

New Email

From: Arellano, Bernardo
Sent: Monday, October 19, 2009 12:35 PM
To: ATF
Subject: RE: Are you working this..?

Categories: IG

ATF things are well in Tucson. I think you and your family will like AZ, especially in the winter. ATF

ATF

From: ATF
Sent: Monday, October 19, 2009 9:29 AM
To: Arellano, Bernardo
Subject: Are you working this..?

Bernie,

How are things down in Tucson? I will be out to join you guys soon, my report date is December 6th. ATF

ATF

Thanks and take care,

ATF
Privacy, DHS

New Email

From: Gillett, George T. Jr.
Sent: Tuesday, October 27, 2009 12:43 PM
To: [REDACTED] ATF
Cc: Newell, William D.; [REDACTED] ATF
Subject: Conference Call
Attachments: cartel strategy2.doc

Folks –

There will be a conference call tomorrow at 10:00 AM.

The Department of Justice has produced a strategy in support of addressing the SWB/Cartel led violence and surrounding issues. As this directly impacts and affects ATF's mission, the purpose of the call will be to discuss this strategy (see attachment) in preparation for the SWB conference in San Diego next Monday, Tuesday, and Wednesday.

Please read the attached document before the conference call. [REDACTED] ATF will schedule the call and forward the details to you.

Thank you,

George T. Gillett
Assistant Special Agent in Charge
ATF - Phoenix Field Division
Office: [REDACTED] ATF, Privacy

DEPARTMENT OF JUSTICE STRATEGY FOR COMBATING THE MEXICAN CARTELS

It is a priority of the Department of Justice to stem the growing violence and associated criminal activity perpetrated by the Mexican drug cartels, along the Southwest Border and throughout the nation. In order to maximize the efficacy of its limited resources, which are spread through numerous components of the Department, it is necessary that the Department deploy those resources pursuant to a single, coherent strategic plan.

An essential aspect of the DOJ plan must be ensuring a productive partnership with the government of Mexico, as well as with our state and local law enforcement counterparts. Equally important, we must avoid wasteful overlap and duplication with the activities of our other federal partners, particularly the law enforcement agencies at the Department of Homeland Security.

The following document sets forth the policy considerations that will guide the Department in this process.

The Strategy

The Department will implement its Strategy for Combating the Mexican Cartels under the supervision of the newly-created Southwest Border Strategy Group.

Operationally, the strategy will be executed through the proven mechanism of prosecutor-led, multi-agency task forces, using the Organized Crime Drug Enforcement Task Forces (OCDETF) Program as the primary coordinating platform. The Strategy's key objectives are to:

- Increase the safety and security of U.S. citizens throughout the United States by enforcing violations of federal law along the Southwest Border.
- Reduce the flow of narcotics and other contraband entering the United States.
- Reduce the flow of illegal weapons, ammunition, explosives, and currency exiting the United States and entering Mexico.
- Strengthen Mexico's operational capacities and enhance its law enforcement institutions.
- Increase bilateral cooperation between Mexico and the United States on fugitive capture and extradition activities.

- Increase intelligence and information sharing to achieve focused targeting of the most significant criminal organizations.
- Improve case building through interagency coordination, leveraging the expertise and authority of each investigative and prosecutorial agency.
- Maximize the effectiveness of prosecution by locating, arresting, extraditing, and trying all levels, including most importantly the leadership, of these criminal organizations, and disrupting and dismantling the organizations' domestic transportation and distribution cells.

Division of Responsibilities with DHS

Addressing the Southwest Border threat has two basic elements: policing the actual border to interdict and deter the illegal crossing of undocumented persons or contraband goods, and confronting the large criminal organizations operating simultaneously on both sides of the border.

Given its statutory mission and the resources it can bring to bear at the border, DHS clearly bears primary responsibility for the policing function. DOJ fully supports DHS in that endeavor by sharing relevant intelligence and by prosecuting the most egregious offenders DHS arrests in the course of its policing function. The Department of Justice prosecutes tens of thousands of these reactive law enforcement cases in federal court every year.

However, the root cause of the explosion of violence along the Southwest Border is the conflicts within and among a limited number of sophisticated, transnational criminal organizations. These hierarchical, Mexico-based cartels are responsible for smuggling into the United States most of our nation's illegal drug supply. While the cartels' primary business is drug trafficking, they also sponsor a panoply of other crimes that support their illegal operations. These other crimes include extortion, torture, murder, corruption of public officials, sheltering of wanted fugitives, kidnapping and human smuggling, laundering of illicit criminal proceeds through the existing financial system and through bulk cash smuggling, and the illegal acquisition, trafficking, and use of firearms and explosives.

It is in taking down these organized, multi-faceted criminal enterprises that DOJ plays the primary role and brings to bear its special expertise. DOJ's success in this endeavor assists, in turn, DHS in the performance of its policing and enforcement function, by disrupting the operations of the cartels, thereby decreasing the pressure on the border. For its part, DHS, and in particular ICE, provides invaluable assistance to the attack on these criminal organizations, by bringing to bear its unique expertise on cross-border transit of contraband.

Border policing and interdiction, and the resulting prosecutions, are key elements of the U.S. government's overall border security strategy. However, the investigation, apprehension, extradition, and prosecution of key cartel

leaders and their associates, and the deprivation through forfeiture of their ill-gotten gains, is the most effective means by which we can move past merely addressing the symptoms of our problems along the Southwest Border and attack, instead, the underlying causes.

Deployment of Resources

The Department's view – based on its decades of experience in investigating, prosecuting, and dismantling organized criminal groups, such as the Mafia, international terrorist groups, and domestic and transnational gangs – is that the best way to fight large scale criminal organizations is through intelligence-based, prosecutor-led, multi-agency task forces that blend the strengths, resources, and expertise of the complete spectrum of federal, state, local, and international investigative and prosecutorial agencies. Through their participation in such task forces, the Department's prosecutors, together with its component law enforcement agencies – DEA, ATF, FBI, and USMS – give the Department the capacity to carry out the full range of activities necessary to succeed against these organizations.

The Department has embraced a model to achieve these comprehensive goals that is proactive, in which we develop priority targets through the extensive use of intelligence. This intelligence is obtained from law enforcement sources, as well as through the careful and disciplined use of classified information from intelligence community agencies to provide unclassified leads. Sharing information, we build cases, coordinating long-term, extensive investigations to identify all the tentacles of a particular organization. Through sustained coordination of these operations, we are able to execute a coordinated enforcement action, arresting as many high-level members of the organization as possible, disrupting and dismantling the domestic transportation and distribution cells of the organization, and seizing as many of the organization's assets as possible, whether those assets be in the form of bank accounts, real property, cash, drugs, or weapons. Finally, we prosecute the leaders of the cartels and their principal facilitators, locating, arresting, and extraditing them from abroad as necessary. In this effort, we coordinate closely with our Mexican counterparts to achieve the goal: destruction or weakening of the drug cartels to the point that they no longer pose a viable threat to U.S. interests and can be dealt with by Mexican law enforcement in conjunction with a strengthened judicial system and an improved legal framework for fighting organized crime.

The principal platform for the support and oversight of these prosecutor-led, multi-agency task forces is the OCDETF Program. In most places, along the border and throughout the country, OCDETF provides an effective mechanism for law enforcement agencies from within DOJ, from elsewhere in the federal government (including DHS and Treasury), and state and local law enforcement, to combine with federal prosecutors to form a "virtual task force" for the purpose of investigating and prosecuting a particular high-value drug trafficking

organization. In certain key locales, OCDETF has established actual, brick-and-mortar Co-Located Strike Forces, for the pursuit of the highest level traffickers of drugs, guns, and money. For instance, the San Diego Major Mexican Traffickers Task Force has been responsible for coordinating the U.S. government's successful efforts against the Arellano-Felix Organization. The Houston OCDETF Strike Force has directed our most damaging blows against the Gulf Cartel. And in the first several months of its existence, the Arizona OCDETF Strike Force has been responsible for the indictment of a leader and other members of a major Mexican cartel and the seizure of over \$43 million in cartel assets.

The Department will use the OCDETF Strike Force concept to target all the organized crime activities of the drug cartels – not just those crimes directly related to the drug trade. By further leveraging and coordinating the investigative expertise and jurisdiction of law enforcement agencies outside the drug enforcement area, the Department will task the Strike Forces to disrupt and dismantle every area of the cartels' infrastructure and undermine their ability to operate successfully in any illegal activity.

On a local level, each Strike Force co-locates law enforcement resources that are supplemented by one or more on-site Assistant United States Attorneys. Retaining the current Strike Force structure, specifically the co-location and intensive and early prosecutorial involvement, ensures that the Department capitalizes upon the proven synergy of these Strike Forces to maximize the effectiveness of long-term investigations of these organizations.

In those locations where they currently exist, DOJ will make the OCDETF Co-Located Strike Forces the focal point for interagency efforts against the Mexican criminal organizations.¹ Elsewhere along the border, and throughout the nation, DOJ will seek to replicate, to the extent possible, the OCDETF Strike Force model, in particular the characteristics of interagency cooperation, information sharing, and strategic, intelligence-based targeting that have been embodied in these Strike Forces. Depending on local conditions, existing institutions, such as HIDTA task forces, Southwest Border Initiative Groups, VICIT teams, or Safe Streets Task forces may serve as the appropriate focal point for this interagency cooperation in locations that do not have OCDETF Strike Forces.

The OCDETF Strike Force is a proven law enforcement strategy with a proven history of success in combating the major drug trafficking organizations. The synergy created by co-locating the diverse expertise of federal, state, and local law enforcement agencies with prosecutors from the U.S. Attorney's Office,

¹ OCDETF Co-Located Strike Forces are currently located in San Diego, Phoenix, El Paso, Houston (with satellites in Laredo and McAllen), Tampa, San Juan, Atlanta, New York, and Boston.

has had demonstrable success against major criminal organizations operating throughout the country.

Supplementing the regional operations of the Strike Forces with a comprehensive national policy and coordination body run out of the Office of the Deputy Attorney General, will give the Department a unified and comprehensive vehicle through which the United States government can disrupt the influence of the cartels. This unified and coordinated approach to law enforcement is not only the best way to use the formidable resources of the United States government, but also the most effective way to decrease the influence of these violent criminal enterprises while enhancing the public safety.

While the prosecutor-led, intelligence-driven, multi-agency task force model is a key component of the Department's Southwest Border Strategy, it will not be the only component. We must also recognize and support the important daily work performed by our investigators and prosecutors in stopping and seizing the flow of massive amounts of narcotics, firearms, and bulk cash from flowing across the border in both directions. These more reactive narcotics cases are important to the overall cartel strategy, because in the process we are seizing millions of pounds of drugs, thousands of firearms, and millions of dollars in bulk cash as they enter and exit the country. In addition, these commodity-focused cases yield significant intelligence that is then fed into the Special Operations Division (SOD), the OCDETF Fusion Center (OFC), and the El Paso Intelligence Center (EPIC) for use in supporting more proactive, intelligence-driven investigations that are designed to attack all of the cartels' diverse lines of illegal business. Therefore, the Department's Strategy for Combating the Mexican Cartels must include an assessment of the resource needs of all our components, and a plan for how they intend to achieve the stated goals of the Strategy in light of the specific cartel activity impacting their jurisdictions.

Intelligence

Law enforcement agencies must have the ability to access, link, and interpret voluminous intelligence information from as wide a community as possible. We use this shared information to identify and target the most significant organizations, so that we can achieve the greatest impact with our finite resources. We also use shared information to develop coordinated, multi-jurisdictional investigations of those high-impact targets, making sure that investigations are mutually reinforcing, without duplicating or jeopardizing other investigations targeting overlapping organizations.

