offsets			
		Positions	Agt./Atty.	Est. FTE	Amount	Positions	Agt./Atty.	Est. FTE	Amount	Positions	Agt./Atty.	Est. FTE	Amount
No Program Offsets													
<b>Total Program Offsets</b>													

**Resources by Department of Justice Strategic Goal and Objective**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

Strategic Goal and Strategic Objective	FY 2018 Enacted		FY 2019 Continuing		FY 2020 Current		FY 2020 Increases		FY 2020 Offsets		FY 2020 Total	
	Direct & Reimb FTE	Direct Amount	Direct & Reimb FTE	Direct Amount	Direct & Reimb FTE	Direct Amount	Direct & Reimb FTE	Direct Amount	Direct & Reimb FTE	Direct Amount	Direct & Reimb FTE	Direct Amount
<b>Goal 1 Enhance National Security and Counter the Threat of Terrorism</b>												
1.1 Disrupt and defeat terrorist operations	1,645	414,008	1,629	414,008	1,617	431,276	0	6,625	0	0	1,617	437,901
<b>Subtotal, Goal 1</b>	<b>1,645</b>	<b>414,008</b>	<b>1,629</b>	<b>414,008</b>	<b>1,617</b>	<b>431,276</b>	<b>0</b>	<b>6,625</b>	<b>0</b>	<b>0</b>	<b>1,617</b>	<b>437,901</b>
<b>Goal 3 Reduce Violent Crime and Promote Public Safety</b>												
3.1 Combat violent crime, promote safe communities, and uphold the rights of victims of crime	3,494	879,768	3,457	879,768	3,436	916,460	0	14,079	0	0	3,436	930,539
<b>Subtotal, Goal 3</b>	<b>3,494</b>	<b>879,768</b>	<b>3,457</b>	<b>879,768</b>	<b>3,436</b>	<b>916,460</b>	<b>0</b>	<b>14,079</b>	<b>0</b>	<b>0</b>	<b>3,436</b>	<b>930,539</b>
<b>TOTAL</b>	<b>5,139</b>	<b>1,293,776</b>	<b>5,086</b>	<b>1,293,776</b>	<b>5,053</b>	<b>1,347,736</b>	<b>0</b>	<b>20,704</b>	<b>0</b>	<b>0</b>	<b>5,053</b>	<b>1,368,440</b>

**Justifications for Technical and Base Adjustments**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

	Positions	Estimate FTE	Amount
<b>Technical Adjustments</b>			
1 Expected Change from FY 2019 CR  Because no final 2019 appropriations bills have been enacted, this technical adjustment is to reflect the difference between the 2019 President's Budget and the annualized amounts provided in the Continuing Appropriations Act, 2019 (P.L. 115-245) (CR).	14	-33	25,860
<b>Subtotal, Technical Adjustments</b>	<b>14</b>	<b>-33</b>	<b>25,860</b>
<b>Pay and Benefits</b>			
1 <u>Changes in Compensable Days</u>  The increased cost for one compensable day in FY 2020 compared to FY 2019 is calculated by dividing the FY 2018 estimated personnel compensation \$602,514 and applicable benefits \$182,574 by 261 compensable days is \$3,008.	0	0	3,008
2 <u>Employees Compensation Fund</u>  The \$303 request reflects anticipated changes in payments to the Department of Labor for injury benefits under the Federal Employee Compensation Act.	0	0	303
3 <u>FERS Rate Increase</u>  Per 2018 OMB Circular A-11 section 32, Personnel Compensation, Benefits, and Related Costs, the agency contribution of regular retirement under FERS will increase from 13.7% to 16%. The FERS contribution for Law Enforcement retirement will increase from 30.1% to 33.4%. The amount requested, \$15,771, represents the funds needed to cover this increase.	0	0	15,771
4 <u>Health Insurance</u>  Effective January 2020, the component's contribution to Federal employees' health insurance increases by 2.3 percent. Applied against the 2019 estimate of \$48,130, the additional amount required is \$1,107.	0	0	1,107
5 <u>Retirement</u>  Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on U.S. Department of Justice Agency estimates, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 0.8 percent per year, for both LEO and Non-LEO, based on the past 5 years of DOJ retirement data. The requested increase of \$1,133 is necessary to meet our increased retirement obligations as a result of this conversion.	0	0	1,133
<b>Subtotal, Pay and Benefits</b>	<b>0</b>	<b>0</b>	<b>21,322</b>

**Justifications for Technical and Base Adjustments**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

	Positions	Estimate FTE	Amount
<b>Domestic Rent and Facilities</b>			
1 <u>GSA Rent</u>  GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of \$3,623 is required to meet our commitment to GSA. The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective FY 2020 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. GSA provides data on the rate increase.	0	0	3,623
2 <u>Guard Service</u>  This includes Department of Homeland Security (DHS) Federal Protective Service charges, Justice Protective Service charges and other security services across the country. The requested increase of \$2,613 is required to meet these commitments.	0	0	2,613
3 <u>Moves</u>  GSA requires all agencies to pay relocation costs associated with lease expirations. This request provides for the costs associated with new office relocations caused by the expiration of leases in FY 2020.	0	0	533
<b>Subtotal, Domestic Rent and Facilities</b>	<b>0</b>	<b>0</b>	<b>6,769</b>
<b>Foreign Expenses</b>			
1 <u>Capital Security Cost Sharing</u> Per P.L. 108-447 and subsequent acts, "all agencies with personnel overseas subject to chief of mission authority...shall participate and provide funding in advance for their share of costs of providing new, safe, secure U.S. diplomatic facilities, without offsets, on the basis of the total overseas presence of each agency as determined by the Secretary of State." Originally authorized for FY 2000-2004, the program has been extended annually by OMB and Congress and has also been expanded beyond new embassy construction to include maintenance and renovation costs of the new facilities. For the purpose of this program, State's personnel totals for DOJ include current and projected staffing. The estimated cost to the Department, as provided by State, for FY 2020 is \$119,264,768. ATF currently has 20 positions overseas, and funding of -\$47,000 is requested for this account.	0	0	-47
2 <u>ICASS</u>  The Department of State charges agencies for administrative support provided to staff based overseas. Charges are determined by a cost distribution system. The FY 2020 request is based on the projected FY 2018 bill for post invoices and other ICASS costs.	0	0	56
<b>Subtotal, Foreign Expenses</b>	<b>0</b>	<b>0</b>	<b>9</b>
<b>TOTAL DIRECT TECHNICAL and BASE ADJUSTMENTS</b>	<b>14</b>	<b>-33</b>	<b>53,960</b>

**Crosswalk of 2018 Availability**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

Program Activity	FY 2018 Actuals			Reprogramming/Transfers			Carryover	Recoveries/Refunds	FY 2018 Availability		
	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount	Amount	Amount	Positions	Est. FTE	Amount
Law Enforcement Operations	4,199	4,105	1,059,986	0	0	12,670	31,686	20,160	4,199	4,105	1,124,501
Investigative Support Services	910	889	229,691	0	0	2,745	146,224	4,369	910	889	383,030
<b>Total Direct</b>	<b>5,109</b>	<b>4,994</b>	<b>1,289,677</b>	<b>0</b>	<b>0</b>	<b>15,415</b>	<b>177,910</b>	<b>24,529</b>	<b>5,109</b>	<b>4,994</b>	<b>1,507,531</b>
Balance Rescission			0			0	0	0			0
Total Direct with Rescission			1,289,677			15,415	177,910	24,529			1,507,531
Reimbursable FTE		56			0					56	
Total Direct and Reimb. FTE		5,050			0					5,050	
Other FTE:											
LEAP FTE		636			0					636	
Overtime		19			0					19	
Grand Total, FTE		5,705			0					5,705	

**Reprogramming/Transfers:**

ATF received a transfer of \$8.500M from prior year S&E accounts to the No-Year account.

ATF received a transfer of \$6.915M from FBI to the No-Year account for Land Mobile Radios.

**Carryover:**

Carryover funding was \$1.496M from ATF's No-Year Account and \$176.414M from the Spectrum Relocation Fund (AWS-3).