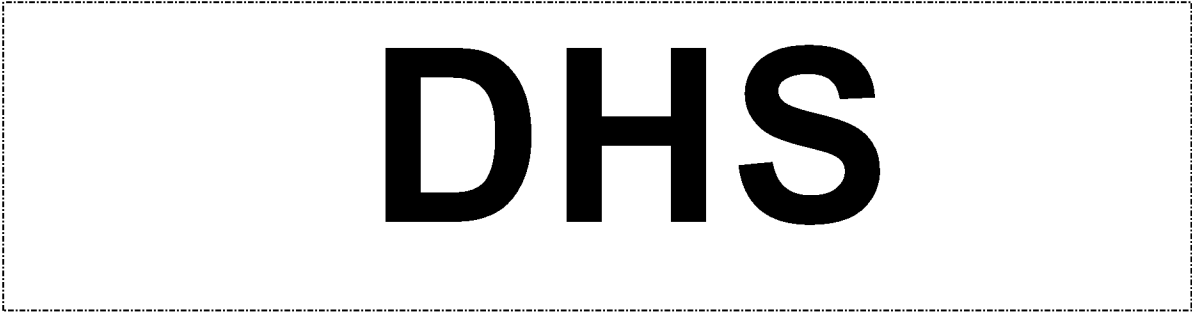
Several multi-agency endeavors are particularly important to the provision of tactical intelligence and operational support in targeting the largest and most dangerous Mexican cartels.

The Attorney General's Consolidated Priority Organization Target (CPOT) List

The CPOT list of international “Most Wanted” drug kingpins will be used to help focus our critical resources on the greatest threats from the Mexican cartels. Of the 59 worldwide cartels currently on the list, 25 of them are Mexico-based.

The El Paso Intelligence Center (EPIC)

EPIC is a DEA-led multi-agency organization that provides case-specific tactical intelligence, focusing specifically on the Southwest Border. The ATF Firearms Intelligence Analysis Team is a specialized component of EPIC that serves as a central point of analysis and repository for all Southwest Border firearms-related intelligence. FBI recently created the Southwest Intelligence Group (SWIG), a clearinghouse of all FBI activities involving Mexico, and it is in the process of moving that clearinghouse to EPIC. EPIC houses the National Seizure System, which collects and maintains data on seizures of drugs, guns, and money by law enforcement agencies throughout the nation.



The OCDETF Fusion Center (OFC)

The OFC is a comprehensive, multi-agency data center containing drug and related financial data from DEA, ATF, FBI, ICE, CBP, IRS, USMS, EPIC, USMS, the U.S. Coast Guard, the Financial Crimes Enforcement Network, the State Department’s Bureau of Consular Affairs, and other key agencies. It conducts cross-agency and cross-jurisdictional integration and analyses to create comprehensive pictures of targeted organizations and to pass usable leads through SOD to participants in the field.

Current Areas of Focus

Pursuant to the principles articulated above, DOJ is pursuing initiatives in the following areas:

1. Ramping up Establishment and Use of Vetted Units in Mexico

An important aspect of case building in Mexico involves U.S. cooperation with specially vetted Mexican law enforcement units. DOJ law enforcement agents work in an advisory capacity to develop elite vetted units of Mexican

federal police officers, training them to conduct law enforcement operations that lead to the discovery and seizure of drugs, guns, explosives, money, and documentary evidence to support bilateral investigations and prosecutions. The Mexican units also arrest active members of the cartels, who may eventually become either cooperating witnesses, defendants, or both. These units are essential to our operations. In order to properly leverage and support these crucial operations, the Department must expand their number, to include more drug trafficking units, a firearms trafficking unit, a money-laundering/financial unit, and a fugitive apprehension unit.

2. Continued Focus on Attacking Cartel Finances

A particular point of emphasis in recent years has been the dismantlement of the financial infrastructure of the drug trafficking organizations. These efforts have been hampered by the fact that financial cases are complex and time-consuming, and the pool of experienced financial investigators is finite. Since the curtailment of IRS involvement in drug investigations in 2005, ATF, DEA, FBI, and USMS have hired additional financial investigators and forfeiture specialists. OCDETF has established the Financial Investigative Contractor (FIC) Program to bring additional experienced financial investigators to bear on the largest cartels, and has buttressed the analytical and document exploitation capabilities of its Co-Located Strike Forces in San Diego, Phoenix, El Paso, Houston, and Atlanta. DEA has implemented Financial Investigation Teams (FITs) in its field divisions to target the financial assets of drug traffickers. Analysts and attorneys in the U.S. Attorney's Offices and in the Department's Asset Forfeiture and Money Laundering Section have also stepped up their efforts to assist. In addition, Southwest Region federal agencies are working with state and local law enforcement agencies on an OCDETF bulk currency initiative that targets the highest level drug cartels and their transportation routes in the Southwest. These efforts must be supported and expanded.

3. Attacking the Southbound Flow of Firearms

The logo for the Bureau of Alcohol, Tobacco, and Firearms (ATF) is displayed in large, bold, black, sans-serif capital letters. The letters are centered within a dashed rectangular border.

4. Increased Focus on Locating and Apprehending Fugitives

ATF

5. Expanded Use of the Extradition Process

ATF

6. Continued Pursuit of Corrupt Public Officials Who Facilitate the Drug Trade

ATF

7. Merida

ATF

New Email

From: Gillett, George T. Jr.
Sent: Friday, October 30, 2009 4:33 PM
To: ATF
Subject: FW: Gunrunner background info docs
Attachments: SWB ProjGunRnr_INTERNAL 01-02-08.pdf; SWB ProjGunRnr_EXTERNAL 01-02-08.pdf; DIRECTORs SWB Internal Memo 06 07 2007.pdf

Per the SAC's instructions....

From: Newell, William D.
Sent: Thursday, October 29, 2009 12:34 PM
To: Gillett, George T. Jr.
Subject: Gunrunner background info docs

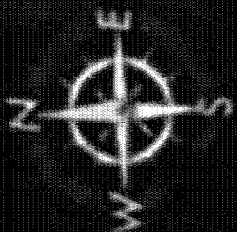
Please have ATF read through these docs before San Diego. Thanks.

Bill Newell
Special Agent in Charge
Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)
Phoenix Field Division (Arizona and New Mexico)
Office ATF



ATF **SOUTHWEST BORDER INITIATIVE** **PROJECT GUNRUNNER**

December 2007



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Foreword by the Director



Recently, I traveled to Mexico City to meet with Mexico's Attorney General Medina Mora and Secretary of Public Safety Garcia Luna to discuss enforcement strategies in combating the unprecedented firearms violence taking place along the U.S.- Mexico border. This violence, which is fueled by the burgeoning drug trade and enforced through the ruthless and criminal use of firearms and explosives, has taken the lives of many citizens on both sides of our international border.

A significant number of the casualties are Mexican law-enforcement officers and elected officials who put their lives on the line to protect their citizenry. The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) has come to the forefront to address this growing threat to the safety of our mutual communities. We have mobilized as an agency to combat this threat to communities on both sides of the border, by working with our domestic and international law-enforcement counterparts.

We are using resources such as our firearms tracing and intelligence capabilities, and have partnered with a number of other Federal law-enforcement agencies and local governments to address violence on the U.S. side of the border. Through our office in Mexico, we continue to work with Mexican law-enforcement officials to identify the best tactics to address our common fight against this threat.

By presenting this strategy, we seek to communicate the level of our resolve and commitment in addressing the violence along the U.S. - Mexico border, and thus we call on our law-enforcement partners on both sides of the international border to join us and continue to work with us in the common goal of reducing crime related to firearms violence and bringing stability to both of our countries.

Michael J. Sullivan, Director Designate
Bureau of Alcohol, Tobacco, Firearms and Explosives

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Southwest Border Initiative, U.S. Department of Justice

Background

Approximately 92 percent¹ of the cocaine that currently enters the United States is filtered and distributed by Mexican Drug-Trafficking Organizations (DTO) located just across the border from the United States. Mexico's top two DTOs are operating in these areas. These are the Gulf Cartel, located on the Gulf Coast side of Mexico and the Sinaloa Cartel, operating in the Central to West side of Mexico. Mexico's top drug lords are battling for highly prized smuggling routes along this international border, but particularly in Nuevo Laredo, the busiest commercial border crossing for US-bound Mexican goods, because drugs are often hidden in commercial vehicles driving north.

In an effort to maintain control of their drug routes and distribution, and to keep their competitors in check, these DTOs readily resort to violence and intimidation through the use of firearms and explosives, which are the "tools of the trade" for the criminal element.

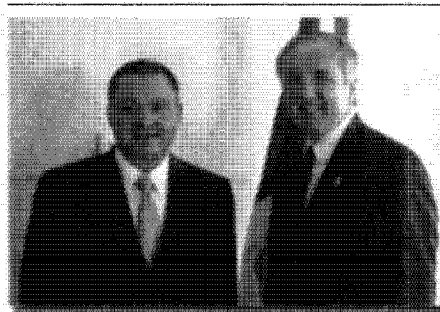
In response to this escalating drug-related, firearms-trafficking violence—which has included the kidnapping of American citizens and the murder of Mexican officials—U.S. Attorney General Alberto Gonzales and his previous Mexican counterpart, Daniel Caveza de Vaca, announced an initiative to address this problem on October 13, 2005, in San Antonio, Texas. This initiative, which has come to be known as the Southwest Border (SWB) (Narco-Violence) Initiative, was coordinated by the U.S. Department of Justice's (DOJ) Criminal Division and Office of International Affairs. It brings the resources of the Department's various law-enforcement agencies [e.g., ATF, Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), Bureau of Prisons (BOP), and the United States Marshal Service (USMS)] together in order to devise a concerted strategy to meet the threats affecting the cities and towns on both sides of the border (see Appendix A).



U.S. Attorney General Alberto Gonzales (left) and his Mexican Counterpart, Daniel Caveza de Vaca (right) in San Antonio, TX in October 2005

¹ Remarks to Congressional Panel by DEA Intelligence Official Anthony Placido on June 14, 2005.

In February 2007, ATF Acting Director Michael J. Sullivan traveled to Mexico City to meet with U.S. Ambassador to Mexico Tony Garza in order to assess how the United States could help Mexico stem the traffic in illegal weapons across the border. Mr. Sullivan also discussed his thoughts with Mexican Attorney General Medina Mora and Secretary of Public Safety (SSP) Garcia Luna and with other cabinet-level officials, including how ATF could support the proposals made by Attorneys General Alberto Gonzales and Medina Mora during their meetings in Mexico City in January 2007 (see Appendix B).



Mexican Secretary of Public Safety Garcia Luna (left) and ATF Director Designate Michael Sullivan (right) in Mexico City, February 2007

Historically, in September of 2005 Mexican and U.S. authorities, including representatives from DOJ's various law-enforcement agencies and other Federal, State, and local agencies, attended a mini-Senior Law Enforcement Plenary (SLEP) session. The SLEP is composed of senior law-enforcement DOJ representatives and Mexican counterparts and is the principal coordinating body of the Attorneys General Bi-national Commission. It convenes bi-annually to develop, assess, and report on the progress being made on policy and law-enforcement issues jointly developed by the United States and Mexican governments. During that session, ATF agreed to implement a number of actions in support of this initiative. As a result, ATF developed strategic action items that involve both domestic and international components.

During the October 2005 SLEP session in Mexico City, ATF introduced its action items under this initiative (see Appendix C). These continuing action items are appropriate for incorporation into ATF's response to the SWB violence. These action items are also regular topics of discussion at bi-annual SLEP sessions.

ATF's Southwest Border Strategy and Strategic Outcome

ATF's strategy regarding the Southwest Border (Narco-Violence) Initiative is summarized as follows:

Working with its domestic and international law-enforcement partners, ATF will deny the "tools of the trade" to the firearms-trafficking organizations operating in Mexico through proactive enforcement of its jurisdictional areas in the affected border States in the domestic front, as well as through assistance and cooperative interaction with the Mexican authorities in their fight to effectively deal with these violent firearms and DTOs.

The expected strategic outcome will be the:

Suppression of the firearms and explosives-related violence occurring on both sides of the border through effective law-enforcement collaboration involving the investigation and interdiction of illicit trafficking and use of firearms, explosives, and ammunition.

Expansion of eTrace



The cornerstone of ATF's SWB Strategy, which encompasses the international and domestic strategic components as discussed below, is the tracing of firearms recovered from the criminal element by law enforcement. The value of firearms trace information and statistics in law-enforcement efforts is unquestionable. eTrace is an internet, web-based law-enforcement tool that allows for the online tracing of firearms and the production of statistical data (see Appendix D). This tool allows for the comprehensive and systematic tracing of firearms in order to develop intelligence regarding the sources of crime guns recovered in Mexico and in border areas. It also assists local offices in identifying, targeting, and investigating straw purchasers and the traffickers who employ them.

ATF committed itself to decentralizing eTrace and utilizing it in Mexico's 31 states and further recommended its implementation in the 9 U.S. Consulates within Mexico. The decentralization implementation is pending approval by the Mexican government.

ATF

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BREAKDOWN OF TRACE RESULTS WITH A RECOVERY IN MEXICO

Calendar Years 2005-2006

ATF

The NTC and ATF's Mexico City Office (MCO) will work with the Mexican government to decentralize and distribute eTrace in order to provide an effective methodology for Mexican law enforcement to submit crime-gun trace requests in a timely and accurate manner.

The NTC is responsible for effectively and efficiently tracing guns recovered in Mexico and submitted via eTrace. This also implies three additional items (a) a regular feedback loop to Mexico defining trends in errors relative to the submission of the trace requests in order to make continuous improvements in the data quality; (b) a Spanish version of eTrace as a funding and development priority to improve accuracy; and (c) all new handguns, 7.62mm or 5.56mm rifles recovered anywhere in Mexico should be traced URGENT.

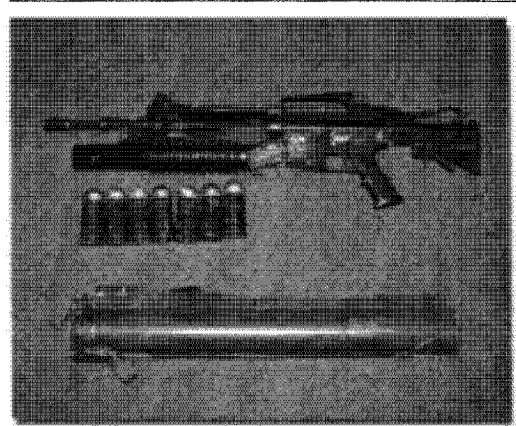
ATF

An emphasis will be placed upon deploying ATF's eTrace system to law-enforcement agencies along the SWB in Texas; a Spanish version of this system is planned for deployment to the International law-enforcement community.

International Strategic Component

All of ATF's activities in Mexico should be coordinated through the ATF Attaché Office located in the U.S. Embassy Mexico City. Coordination is essential to ensuring the safety of ATF personnel on TDY to Mexico, for vetting of Mexican law enforcement and other officials that contact field divisions asking for various ATF resources, and for ensuring that the United States Ambassador and law-enforcement component are aware of ATF activities in Mexico. Failure to coordinate all ATF official activities can cause serious problems for our personnel in country and for TDY personnel requiring country clearance or other diplomatic assistance.

The action items that were promulgated through ATF's participation in the bi-annual U.S. - Mexico SLEP sessions are the primary means by which ATF will strive to contribute to the fight against the narco-violence taking place along the U.S. border with Mexico. These action items will be implemented through ATF's International Affairs Office (IAO) and the ATF MCO through the coordination of ATF's various assets and resources as follows:



On May 5, 2005, the Mazatlan City Municipal Police in Mazatlan, Sinaloa, Mexico seized these weapons as well as a LAW rocket following a tip regarding individuals who were seen in possession of weapons near a dance club. ATF traced the firearms.

1.

ATF

ATF and other DOJ components [(e.g., DEA, USMS, and FBI)] and U.S. Department of Homeland Security (DHS) [e.g., Immigration and Customs Enforcement (ICE)] operating along the border will be responsible for implementing investigative strategies and for developing intelligence relating to trafficking into Mexico for dissemination as appropriate.

2.

ATF

3.

ATF

ATF

TOP U.S. SOURCE STATES OF FIREARMS TRACED IN MEXICO

Calendar Years 2005-2006



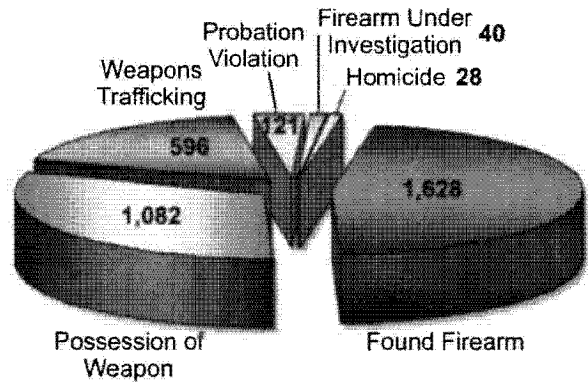
*Bureau of Alcohol, Tobacco, Firearms and Explosives
Violent Crime Intelligence Division
Violent Crime Analysis Branch*

4. **ATF**

ATF, with the assistance of NAS Mexico City, continues to assess the need for Mexican customs officials operating at the border with the United States to be provided explosives-detecting canines. Entry points into Mexico from the United States that are likely to be prime trafficking venues will be prioritized for the potential receipt of canines. ATF, with the assistance of NAS Mexico City and the GOM, will continue to determine the needed resources and coordinate training classes and funding for the implementation of a sustainable canine-training program in Mexico.

TOP CRIMES REPORTED ON FIREARMS TRACES WITH A RECOVERY IN MEXICO

Calendar Years 2005-2006



*Bureau of Alcohol, Tobacco, Firearms and Explosives
Violent Crime Intelligence Division
Violent Crime Analysis Branch*

5. **The United States will explore opportunities to provide training as requested by Mexico's Agencia Federal de Investigacion (AFI - Mexican National Police) and Unidad Especializada de Investigacion en Terrorismo, Acopio y Trafico de Armas (UEITA - Mexican Federal Prosecutor's Office), in the following areas:**

ATF

ATF, the NAS Mexico City, and the GOM will determine the resources and funding necessary in order to provide the pertinent requested training.

6. **ATF**

ATF will strive to promptly meet requests for relevant intelligence/information from the GOM, within any prescribed parameters, laws, and regulations that exist in the United States and/or guidelines established under this initiative. This issue will be further addressed by the consultative group of attorneys and enforcement officials from both governments that will convene as outlined earlier.

7. The United States, through ATF, will increase its tracing of seized and otherwise recovered crime guns in Mexico through the expansion of eTrace and an emphasis on tracing by ATF's MCO.

ATF will strive to timely conduct traces of suspected U.S.-sourced firearms recovered in Mexico that are brought to its attention. At the same time, it will work to increase the tracing capabilities of the GOM. ATF is also working with NAS Mexico City to develop a Spanish language version of eTrace.

Through the ATF Attaché Office at the United States Embassy in Mexico City, ATF personnel are also heavily involved in the following:

- The coordination of the deployment of eTrace through the Regional Security Officer, Department of State to U.S. Consulates in regions of Mexico experiencing major seizures of firearms originating in the United States.
- The coordination of an ATF explosives assessment at the U.S. Embassy Mexico City and a similar assessment of training needs by Mexican AFI, SSP, and PGR security and enforcement personnel.
- The coordination of Firearms Forensic Lab equipment and training assessments at the PGR Laboratory and SSP Laboratory.
- The coordination of intelligence sharing between ATF's Office of Strategic Intelligence and Information (OSII) personnel and vetted Mexican law-enforcement and intelligence officials.

The ATF logo is displayed in a large, bold, black, sans-serif font. The letters 'A', 'T', and 'F' are spaced out and centered within a dashed rectangular border.

Domestic Strategic Component

The domestic strategic component of ATF's responsibility under DOJ's SWB Initiative is designed to focus Bureau resources on its four affected border field divisions (Dallas, Houston, Los Angeles and Phoenix) in order to combat firearms violence, violent offenders, and firearms trafficking along the U.S. and Mexico border.

This component utilizes the results of firearms trace information/statistics for the affected area(s). It also encompasses various local initiatives implemented by the SWB field divisions as discussed in various internal documents/reports such as "Interdicting Guns and Ammunition to Mexican Drug Traffickers," which was composed by the ATF Corpus Christi Field Office and "Firearms Trafficking to the United Mexican States through Arizona – Project Iron River," which was authored by the Phoenix Field Division. ATF's focus on violence and firearms trafficking along the SWB, as outlined below, will also improve U.S. homeland security in that region.

Firearms Trafficking Investigations

While a great portion of the firearms and ammunition trafficking that fuels the violence along the SWB is concentrated in the areas covered by ATF's Dallas, Houston, Los Angeles, and Phoenix Field Divisions, firearms-trace results show that trafficking from other field divisions also accounts for a substantial portion of recovered crime guns. Additionally, firearms trafficking via the Internet and the illegal manufacture of machine guns from parts kits available via the Internet or mail are also potential problems. Therefore, all ATF Field Divisions will make firearms trafficking associated with crime guns encountered along the SWB a top priority.

Any firearms-trafficking investigation that specifically relates to this initiative will be coded in NForce with SWB for "Southwest Border Initiative" in order to measure the level of success of ATF's strategy in implementing this initiative. A project code of "SWB" will also be implemented in eTrace for this initiative.

OSII Field Intelligence Division analysts monitor firearms trace data, multiple-purchase information, out-of-state firearms recovery information, High Intensity Drug Trafficking Area (HIDTA) interdiction reports and other agency reports documenting firearms recoveries, to assist in identifying firearms trafficking patterns, trends, and methods.

ATF has formed an SWB Committee which will convene periodically to plan, coordinate, and evaluate the effectiveness of current border-trafficking enforcement activities, including those named above. ATF will conduct assessments in border towns to determine if there are any other areas where successful strategies may be applicable and effective.



The Mexican Army seized one .50 caliber Barrett rifle and two Norinco 7.62x.39mm rifles on August 9, 2005. Mexican military personnel stationed at a check point in the municipality of Navolato, Sinaloa, Mexico stopped a vehicle for a routine check. Although two of the three occupants of the vehicle escaped after they fled, the third occupant was arrested immediately when the soldiers discovered the weapons inside the vehicle.

Additionally, ATF brings the following tactics and resources to firearms-trafficking enforcement efforts:



The image shows the letters 'ATF' in a large, bold, black, sans-serif font, centered within a dashed rectangular border.

For cases in which Federal prosecution provides for enhanced sentencing, ATF and the U.S. Attorney's Office in each of the affected Field Divisions/districts will continue to target and prosecute the most violent offenders, or the "worst-of-the-worst." By identifying those specific cases in which individuals or organizations that have a history of violence have illegally obtained firearms, ammunition, and/or explosives, or are engaged in violent criminal activity that involves arson or the illegal use or possession of firearms or explosives, ATF will continue to impact the nefarious effects of violent crime. (See Appendix E for representative investigations.) In addition, along with investigating violent criminal organizations, ATF will continue to focus its efforts on investigating and prosecuting firearms traffickers and corrupt FFLs.