**Recoveries/Refunds:**

ATF received \$1.845M in recoveries in ATF's No-Year account.

ATF collected \$22.684M in No Year Reimbursable.

1/ATF received a transfer of \$0.013M from ONDCP in 15 17/18 0700 and \$0.333M in 15 18/19 0700 accounts for approved HIDTA programs within ATF Field Divisions.

**Crosswalk of 2019 Availability**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

Program Activity	FY 2019 Continuing Resolution			Reprogramming/Transfers			Carryover	Recoveries/ Refunds	FY 2019 Availability		
	Positions	Est. FTE	Amount	Positions	Est. FTE	Amount	Amount	Amount	Positions	Est. FTE	Amount
Law Enforcement Operations	4,199	4,178	1,063,354	0	0	12,329	186,719	4,000	4,199	4,178	1,266,402
Investigative Support Services	910	905	230,422	0	0	2,672	0	0	910	905	233,093
<b>Total Direct</b>	<b>5,109</b>	<b>5,083</b>	<b>1,293,776</b>	<b>0</b>	<b>0</b>	<b>15,000</b>	<b>186,719</b>	<b>4,000</b>	<b>5,109</b>	<b>5,083</b>	<b>1,499,495</b>
Balance Rescission			0			0	0	0			0
Total Direct with Rescission			1,293,776			15,000	186,719	4,000			1,499,495
Reimbursable FTE		3			0					3	
Total Direct and Reimb. FTE		5,086			0					5,086	
Other FTE:											
LEAP FTE		608			0					608	
Overtime		38			0					38	
Grand Total, FTE		5,732			0					5,732	

**Reprogramming/Transfers:**

ATF anticipates a transfer of \$15M from prior year S&E accounts to the No-Year account.

**Carryover:**

Carryover funding was \$1.975M from ATF's No-Year account and \$171.075M from the Spectrum Relocation Fund (AWS-3).

**Recoveries/Refunds:**

ATF anticipates \$4M in recoveries from No-Year account.



**Summary of Reimbursable Resources**  
 Bureau of Alcohol, Tobacco, Firearms, and Explosives  
 Salaries and Expenses  
 (Dollars in Thousands)

Collections by Source	2018 Actual			2019 Estimate			2020 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
All Other Sources	3	3	53,758	3	3	60,000	3	3	60,000	0	0	0
Asset Forfeiture	4	4	0	0	0	0	0	0	0	0	0	0
Organized Crime Drug Enforcement Task Force	49	49	11,371	0	0	0	0	0	0	0	0	0
<b>Budgetary Resources</b>	<b>56</b>	<b>56</b>	<b>65,129</b>	<b>3</b>	<b>3</b>	<b>60,000</b>	<b>3</b>	<b>3</b>	<b>60,000</b>	<b>0</b>	<b>0</b>	<b>0</b>

Obligations by Program Activity	2018 Actual			2019 Estimate			2020 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Law Enforcement Operations	56	56	53,530	3	3	49,314	3	3	49,314	0	0	0
Investigative Support Services	0	0	11,599	0	0	10,686	0	0	10,686	0	0	0
<b>Budgetary Resources</b>	<b>56</b>	<b>56</b>	<b>65,129</b>	<b>3</b>	<b>3</b>	<b>60,000</b>	<b>3</b>	<b>3</b>	<b>60,000</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Summary of Sub-Allotment Resources**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

Collections by Source	2018 Actual			2019 Estimate			2020 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Asset Forfeiture	0	0	0	4	4	47,083	4	4	47,083	0	0	0
Organized Crime Drug Enforcement Task Force	0	0	0	49	49	11,438	49	49	11,557	0	0	119
<b>Budgetary Resources</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>53</b>	<b>53</b>	<b>58,521</b>	<b>53</b>	<b>53</b>	<b>58,640</b>	<b>0</b>	<b>0</b>	<b>119</b>

Obligations by Program Activity	2018 Actual			2019 Estimate			2020 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Law Enforcement Operations	0	0	0	53	53	48,098	53	53	48,196	0	0	98
Investigative Support Services	0	0	0	0	0	10,423	0	0	10,444	0	0	21
<b>Budgetary Resources</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>53</b>	<b>53</b>	<b>58,521</b>	<b>53</b>	<b>53</b>	<b>58,640</b>	<b>0</b>	<b>0</b>	<b>119</b>