Other Investigations - Narcotics

It is the experience of ATF and DEA agents in the border area that many DTOs who are responsible for bringing narcotics into the United States comprise a ready market for illicit firearms. Their demand for high-caliber, quality firearms is a result of the need to protect their illicit drug business and eliminate rivals. These traffickers recruit individuals to purchase firearms in the United States or purchase firearms from persons trafficking firearms to Mexico. These weapons are frequently secreted in hidden compartments or voids in the same vehicles used to traffic narcotics into the United States.

HIDTA Task Forces and Organized Crime Drug Enforcement Task Forces (OCDETF) regularly encounter firearms during the course of their investigations.

Under the SWB Violent Crime Impact Team program, ATF will ensure that all firearms recovered in HIDTA and OCDETF investigations are traced, and that investigations relative to the sources of these firearms are conducted, particularly where the firearms are recovered from Regional Priority Organization Targets and Consolidated Priority Organization Targets.

ATF partners with HIDTA and OCDETF on DTO investigations that reveal the existence of a firearms-trafficking infrastructure. ATF has also provided DEA with access to, and training in, eTrace in an effort to increase firearms tracing by DEA.

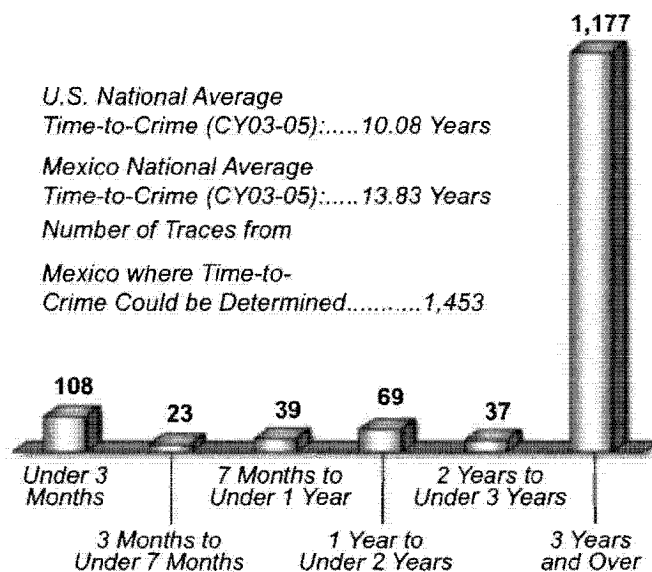
Additionally, ATF will work with the Customs and Border Patrol (CBP), DEA, and ICE, to ensure that all of the firearms they recover are traced, that an analysis of each of those traces is made to determine the source of the recovered firearm, and that investigations are initiated, when appropriate, to shut down trafficking operations that are arming DTOs along the border.

National Industry Operations Strategy

One key component to shutting off the illicit flow of firearms into Mexico and U.S. border states is ATF's industry inspection program of FFLs in the affected areas. A primary cause for unsuccessful firearms traces is the incomplete record keeping by FFLs.

ATF

TIME-TO-CRIME RATES FOR TRACED FIREARMS RECOVERED IN MEXICO
Calendar Years 2005-2006



U.S. National Average Time-to-Crime (CY03-05):..... 10.08 Years
Mexico National Average Time-to-Crime (CY03-05):..... 13.83 Years
Number of Traces from Mexico where Time-to-Crime Could be Determined..... 1,453

*Bureau of Alcohol, Tobacco, Firearms and Explosives
 Violent Crime Intelligence Division
 Violent Crime Analysis Branch*

The outreach component will include a firearms-industry component as well as outreach to other Federal, State, or local law enforcement. See memorandum from AD Field Operations (FO) which references the Industry Operations' Implementation Plan in Appendix F.

FFL Outreach and Training Activities

ATF will pursue face-to-face contact with all FFLs in the targeted areas and will conduct planned and well-advertised seminars. “Don’t Lie for the Other Guy” promotional campaign materials, available in both English and Spanish, will be distributed. The training will cover firearms trafficking, straw purchasing, record-keeping requirements, theft prevention, tracing, multiple sales, and theft-reporting requirements. This outreach, besides enhancing voluntary compliance, has three goals:

- To improve relations with FFLs by opening dialogue and providing information to industry members, including the clarification of rules regarding straw purchasers and sales to foreign customers.
- To further enhance ATF’s tracing capabilities by improving record keeping and reporting by FFLs in the targeted area.
- To develop informational leads that may assist in targeting potential traffickers of firearms and ammunition, or other unscrupulous FFLs that may be operating in violation of Federal or State laws.

Border Liaison Position

Each Field Division will assign a special agent to act as the Border Liaison in their specific area of operation. These FO personnel will be the front line of this initiative, attacking the issues on the ground level. In their areas of operation, they will be responsible for driving the collection and subsequent dissemination of actionable investigative intelligence through the Project Gunrunner structure. These individuals will be stationed in forward positions, adjacent to the border, and will be provided with the means to operate within Mexico to enhance their productivity (i.e., Diplomatic U.S. Passports, investigative and safety equipment, etc.).

BEST/OCDETF/ HIDTA

In January 2006, ICE, in collaboration with DHS and CBP, created Border Enforcement Security Task Forces (BEST) (see Appendix G). The BEST teams were created to develop a comprehensive approach to identifying, disrupting, and dismantling criminal organizations posing threats to border security. ATF currently participates in, and plans to expand our participation in, many of these task forces. In January of 2007, Attorney General Gonzales announced additional resources for use in combating the drug trafficking and border violence along the SWB (See Appendix H).

An inseparable relationship exists between violent firearm-related crimes in Mexico, Mexican-based criminal organizations, and the drug trafficking conducted by these organizations to destinations throughout North America. As a result, collaboration with BEST, HIDTA, and OCDETF assets will be sought at the earliest possible time once a qualifying nexus to a known DTO is documented. ATF continually emphasizes the investigative potential of firearms seized pursuant to these investigations and ensures all firearms recovered in BEST, HIDTA, and OCDETF investigations are not only traced, but that investigations relative to the sources of these firearms are exhaustively conducted, particularly where the firearms are recovered from Regional Priority and Consolidated Priority Organization Targets.

This will be done in conjunction with OCDETF’s Operation Gatekeeper. Operation Gatekeeper is a multi-agency, multi-district attack on the individuals and organizations referred to as Gatekeepers. These entities control the flow of drugs through the SWB corridors linking Mexico and the United States. The Gatekeepers generally operate at the behest of a Mexican drug cartel and are located in and manage geographically specific entry points along the United States-Mexico border.

Border-nexus weapons' interdictions will be coordinated through CBP who will be the lead for interdictions along the United States border with Mexico. CBP will coordinate the interdiction operation with the EPIC ATF Gun Desk but will have final decision authority on actual border-nexus interdictions. At no time will there be any type of cross-border operation, whether it is north or southbound without the concurrence of CBP. CBP will provide feedback to EPIC ATF Gun Desk regarding all seizures. All SWB Project Gunrunner weapons investigations will be coordinated through the EPIC ATF Gun Desk. All enforcement groups from ATF, CPB, ICE, DEA, FBI, USMS, US Secret Service, and National Drug Intelligence Center will provide firearms and explosives-related intelligence and case status reports to the weapons desk in EPIC regarding all related investigative leads, intelligence and seizures.

Gun Shows

ATF



On August 4, 2005, citizens of Uruapan alerted the municipal police after witnessing a group of suspicious civilians traveling in a vehicle at excessive speed through town and brandishing firearms. After a short pursuit, the vehicle was stopped and surrounded. A subsequent search of the vehicle and its occupants led to the recovery of ten rifles, three pistols, and a large quantity of ammunition, as well as the detainment of several suspects.

Highway Interdiction

It is widely known that many of the vehicles designed and used to traffic controlled substances from Mexico into the U.S. are used to return money and firearms to Mexico. By utilizing Federal, State and local law enforcement situated along the identified trafficking corridors and using the LPR technology, real-time intelligence gathered from these agencies will be funneled from its source, through EPIC resources, to personnel positioned adjacent to points of entry. This will identify and interdict the transportation of firearms and ammunition into Mexico along identified corridors, which will take advantage of the reduced border-search requirements for mobile-conveyance searches.

Telephone analysis**ATF****NForce/NSpect****ATF****Language**

For personnel operating abroad to do so effectively, they must possess the ability to communicate effectively. Many of these individuals are native and/or fluent Spanish speakers. However, the cadre of these employees with these skills is limited throughout ATF, and Spanish speakers are needed elsewhere throughout the country. Language and culture training will be needed depending on individual levels of proficiency.

Explosives/Detection K9**ATF****Forensic Training**

To improve upon the number of viable traces for recovered firearms, Mexico's law enforcement must be able to provide complete information regarding these firearms despite attempts made to obliterate the identifying marks. ATF, in concert with NAS Mexico City, has provided Serial Number Restoration and Firearms Identification training to forensic lab personnel in Mexico City. This training was very timely

since there are now three Integrated Ballistic Identification System machines in Mexico (Mexico City, Guadalajara and Reynosa).

Law Enforcement Training

A concerted effort continues to be made to focus ATF's training resources toward those involved in and/or affected by SWB firearms trafficking. Externally, ATF is continually assessing the training needs of Mexico's law-enforcement agencies to improve the quality of the trace results and other evidence recovered pursuant to their increasing violent-crime rates. It is incumbent on ATF to impress upon its domestic law-enforcement partners the importance of proper firearms identification and the value of comprehensive tracing. Additionally, ATF will conduct aggressive public and industry outreach and promotional efforts regarding the existence, elements, and repercussions of firearms trafficking to Mexico. Internally, much of the ATF workforce that will conduct investigations involved in Project Gunrunner are either native or proficient Spanish speakers; however, additional language and culture training is necessary at various skill levels. For the real-time intelligence component of this initiative to be successful, ATF will standardize data entry as it pertains to Project Gunrunner designation which will lead to consistent and complete record maintenance and the ease of information retrieval.

Firearms Trafficking

ATF's Training and Professional Development Directorate (TPD) has perfected an SWB Firearms Trafficking course to enhance the attendees' knowledge and resources in combating firearms trafficking along our southern border. The course will orient the attendees with current advanced firearms-trafficking concepts, intelligence sources, schemes, patterns, and trends that are prevalent along the US-Mexico border. The objectives of the class will be to introduce appropriate methods for investigating firearms-trafficking offenses through the utilization of new and innovative techniques, as well as to expose the participants to actual case studies, projects, and operations that are relevant to SWB firearms trafficking. Additionally, the collective networking of our resources, contacts, techniques, and issues will prove to be an added benefit to those involved in combating SWB firearms trafficking. Two classes are scheduled to be delivered in August and September of 2007.

In June 2007, at the International Law Enforcement Academy San Salvador, ATF will be delivering instruction on firearms trafficking, firearms tracing, ballistics, and gangs to various law-enforcement entities from the countries of El Salvador and Mexico. This is the third such course delivered to this audience.

Further, ATF has developed a course on recognizing the characteristics of armed persons. This four-hour course, designed for State and local police officers as well as agents, provides authorities with the skills and abilities needed to recover crime guns from the street prior to their use in additional crimes of violence. The course includes detailed instructions on identifying the characteristics of persons who carry concealed firearms, the legal issues concerning stop and frisk, and articulating probable cause for searches. An emphasis will be placed upon delivering this course to law-enforcement authorities with areas of operations along the Mexican border. This training will both enhance the officers' margins of safety on the street by making them aware of when they are dealing with an armed suspect, and it will also increase the number of street-level recoveries of firearms.