**Detail of Permanent Positions by Category**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

Category	FY 2018 Enacted		FY 2019 Continuing Resolution		FY 2020 Request				
	Direct Pos.	Reimb. Pos.	Direct Pos.	Reimb. Pos.	ATBs	Program Increases	Program Offsets	Total Direct Pos.	Total Reimb. Pos.
Miscellaneous Operations (001-099)	532	5	532	3	19	0	0	551	3
Security Specialists (080)	26	0	26	0	0	0	0	26	0
Intelligence Series (132)	180	0	180	0	-1	0	0	179	0
Personnel Management (0200-0260)	61	0	61	0	-1	0	0	60	0
Clerical and Office Services (0300-0399)	545	0	545	0	-4	0	0	541	0
Accounting and Budget (500-599)	125	0	125	0	-1	0	0	124	0
Paralegals / Other Law (900-998)	60	0	60	0	0	0	0	60	0
Attorneys (905)	81	0	81	0	-1	0	0	80	0
Information & Arts (1000-1099)	38	0	38	0	0	0	0	38	0
Business & Industry (1100-1199)	34	0	34	0	0	0	0	34	0
Equipment/Facilities Services (1600-1699)	1	0	1	0	0	0	0	1	0
Inspection, Investigation, Enforcement Analyst(1801)	834	0	834	0	10	0	0	844	0
Misc. Inspectors/Investigative Assistants (1802)	35	0	35	0	-7	0	0	28	0
Criminal Investigative Series (1811)	2,485	51	2,485	0	0	0	0	2,485	0
Supply Services (2000-2099)	16	0	16	0	0	0	0	16	0
Information Technology Mgmt (2210-2299)	56	0	56	0	0	0	0	56	0
<b>Total</b>	<b>5,109</b>	<b>56</b>	<b>5,109</b>	<b>3</b>	<b>14</b>	<b>0</b>	<b>0</b>	<b>5,123</b>	<b>3</b>
Headquarters Washington D.C.	709	5	709	0	-16	0	0	693	0
US Fields	4,380	51	4,380	3	30	0	0	4,410	3
Foreign Field	20	0	20	0	0	0	0	20	0
<b>Total</b>	<b>5,109</b>	<b>56</b>	<b>5,109</b>	<b>3</b>	<b>14</b>	<b>0</b>	<b>0</b>	<b>5,123</b>	<b>3</b>

**Financial Analysis of Program Changes**  
Bureau of Alcohol, Tobacco, Firearms, and Explosives  
Salaries and Expenses  
(Dollars in Thousands)

Grades	Law Enforcement Operations				Investigative Support Services				Total Program Changes	
	Program Increases		Program Decreases		Program Increases		Program Decreases		Positions	Amount
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount		
No grades	0	0	0	0	0	0	0	0	0	0
<b>Total Positions and Annual Amount</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Lapse (-)	0	0	0	0	0	0	0	0	0	0
11.5 - Other personnel compensation		0		0		0		0		0
<b>Total FTEs and Personnel Compensation</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
25.1 - Advisory and assistance services		0		0		464		0		464
25.2 - Other services from non-federal sources		3,720		0		8,271		0		11,991
31.0 - Equipment		280		0		7,969		0		8,249
<b>Total Program Change Requests</b>	<b>0</b>	<b>4,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>16,704</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>20,704</b>

**Summary of Requirements by Object Class**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

Salaries and Expenses

(Dollars in Thousands)

Object Class	FY 2018 Actual		FY 2019 Continuing		FY 2020 Request		Increase/Decrease	
	Act. FTE	Amount	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount
11.1 - Full-time permanent	5,094	481,152	5,083	501,677	5,050	526,226	-33	24,549
11.3 - Other than full-time permanent	0	33,437	0	36,586	0	38,376	0	1,790
11.5 - Other personnel compensation	646	70,760	646	74,218	672	77,850	26	3,632
<i>Overtime</i>	38	0	38	0	38	0	0	0
<i>Other Compensation</i>	608	0	608	0	634	0	26	0
11.8 - Special personal services payments	0	0	0	62	0	65	0	3
<b>Total</b>	<b>5,740</b>	<b>585,349</b>	<b>5,729</b>	<b>612,543</b>	<b>5,722</b>	<b>642,517</b>	<b>-7</b>	<b>29,974</b>
<b>Other Object Classes</b>								
12.1 - Civilian personnel benefits		262,674		266,189		279,215	0	13,026
13.0 - Benefits for former personnel		36		10		11	0	1
21.0 - Travel and transportation of persons		29,871		26,319		25,913	0	-406
22.0 - Transportation of things		4,080		3,805		3,825	0	20
23.1 - Rental payments to GSA		85,992		92,027		98,983	0	6,956
23.2 - Rental payments to others		646		58		589	0	531
23.3 - Communications, utilities, and miscellaneous charges		25,762		21,435		21,435	0	0
24.0 - Printing and reproduction		940		1,586		1,586	0	0
25.1 - Advisory and assistance services		16,076		13,126		13,263	0	137
25.2 - Other services from non-federal sources		124,856		117,302		113,161	0	-4,141
25.3 - Other goods and services from federal sources		24,846		24,240		24,240	0	0
25.4 - Operation and maintenance of facilities		8,747		8,940		8,940	0	0
25.6 - Medical care		1,117		1,379		1,379	0	0
25.7 - Operation and maintenance of equipment		69,595		69,327		69,327	0	0
25.8 - Subsistence and support of persons		447		1,300		0	0	-1,300
26.0 - Supplies and materials		24,895		25,128		21,970	0	-3,158
31.0 - Equipment		32,919		52,902		70,975	0	18,073
32.0 - Land and structures		19,556		9,585		24,536	0	14,951
42.0 - Insurance claims and indemnities		366		1,575		1,575	0	0
<b>Total Obligations</b>		<b>1,318,770</b>		<b>1,348,776</b>		<b>1,423,440</b>	<b>0</b>	<b>74,664</b>
<b>Net of:</b>								
Unobligated Balance, Start-of-Year		-177,910		-186,719		-149,719	0	37,000
Transfers/Reprogramming		-15,415		-15,000		-8,000	0	7,000
Recoveries/Refunds		-24,529		-4,000		-4,000	0	0
Balance Rescission		0		0		0	0	0
Unobligated End-of-Year, Available		186,719		149,719		105,719	0	-44,000
Unobligated End-of-Year, Expiring		2,042		1,000		1,000	0	0
<b>Total Direct Requirements</b>		<b>1,289,677</b>		<b>1,293,776</b>		<b>1,368,440</b>		<b>74,664</b>
Reimbursable FTE								
Full-Time Permanent	56		3		3		0	0

## **Status of Congressionally Requested Studies, Reports, and Evaluations**

Bureau of Alcohol, Tobacco, Firearms, and Explosives

1. The Senate Report associated with the FY 2018 appropriations act directs ATF to submit an annual report on U.S. and Mexico firearms trafficking and trace data.
2. The Senate Report associated with the FY 2019 appropriations act Section 505 directs ATF to notify the Committee by letter, at least 15 days prior to reprogramming of funds in excess of \$500,000 or 10 percent whichever is less, also applicable in cases where funding for an activity is reduced by 10 percent. Reprogramming or transfer requests shall be submitted only in the case of an unforeseen emergency or situation that could not have been anticipated when formulating the budget request for the current fiscal year
3. The Senate Report associated with the FY 2019 appropriations act Section 533 directs ATF to submit spending plans to the House and Senate Appropriations Committees within 45 days of enactment of this act.
4. The House Report associated with the FY 2019 appropriations act directs ATF to evaluate available alternatives to the current American Table of Distances (ATD) standards on Explosives storage and report to the Committee not later than six months after enactment on the potential costs and benefits, to include implementation.
5. The House Report associated with the FY 2019 appropriations act directs DOJ to update the Committee on its NIBIN effort not later than 90 days after enactment.