With the implementation of this domestic component of ATF's strategy in DOJ's SWB Initiative, the Bureau will be able to effectively address the current narco-trafficking violence threat affecting both sides of the border.

Intelligence Component

In order for intelligence relating to this initiative to be of value, it must be “real time” in nature. To this end, each entity within the Intelligence Component must be diligent in its exercise of information flow to and from other strategic components and other domestic and Mexican counterparts.

OSII

ATF

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ATF

Project Gunrunner Coordinator

ATF has designated a Project Gunrunner Coordinator, responsible for the coordination of the agency's overall SWB Initiative efforts. This individual is assigned to OSII and stationed at EPIC.

The Project Gunrunner Coordinator will:



Appendix I is OSII's Draft Strategic Assessment of the SWB Initiative. It contains additional information pertaining to OSII's responsibilities.

EPIC – Central Information Collection Point



Project Gunrunner will incorporate ATF, ICE, CBP, and other participating agencies into joint initiatives based upon expanded information sharing and coordinated operations. By September 1, 2007, ICE principal field officers should have coordinated with their CBP and ATF counterparts to implement regional initiatives and intelligence sharing/de-confliction to counter outbound-weapons smuggling to Mexico.

A thorough analysis of the collected data on weapons seized at the border and in Mexico will: 1) establish sales/purchase patterns, 2) identify areas in Mexico that have a high concentration of seized firearms, and 3) identify and target persons and/or businesses that are involved in the selling/purchasing of weapons smuggled into Mexico.

ATF will work in concert with other agencies assigned to EPIC. ATF has sole regulatory authority of FFLs and Federal Explosives Licensees and the only NTC for tracing firearms as well as the US Bomb Data Center for tracing explosives. All SWB firearms investigations will be de-conflicted and intelligence will be shared through the EPIC ATF Gun Desk.

Violent Crime Analysis



ATF

Field Intelligence Groups



ATF



Performance Measures

Several areas within the Project Gunrunner lend themselves to insights as to its effectiveness. In order to monitor the productivity of the efforts committed to this initiative and to assign or re-adjust resources appropriately, the following areas have been identified:



- Number of firearm recoveries. (NForce/MCO)
- Change in firearm and controlled substance prices. (EPIC/DEA)

Needs Assessment

General Needs Assessment

Short Term

- Spanish version of eTrace and associated Firearms Tracing System modifications.
- Expanded hours for contract analysts supporting border field divisions.

Long Term

- **ATF**

Field Operations Needs Assessment

In order for ATF to successfully accomplish a reduction in firearms trafficking and related violent crime in the SWB region and Mexico, additional assets must be committed to this initiative. These can be categorized as short and long-term needs, respectively.

Short Term

- **ATF**
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Long Term

ATF criminal and industry operations offices are understaffed in the border cities where the majority of DTO-related crime occurs.

- **ATF**
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ATF

Below are the additional staffing needs to achieve the ideal staffing levels to conduct the Project Gunrunner successfully:

LOCATION	OFFICE	SA	IOI	IRS	IA	PSA	ATTY	FSN
HQ	EPIC							
	VCAB			ATF				
	OSII							
	CHIEF COUNSEL						ATF	
FIELD DIVISION	COORDINATOR							
	CHULA VISTA*							
	EL CENTRO*							
	TUSCON I							
	SIERRA VISTA*							
	TUSCON II							
	YUMA*					ATF		
	LAREDO							
	MCALLEN						ATF	
	BROWNSVILLE*							
	LAS CRUCES							
	EL PASO	ATF						
	DEL RIO*		ATF		ATF			
	ROSWELL*							
	MIDLAND/ODESSA*							
FUSION CENTERS*								
INTERNATIONAL (TO BEGIN AS TDY)	EPS – MEXICO							
	MEXICO CITY							
	MONTERREY*							
	HERMOSILLO*							
	GUADALAJARA*							ATF
	TJUANA*							
	MAZATLAN*							
TOTAL							ATF	

*NEW OFFICES

Conclusion

ATF's SWB Strategy, with its international and domestic components, expects to make a significant contribution to DOJ's department-wide SWB (Narco-Violence) Initiative. This focused approach will ensure that a significant impact is made on the violence affecting communities in the affected region.

Appendix A



Department of Justice

FOR IMMEDIATE RELEASE
THURSDAY, OCTOBER 13, 2005
WWW.USDOJ.GOV

AG
(202) 514-2008
(202) 514-2008

FACT SHEET

ATTORNEY GENERAL OF MEXICO DANIEL CABEZA DE VACA ANNOUNCE INITIATIVES TO COMBAT NARCOTICS-RELATED VIOLENCE ON THE BORDER

The U.S. and Mexican Attorneys General along with officials from the Offices of the Attorneys General of the State of Texas and the State of Tamaulipas in Mexico met in San Antonio today to discuss mutual concerns and to review a series of law enforcement initiatives to strengthen our coordinated attack on the narco-violence plaguing the communities on both sides of the border.

Today's high-level meeting followed a meeting in Houston on September 13, 2005 of more than 100 federal law enforcement and criminal justice representatives of the United States and Mexico and their state counterparts from Texas and Tamaulipas to focus their attention, experience, and skills on developing initiatives and additional efforts to confront the increased violence attributed to narcotics trafficking in the border area. The meeting resulted in concrete recommendations for action and provided an opportunity for all to meet personally with counterparts across jurisdictions and across the border who are working against the troubling increase in narco-violence in the Southwest Border region.

The recommended and agreed-upon bilateral initiatives, some of which Attorney General Alberto R. Gonzales and Attorney General of Mexico Daniel Cabeza de Vaca highlighted at a joint press conference in San Antonio, Texas, today are as follows:

TACTICAL LAW ENFORCEMENT EFFORTS

- The U.S. and Mexican federal and state criminal justice authorities have committed to coordinate law enforcement efforts, using all available legal authorities, to counter and quell the extreme narco-violence in the border area and to disrupt the flow of illicit proceeds that fuel that violence.

Information and Intelligence Sharing

- The United States and Mexico will improve the coordination and timeliness of law enforcement information sharing between and among the appropriate U.S.-Mexican *federal and state* authorities and agencies on both sides of the border relating to narco-violence forces, forensics, prison security, victim/witness security, cross-border currency flows, and firearms trafficking.
- As an example, the United States and Mexico will establish points of contact and a regular course of meetings to improve and expedite information sharing opportunities that will specifically enhance both sides' knowledge and capabilities to combat cross-border firearms trafficking.

Project Gunrunner · June 2007 INTERNAL USE ONLY - DO NOT DISSEMINATE OUTSIDE OF ATF A-1

- The United States and Mexico will place *special emphasis* on the coordinated and prompt exchange of information about relevant events that occur on our respective sides of the border that may impact the other country so that both may effectively determine and initiate any necessary country-specific or coordinated law enforcement response.

Training and Technical Assistance

- The United States will provide Mexico with training and technical assistance in an array of criminal investigative areas, to include:

Port of Entry Security: the United States will offer training for Mexican custom officials (vetted units) on the utilization of truck portal x-ray machines (previously provided by the USG) at strategically located ports of entry within Mexico

Forensics: the FBI will detail for the Government of Mexico (GOM) how they might best submit evidence to the United States for advanced forensic examination and analysis, explore opportunities to transfer U.S. lab equipment to the GOM (and provide necessary training on the equipment) to assist Mexican forensic personnel in advancing their forensics capability, share forensics protocols to ensure full compatibility with international evidentiary databases (*e.g.*, DNA databases), and consider mechanisms to permit the rapid exchange of forensic results; and

Prison Security: the U.S. Bureau of Prisons will provide information to the federal prison facilities in Mexico on electronic devices and equipment used in the U.S. federal prisons to deter and detect the introduction of contraband into the prison system.

- In addition, recognizing the devastating impact of this continued violence on those in the communities on both sides of the border and on our separate and coordinated efforts to bring to justice those that perpetuate this violence, the United States and Mexico will work together to ensure prompt responses to threats against officials, victims, and witnesses by the violent criminal organizations operating in the border areas in order to ensure their safety and availability. To that end, the United States will share its experiences as well as offer training and technical assistance to Mexico on Victim/Witness Security Programs, a Crime Victim Fund, and a coordinated U.S. - Mexican Rewards Program.
- The United States will also explore opportunities to provide and expand training and technical assistance and equipment to enhance Mexico's capabilities in post-blast investigations, crime scene preservation, security-conscious investigative practices, and firearms and explosives detection at the border (including the use of weapons detection canines).

Additional Bilateral Cooperative Measures

- Finally, State officials will continue their law enforcement cooperation, support, and discussions on the effective and coordinated use of task forces in both countries. The federal components of both the U.S. and Mexican governments will continue to meet on a regular basis in the U.S.-Mexican Senior Law Enforcement Plenary in an ongoing effort to coordinate initiatives and overcome obstacles to progress in all phases of the work against international criminal organizations.
- The United States and Mexico will explore opportunities for bilateral conferences of judicial branch members.

Appendix B



U.S. Department of Justice

Bureau of Alcohol, Tobacco,
Firearms and Explosives


Office of the Director

MAR 6 2007

Washington, DC 20226

MEMORANDUM FOR THE ATTORNEY GENERAL

THROUGH THE DEPUTY ATTORNEY GENERAL

FROM: Michael J. Sullivan
Acting Director 
Bureau of Alcohol, Tobacco, Firearms and Explosives

SUBJECT: Visit to Mexico City

At your request, I visited Mexico City from February 13-15, 2007, to meet with senior law enforcement officials and Ambassador Garza to discuss ways ATF can work cooperatively with our Mexican counterparts on the issue of gun trafficking. The meetings were substantive, informative, and productive. This memo provides a brief overview of the meetings and outlines the efforts ATF intends to pursue over the next several months to reduce the flow of illegal guns from the United States to Mexico.

MEETINGS WITH SENIOR MEXICAN LAW ENFORCEMENT

On the morning of February 14, 2007, ATF met with Secretary of Public Safety Genaro Garcia Luna and his senior officers at SSP headquarters. In the afternoon, we met with Attorney General Eduardo Medina Mora and several of his senior advisors. In both meetings, we discussed the new Administration's efforts to consolidate and modernize their federal law enforcement agencies, and ways to better cooperate on gun trafficking matters.

According to Garcia Luna, he is working to modernize and merge Mexico's federal police agencies: AFI, PFP, Customs and Immigration. The new agency will be called the CFP (Cuerpo Federal Policiaco).

ATF

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ATF

We closed both meetings by outlining a series of steps ATF will take to further cooperation and strengthen our partnership to better reduce firearms trafficking in Mexico. Those steps are detailed in the latter half of this memo.

To summarize, Mexico's primary requests were as follows:

ATF

ATF COMMITMENT TO REDUCE FIREARMS TRAFFICKING IN MEXICO

ATF remains firmly committed to assisting Mexico in reducing firearms trafficking from the United States. To that end, ATF offered the following assistance to Medina Mora and Garcia Luna in this area:

ATF

Memorandum for the Attorney General
Subject: Visit to Mexico City

Page 3



ATF

CONCLUSION

ATF stands committed to assisting the Department and the Government of Mexico in efforts to reduce firearms trafficking and gun violence in Mexico. Please let me know if you or your staff would like further information about any of the matters contained in this memorandum.

Attachment

ARMS TRAFFICKING FROM THE UNITED STATES OF AMERICA TO MEXICO

PROBLEM:

The ease in which firearms are acquired in the United States of America contributes to the fact that the Mexican border has become a place where violence has been more prevalent than normal. A large number of weapons trafficked to México are legally purchased by Americans or residents through straw purchasers.

Firearms recoveries in Mexican territory have shown that companies importing AK-47, Uzi, Taurus pistols, Heckler & Koch and Sig Sauer, into the US, are manufactured in other countries and imported into the United States by companies established there.

ATF

There are nearly 100,000 authorized firearms dealers in the United States, including sporting goods stores, Army-Navy stores, super markets such as Wal Mart, pawn shops and street markets. More than 12,700 dealers are located in cities near the United States-Mexico border.

Pawn shops are the most effective way to purchase firearms. It is very common that these kinds of shops have the authorization to sell guns, as they have lots and lots of weapons that are pawned. There are many pawn shops along the United States-Mexico border. In these type shops, you can find any kind of weapon that can be bought on anyone's budget, new or second hand, especially shotguns and rifles.

ATF

In some cases, ATF is not capable to tracing firearms that were seized successfully because of the following reasons:

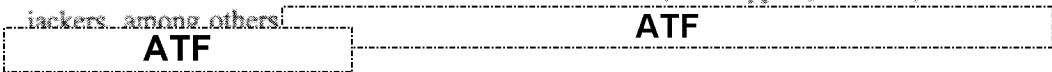


In our country, combating criminal organizations involves primarily narco-trafficking, it is noted that the arsenals being utilized have become more powerful, such as:

- Anti rocket launcher, AT4, cal 84mm
- Anti rocket launcher, M72, cal. 66mm
- Grenade launcher, M203, cal. 40mm
- Fragmentation grenades.
- Barret, cal. 50
- FN Herstal, Five-Seven, cal 5.7 x 28mm

There have been very significant seizures in México, in the States of Sonora, Chihuahua, Nuevo Leon, Tamaulipas, Sinaloa, Veracruz, Jalisco, Michoacán. In Central Mexico, mainly in the State of Mexico and the Federal District; in South Mexico, in Guerrero and Chiapas.

These seizures have been related to narco-traffickers, kidnappers, robbers, and car jackers, among others.



Guns seized in Mexico, fulfill any kind of necessities, such as self-defense (kept in houses for protection), as well as for delinquents from organized crime or common criminal organizations.



It is important to mention that smuggling weapons into Mexico, can be verified thru the "ant trail" process.

It is obvious that weapons "travel" all around the Mexican territory from north to south and not the other way round, this is reason enough to believe that current cooperation policies have to be re-adjusted among the two countries in order to reach more realistic agreements to stop the arms trafficking, since the impact in violence on the border caused by this fact, affects both Mexico and the United States. Mexican military forces have been utilized recently, which signifies a "red" alert for both countries, because those kinds of weapons are so easily available to terrorists as well as to organized criminal organizations. In fact terrorists can attack even without crossing the border, one of the facts of most concern to the United States in terms of national security. On the other hand, the struggle among the drug cartels for leadership, has resulted in risk to civilian's security, peace and government functions along our borders.

The biggest concern for Mexico is to stop firearms and ammunitions trafficking that are supplying the criminals, since not only powerful guns have been seized, but lately Mexican authorities have seized devices that were not commonly use by them, such as: fragmentation grenades, 40 mm caliber grenades, Barret .50 caliber rifles and most recently the "New Generation" guns: the FN (Fabrique Nationale) Five-Seven, caliber 5.7mm, manufactured in Belgium, but imported to the United States. Bottom line is this is belligerent material, not very common by the way, in hands of organized criminal gangs, which are suppose to be for military use only, nevertheless, we can say that they are easily obtaining them illegally, which is very concerning because of the harmful power they have.

ACTIONS PROPOSED TO SOLVE THE PROBLEM

Mexico has been persistent in the necessity of taking action to promote and strengthen the binational cooperation to combat firearms trafficking from the United States of America to our country, as well as to investigate, prosecute, identify, detect and detain possible traffickers or "mules", requesting from the United States of America to pay attention in the following issues:

1.
2.
3.

ATF



Appendix C

United States - Mexico Binational Commission (BNC) Working Group on Law Enforcement and Counter-Narcotics Matters

Background

The Law Enforcement and Counter-Narcotics Working Group has been meeting since the inception of the Binational Commission (BNC). The Group, chaired by the Attorneys General, includes senior representatives of all major law enforcement entities in Mexico and the United States who meet each year in the BNC setting to discuss and resolve policy issues, and to promote continued and improved bilateral cooperation in fighting crime and ensuring the security of the citizens, communities, and institutions of both countries.

Without question, this bilateral cooperation has taken on increased importance in the light of each country's persistent efforts to fight against terrorism financed through narco-trafficking and other illegal means. The BNC Group also receives the report and monitors the ongoing practical efforts of the Senior Law Enforcement Plenary (SLEP), which serves as the primary coordinating mechanism for our bilateral law enforcement cooperation. At each SLEP session, especially at the session held in Washington, D.C., April 7/8, 2005, SLEP's sub-working groups showed much greater progress in their bilateral efforts, and a higher level of mutual confidence. The level of cooperation demonstrated sets a higher standard for the future with respect to effective and cooperative law enforcement efforts.

ATF Training to Mexican Government (April - September 2005)

April 26-29, 2005:

ATF, through its Mexico City Office (MCO), provided Basic Firearms and Explosives Identification training to 205 local, State, and Federal officials from the State of Morelos. The opening and closing ceremonies included high-level Morelos government officials, and State and Federal agents. The training was very well received and will be used as a model for future academy training.

May 19, 2005:

ATF sponsored training for 10 Attorneys General of the Republic (PGR), Federal Public Ministry (prosecutor) agents in Mexico City, Mexico. Two PGR laboratory technicians also attended the training. The training was on Basic Firearms and Explosives Identification and the instructors consisted of personnel from ATF's Explosives Technology Branch (ETB), Crime Gun Analysis Branch (CGAB), and Firearms Technology Branch (FTB). Towards the end of the training session, Agencia Federal de Investigacion/Federal Agency of Investigation (AFI) agents brought in several recently seized firearms and requested ATF assistance in properly identifying them.



June 29, 2005:

ATF coordinated for ATF/El Paso, Texas, to present two, 4-hour sessions of Basic Explosives Identification training to a total of 200 Mexican law enforcement officers, including the Mexican Attorney General's Office, Federal Secretariat of Public Safety, Highway and Airport Police, Mexican Customs, Special Operations, Mexican Military, and the National Central Intelligence and Security Agency. This provided ATF MCO an opportunity to meet and establish information sharing contacts with Mexican Federal, State, and local law enforcement officials.

Pending ATF Training to Mexican Government

1. ATF has completed final preparations at the PGR forensics laboratory for the 2nd Annual Ballistics Seminar scheduled for October 24-28, 2005. An ATF toolmark examiner recently conducted an assessment of the PGR forensics lab in September 2005, and determined that the PGR lab met the requirements to proceed with the training seminar. ATF forensics personnel will serve as instructors to 30 PGR laboratory technicians.
2. The Federal Investigative Agency (AFI) requested several explosives-related training courses. AFI is interested in International Post-Blast Investigation, Render Safe, and training on the Handling and Transporting of Pyrotechnics. They have also requested training in canine operations.

Appendix D

	BUREAU OF ALCOHOL, TOBACCO, FIREARMS AND EXPLOSIVES		
	NATIONAL TRACING CENTER DIVISION		
LAW ENFORCEMENT INTRODUCTION TO THE eTRACE INTERNET BASED FIREARM TRACING APPLICATION			
Chief LE Official:	_____	Initial Contact Date:	_____
Agency Name:	_____		
Agency Address:	_____		

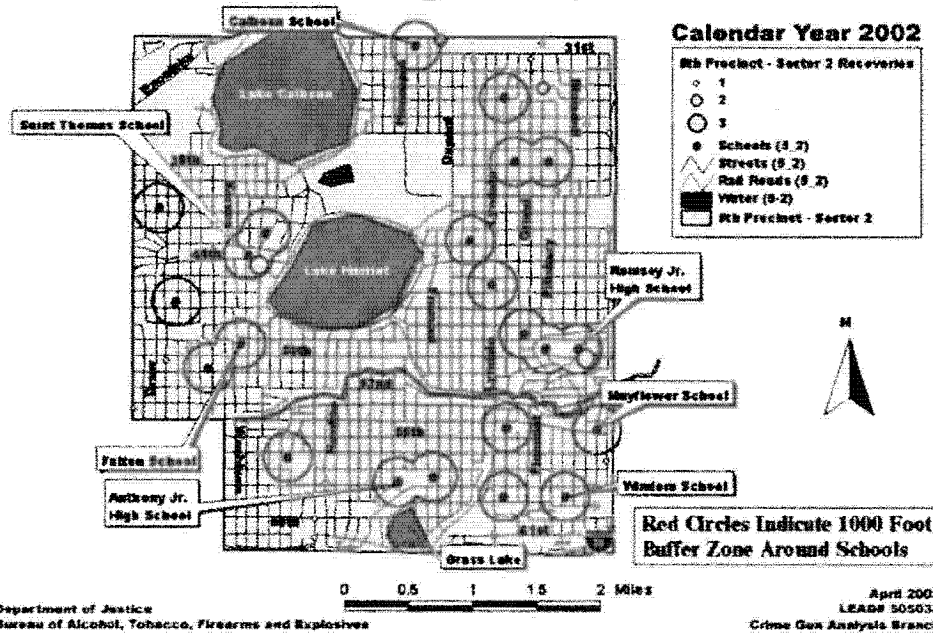
ATF Field Division Point of Contact:	_____	Phone:	_____
Introduction to eTrace			
<p>The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) would like to extend its on-going commitment to the law enforcement community by providing participating agencies with a paperless firearm trace submission system that is readily accessible through a connection to the worldwide web (Internet). This system, known as eTrace, provides the necessary utilities for submitting, retrieving, storing and querying all firearms trace related information relative to your agency. The newly developed eTrace application not only provides your agency with the ability to electronically submit firearm trace requests, but also to monitor progress of traces and efficiently retrieve completed trace results in a real-time environment. Additionally, eTrace provides an invaluable new feature that will provide your agency immediate access to a user friendly and searchable online database comprised of all trace requests submitted by your agency. This tool will provide your agency with the ability to perform detailed search functions and customized analysis relative to your jurisdiction.</p>			
<p>In recent years, ATF has made a concerted effort to leverage existing information technology to better assist law enforcement agencies in the investigation of illicit firearms trafficking as well as the interdiction of firearm sources to juveniles, youth offenders and other prohibited persons. The eTrace application is the newest tool available to the law enforcement community in a growing investigative arsenal. This correspondence is intended to provide an executive level overview of the eTrace application, to include: availability, functionality, benefits, and the steps required to gain access.</p>			
What is firearm tracing?			
<p>Firearm tracing is the systematic process of tracking a recovered crime guns chain of custody from it's source (manufacturer/importer) through the chain of distribution (wholesaler/retailer) to the individual who was the first retail purchaser of the firearm, or to a point where all other possibilities of identifying the original purchaser have been thoroughly exhausted. The ATF National Tracing Center processes approximately 250,000 firearm trace requests for both foreign and domestic law enforcement agencies annually. Comprehensive firearms tracing by jurisdiction or community, involves the tracing of all recovered crime guns within a particular geographic area (e.g., city, county, metropolitan area, or State). Information</p>			
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obtained through the tracing process is utilized to solve and/or enhance individual cases and to maximize investigative lead development through eTrace. For example, the analysis of trace related data might reveal that a particular individual has repeatedly purchased firearms that were later recovered from crimes within your community.

Law Enforcement agencies that make a commitment to comprehensive firearms tracing through ATF will be provided with an information platform for developing the best local investigative strategies for their community in the reduction of firearm related crime and violence. The term "comprehensive firearms tracing" refers both to the quantity and quality of firearm traces submitted. For an agency to succeed in producing meaningful analysis of its firearm tracing information, the relative data must be as complete and accurate as possible. Therefore, true comprehensive firearms tracing occurs when an agency traces all of its recovered crime guns and provides all available information detailing the circumstances of each recovery. The relevant information refers to not just the proper identification of the firearm, but also includes specific details regarding the firearms' possessor, associates, location of recovery, and associated crime.

*Below is a sample of a typical map that can be generated as a result of your comprehensive firearm tracing effort:

Crime Gun Recovery Locations Anytown, USA



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What functionality is available via eTrace and what benefits will it provide to your agency?

eTrace is an Internet based firearm trace submission system and trace analysis module available to the entire law enforcement community. The focus of the e-Trace application is to enhance current trace protocols to efficiently function in a web-based environment and provide for the secure exchange of firearm trace related information between the user community and the ATF, National Tracing Center. The eTrace application allows participating law enforcement agencies to both submit firearm traces to the National Tracing Center and to electronically receive firearm trace results in a real-time environment.

eTrace also affords law enforcement agencies direct access to a historical database of firearm trace related data comprised of all requests initiated by a particular agency. More importantly, eTrace provides the ability to perform analysis of your agencies trace related data through a broad search utility. A search for traces can be initiated on virtually any data field captured or combination thereof, to include: individual names, recovery location address, type of crime, date of recovery, etc. eTrace also provides users with the ability to generate analytical reports regarding the number of traces submitted over time, the top firearms traced, time-to-crime rates, age of possessors and more. To access and utilize the e-Trace application, the only infrastructure an agency needs is a personal computer and access to the World Wide Web, thus empowering even the smallest of agencies to comprehensively trace their firearms and perform on-line data analysis.

Benefits of utilizing eTrace to facilitate the firearms tracing process include the following:

1. The ability to identify investigative lead information relative to your trace request,
2. A significant decrease in the turnaround time required to process a trace request,
3. An increase in the overall number of crime guns traced by providing a user friendly interface for entering trace data,
4. Improved data quality of trace related information by providing real time data validation,
5. The ability to monitor the status of traces,
6. The ability to view/print/download completed trace results (All print functions are formatted for standard 8 ½ x 11" paper),
7. The ability of the users to perform on-line analytical research relative to your jurisdiction.

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What functions are available through the eTrace application?

High-level functionality available through the eTrace application includes the following capabilities:

- Enter, validate and submit comprehensive firearm trace request data
- View a summary listing of recently submitted traces
- View the status of a trace (In Progress, Completed, Delayed)
- View, Print, and Download detailed trace request and trace result information
- Perform a "Quick-Search" or a detailed multi-layer search for traces
- Submit Urgent Trace Requests for processing
- Update a trace (user may only update a trace for which they were the original submitter)
- Re-Open a trace based upon the provision of previously missing or invalid data
- Online Help & Frequently Asked Questions bulletin board
- Access to the Firearms Identification Guide (FIG)
- Generate analytical reports (i.e.- number of traces, top firearms traced, time-to-crime rates, age of possessors, etc...)

Additional information relative to each of the above listed functions is detailed in the eTrace Users Manual and within the online help utility found on the eTrace website.

How can a Law Enforcement agency gain access to eTrace?

The eTrace application was developed and is administered by the ATF National Tracing Center Division. However, access to eTrace is being coordinated through the various ATF Field Divisions located throughout the United States. Receipt of this information packet is the first step towards obtaining system access. To gain access to eTrace, the chief of police (or equivalent) must complete and return the attached Memorandum of Understanding (MOU). This MOU will establish an interagency agreement governing the access and utilization of eTrace. In addition, the MOU will designate a primary and alternate point of contact within your agency. The appointed individual(s) will be responsible for providing and maintaining a list of personnel within your department that require access to eTrace.

The MOU will provide a section in which the designated POC must identify all personnel within your organization that you would like to be granted an eTrace account. This list must include the employees' name, title, unit and phone number. The designated POC will also be responsible for contacting the National Tracing Center in the event that an individual's access needs to be suspended or cancelled for any number of reasons, to include: employee transfer, retirement, or release from employment. Please keep in mind that once an account has been issued, failure to access the application for a period of 90 days or more will result in the account being locked out. Therefore, your agency should be somewhat judicious in choosing the individuals whom you would like to grant access to eTrace.

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After the attached MOU has been completed and signed by both the local ATF Field Division representative and the chief or your law enforcement agency the original copy should be mailed to the ATF National Tracing Center at the following address:

Bureau of Alcohol, Tobacco, Firearms & Explosives
National Tracing Center Division
Law Enforcement Support Branch
244 Needy Road
Martinsburg, WV 25401
Attn: eTrace Customer Service Group

Upon receipt, a representative from the National Tracing Center will initiate a phone call to the designated point of contact within your organization and provide detailed instructions on the process of requesting and receiving an eTrace user account (user id. and password). Once the user account is created, each user will be individually contacted and provided with their user account information. At that point, the users will be able to access the eTrace application through an Internet connection and immediately begin to take advantage of this real-time firearm trace submission and trace data analysis system.

(A sample of the eTrace "My Trace Requests" screen is included on the next page)

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Appendix E

Recent Adjudicated International Firearms Trafficking Investigations Involving Mexico

CASE/INSPECTION TITLE:

SYNOPSIS OF INVESTIGATION:

ATF

CASE/INSPECTION TITLE:

SYNOPSIS OF INVESTIGATION:

ATF

CASE/INSPECTION TITLE:

SYNOPSIS OF INVESTIGATION:

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CASE/INPECTION TITLE: **ATF**

SYNOPSIS OF INVESTIGATION: **ATF**

ATF

CASE/INSPECTION TITLE: **ATF**

SYNOPSIS OF INVESTIGATION: **ATF**

ATF

Appendix F

Division Industry Operations Guidelines

701140:WJO
5300

MEMORANDUM TO: All Special Agents in Charge
All Directors, Industry Operations

ATTN: Assistant Director
(Enforcement Programs and Services)

FROM: Assistant Director
(Field Operations)

SUBJECT: Southwest Border Initiative – Industry Operations Strategy

On October 13, 2005, in response to escalating narco-trafficking violence along the southwest border – which has included the kidnapping of American citizens and the murder of Mexican officials – Mexican and American authorities announced what has come to be known as the Southwest Border Initiative (SWBI). This initiative focuses the resources of the Department of Justice’s various agencies in an effort to meet the threats affecting the cities and towns on both sides of the border.

ATF’s Southwest Border Initiative strategy is to deny the “tools of the trade” to the firearms trafficking organizations operating in border areas through proactive enforcement of firearms laws primarily in the affected border field divisions.

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Specific information and procedures regarding these components are discussed in the attached FY 2007 Southwest Border action plan.

If you have any questions, please contact Program Manager

ATF

via email or at

ATF

ATF

William Hoover

FY 2007 Southwest Border Initiative

Strategy

The primary goal of the DOJ's SWBI is to reduce firearms violence and firearms trafficking along the U.S./Mexico border. ATF is utilizing resources of its four affected border field divisions (Dallas, Houston, Los Angeles, and Phoenix) to fulfill its responsibility under this initiative. Industry Operations contributes toward this goal through compliance inspections and outreach activities.

Industry Operations Objectives

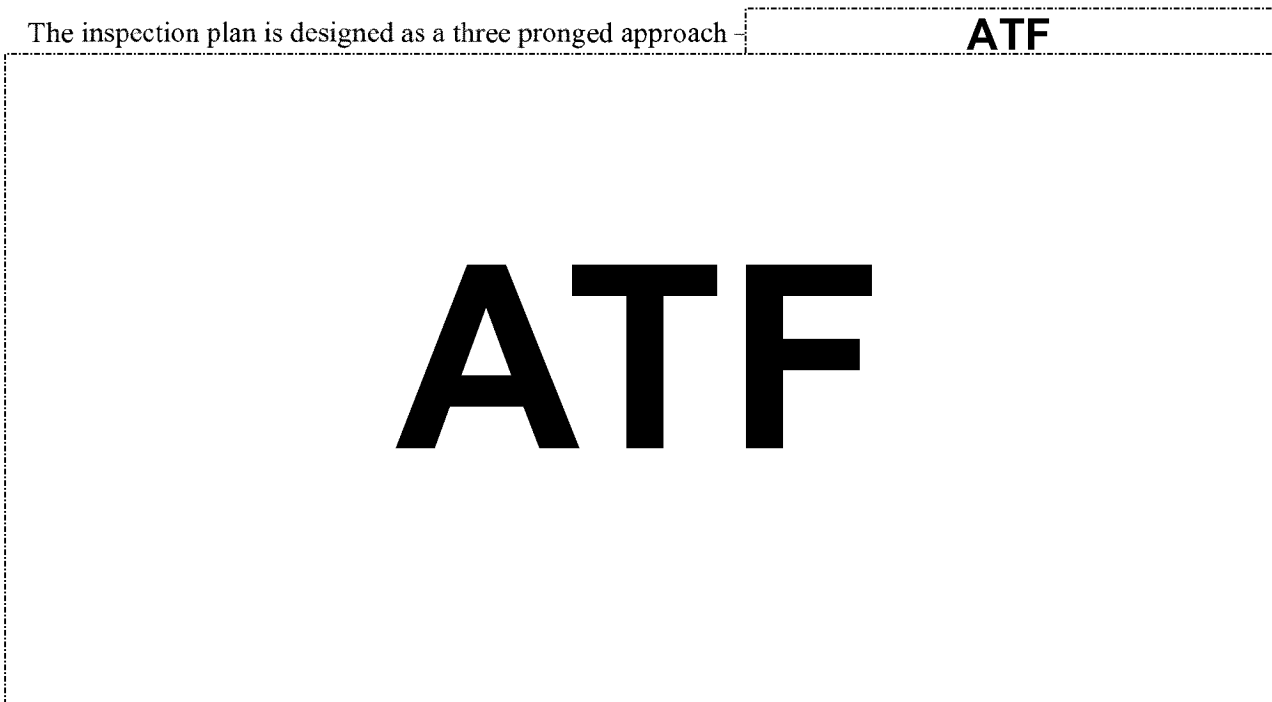
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Action Plan

The inspection plan is designed as a three pronged approach

ATF



ATF

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The successful completion of this component will:

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ATF

Outreach Activities

This component has two facets: Outreach to the firearms industry and outreach to other Federal, State, or local law enforcement.

Any SWBI outreach activity must include contact with other Federal, State, or local law enforcement agencies. IOIs will work with ATF Criminal Enforcement to make contact with agencies such as DEA and ICE, and state or local agencies such as Texas Workforce Commission to inform them of our role in combating firearms trafficking. Ideally, this will result in an open dialog and sharing of intelligence information that will benefit our initiative as well.

Outreach to the industry will also be conducted. Utilizing intelligence information, DIOs will coordinate with the area offices in pursuing face-to-face contact with selected FFLs in the targeted areas to educate them about straw purchases and firearms trafficking and answer any of their questions. The IOIs making the contacts will encourage the FFLs to deter criminal activity by reporting suspicious persons/dispositions to ATF.

The successful completion of this component will result in:

- Enhanced voluntary compliance by FFLs
- An open dialog with FFLs that will result in the forwarding of information to ATF regarding suspicious transactions
- Dissemination of information and clarifying of rules to industry members
- Enhanced tracing ability due to improved record keeping and reporting by FFLs in the targeted area
- An open dialog with other law enforcement agencies that will result in the sharing of intelligence information

Assignment Coding



Seminars and other outreach activities should be coded as Tier I, General, Tier II, Firearms, Tier III, Outreach Industry. Because this Tier III code does not differentiate these assignments from other industry outreach, we ask that you please include a notation in the special instructions field in N-Spect that this assignment is in support of the Southwest Border Initiative so it can be more readily identified. The above coding process will ensure that inspection completions can be queried or otherwise efficiently tabulated, and that completions will be attributed to applicable programs.

Performance Measures

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ATF

FY 2007 Southwest Border Initiative

Weapons of Choice

Primary New Weapons of Choice

ATF

Additional New Weapons of Choice

ATF

Secondary Market Inspection Weapons of Choice

ATF

Appendix G



Department of Justice

FOR IMMEDIATE RELEASE
FRIDAY, JANUARY 6, 2006
WWW.USDOJ.GOV

(202) 514-2007
TDD (202) 514-1888

DOJ TO PARTNER IN TASK FORCES TO COMBAT CROSS-BORDER CRIME AT THE SOUTHWEST BORDER

Washington - Department of Homeland Security (DHS) Secretary Michael Chertoff announced today the creation of new Border Enforcement and Security Task Forces, as part of the Department's Secure Border Initiative aimed at increasing control over our borders. These task forces will be nationally-integrated teams with federal, state, and local representation specifically directed at cross-border criminal activity.

"These new task forces will take a comprehensive approach to dismantling criminal organizations that exploit our border," said Secretary Chertoff. "The task forces will be charged with sharing information, developing priority targets, and carrying out coordinated law enforcement operations that will enhance border security."

"We are very pleased to join DHS in this initiative," said Attorney General Gonzales. "The complexities surrounding the security of our borders require innovative partnerships and strategic thinking. The intelligence-driven enforcement teams announced today exemplify the type of collaboration needed to be successful in securing our borders."

The Border Enforcement and Security Task Forces build on the Department's experiences fighting violent cross-border crime in Laredo, Texas during Operation Black Jack. Operation Black Jack has been a focused effort to coordinate Immigration and Customs Enforcement, Customs and Border Protection, Drug Enforcement Administration, Federal Bureau of Investigations, Bureau of Alcohol, Tobacco, Firearms and Explosives, U.S. Marshals Service, and other state and local law enforcement agencies, with significant support from the United States Attorney's Office and the District Attorney's Office. Operation Black Jack has already resulted in the arrest of 26 individuals, and the seizure of more than \$1 million in U.S. currency, 19 assault rifles, 300 pounds of marijuana, and 330 pounds of cocaine.

Operation Black Jack has benefited from information assembled by multiple agencies to go after organized cross-border criminal activity. Like Operation Black Jack, additional task forces will be co-located, intelligence-driven enforcement operations, placed in areas where significant border security vulnerabilities exist, and where measurable results can be achieved.

Border Enforcement and Security Task Forces will focus on every element of the enforcement process, from interdiction to prosecution and removal, with the goal of eliminating the top leadership and supporting infrastructure that sustains these cross-border organizations. They will leverage federal, state, tribal, local, and intelligence entities to focus resources on identifying and combating emerging or existing threats.

The next Border Enforcement and Security Task Force will be stood up in Arizona, after DHS conducts a threat assessment of that area. DHS will conduct similar assessments as it establishes additional task forces and will constantly measure results in order to refine and focus our enforcement actions.

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06-007

Appendix H



Department of Justice

FOR IMMEDIATE RELEASE
WEDNESDAY, 10, 2007
WWW.USDOJ.GOV

(202) 514-2007
TDD (202) 514-1888

**ATTORNEY GENERAL ALBERTO R. GONZALES
ANNOUNCES ADDITIONAL FUNDING TO COMBAT DRUG TRAFFICKING
AND BORDER VIOLENCE ALONG THE SOUTHWEST BORDER**

WASHINGTON –Attorney General Alberto R. Gonzales today visited the U.S. border in Laredo, Texas and announced \$300,000 in additional funding to boost efforts to combat drug trafficking in Laredo and McAllen, Texas. The grant will help fund a joint task force of federal and state law enforcement agencies to target high-level drug trafficking organizations along the U.S./Mexico border.

The joint task force—called a Strike Force—allows law enforcement agents from the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the Department of Homeland Security’s Immigration and Customs Enforcement (ICE), the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), the Internal Revenue Service (IRS), and the Texas Department of Public Safety to work side-by-side in the same location, quickly responding to leads and establishing links between investigations.

The Strike Force is supported by the Organized Crime Drug Enforcement Task Force (OCDETF), a federal drug enforcement program that focuses attention and resources on the disruption and dismantling of major drug trafficking organizations. OCDETF provides a framework for federal, state and local law enforcement agencies to work together to target well-established and complex organizations that direct, finance or engage in illegal narcotics trafficking and related crimes.

“Many border communities in Texas have unfortunately experienced first hand the terrible consequences caused by violent crime and drug trafficking,” said Attorney General Gonzales. “But law enforcement is fighting back and I am pleased to announce new funding for our Strike Force team in Laredo and McAllen. This team will provide greater coordination between state and federal law enforcement agencies as we work together to combat crime and stop the flow of drugs across the U.S.-Mexico border.”

The OCDETF Strike Force in Laredo and McAllen is an extension of the Houston OCDETF Strike Force established in October 2005. Law enforcement agents participating in the Houston OCDETF Strike Force pursue major investigations in a coordinated, aggressive fashion. Since its creation, the Houston OCDETF Strike Force has identified Mexican organizational leaders, Columbian narcotics suppliers, international and domestic drug transporters, and domestic distribution cells. It has prevented the shipment of over 30 tons of cocaine from crossing the U.S. border and confiscated more than \$32 million from major drug trafficking organizations.

The OCDETF Strike Force compliments the efforts of the Laredo Violent Crime Impact Team (VCIT), established in 2005. The VCIT program is an ATF-led joint law enforcement effort launched in cities with high volumes of firearms crimes and is designed to identify, arrest and prosecute the most dangerous violent criminals. The Laredo VCIT is composed of law enforcement agents from the ATF, DEA, FBI, ICE, Customs and Border Protection and the U.S. Marshals Service.

In 2006, the Laredo VCIT was credited with recovering 224 firearms and arresting 69 of Laredo's most dangerous felons and fugitives, including Jose A. Garza-Robles and Hector Herrera-Sifuentes, both permanent resident aliens from Mexico. Both are accused of kidnapping an American citizen and holding him hostage in Mexico until his family paid Garza-Robles a \$57,500 ransom. Garza-Robles and Herrera-Sifuentes were charged in a 3 count indictment with conspiring to kidnap and kidnapping a United States citizen. Each of the two counts carries a punishment of one year to life imprisonment upon conviction. Garza-Robles was also charged with a third count of receiving ransom money which carries a maximum punishment of 10 years imprisonment. Each of the three counts also carries a maximum fine of \$250,000 upon conviction.

The Laredo VCIT also arrested Jesus Alberto De Leon. On September 25, 2006, court documents allege that De Leon, a twice-convicted felon, and unknown co-conspirators attempted to kidnap an individual in the parking lot of a Target store in Laredo. The victim escaped and entered the store, but De Leon pursued the victim into the department store, armed with a 12-gauge shotgun. He was arrested as he attempted to flee from law enforcement officers. He has been indicted for conspiracy to kidnap, attempted kidnapping, use of a firearm in the course and commission of a crime of violence, and felon in possession of a firearm. He faces a sentence of up to life imprisonment.

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07-005

Appendix I

OSII Southwest Border Strategic Assessment, March 2007 (DRAFT)

March 15, 2007

Southwest Border Strategy Strategic Assessment Briefing Paper

INTRODUCTION

In October 2005, U.S. Attorney General Alberto Gonzales and his Mexican counterpart, Daniel Caveza de Vaca, announced an initiative to combat the unprecedented violence occurring at the United States-Mexico border. Later that month, former Director Carl Truscott pledged ATF's support to **U.S. Ambassador to Mexico Antonio O. Garza, Jr.**, to stem the illegal weapons trafficking from the U.S. to Mexico. In April 2006, ATF personnel from EPS, FO, and OSII participated in the ATF Southwest Border (SWB) Initiative Conference in El Paso, Texas. At this meeting, it was agreed that a primary strategy for reducing gun-related violence would be to focus on significant firearms seizures in Mexico that were related to the major drug-trafficking organizations (DTO) and then analyze the sources in the U.S. to provide actionable intelligence to investigators.

In February 2006, ATF produced a draft publication entitled "The Southwest Border Initiative: ATF's Southwest Border Strategy," that delineated the means by which ATF would contribute to this multi-agency endeavor.

ATF

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During the week of February 13, 2007, Acting ATF Director Michael Sullivan traveled to Mexico to meet with senior law-enforcement officials and Ambassador Garza. He discussed the ways in which ATF could contribute to their efforts to combat firearms trafficking originating in the U.S. The Mexican authorities provided valuable information that will assist ATF in furthering SWB investigative activities in our joint efforts to reduce violence on both sides of the border and is referenced in this paper when appropriate.

BACKGROUND

Mexican drug cartels have flourished and grown steadily in terms of size and violence over the past several years along the U.S.-Mexico border. Approximately 92 percent of the cocaine that enters the U.S. is distributed by these groups. Two of these are located just over the Mexican border near El Paso and Brownsville, Texas, respectively. The cartels fiercely protect their cocaine and human-smuggling routes and willingly resort to violence against competitors utilizing firearms and explosives. Incredibly,

they do not hesitate to turn their weapons on law enforcement officers on both sides of the border. The Arizona border is the most dangerous for officers. DTO members shoot at Customs and Border Protection (CBP) officers on average of 6-10 times per month. They have approached law-enforcement officers' families and homes and threatened to kill them, if the cartel's activities continued to be curtailed.

Violence stemming from DTOs has existed for decades in many parts of Mexico. What is new are the facts that cartel violence is now spilling over onto the U.S. side of the border, the composition of the DTO membership has become more violent, and their choices of weapons have become more dangerous. In addition to powerful handguns and assault rifles, these organizations use rocket-propelled grenade launchers and fragmentary grenades to conduct attacks.

ATF

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Post-seizure analyses of significant firearms seizures relating to the Mexican DTOs were initiated in April 2006, under Project Gunrunner.

ATF

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OTHER AGENCIES' EFFORTS

CBP and Immigration and Customs Enforcement (ICE) often fail to manage gun-seizure information outside of strict inventory accounting. Firearms charges are frequently dismissed in exchange for pleas to narcotics and human-smuggling charges. As a rule, the Drug Enforcement Agency (DEA) turns over the weapons seized to ATF, as do the High-Intensity Drug-Trafficking Area groups (HIDTA) and Organized Crime Drug-Enforcement Task Force offices (OCDETF) that are run by a DEA office. DEA does not maintain independent data or analyses on gun seizures. As a matter of fact, DEA requests firearms statistics from ATF's firearms coordinator in the Houston Field Division regarding Mexican DTO gun seizures. The El Paso Intelligence Center (EPIC) will mirror what DEA does when querying DEA cases—they'll refer back to ATF. The Federal Bureau of Investigation (FBI) has no specific programs to address cross-border criminal activities. Investigations are offense based and include public corruption, civil rights, human smuggling, gangs, and organized crime. They participate in local, State, and Federal task forces involving immigration and drug offenses, including the EPIC-sponsored Southwest Border Gatekeepers Program. The unique character of the Sonoran/Arizona border creates an important tier of "Gatekeeper" organizations along this border, with corridors through Yuma, Lukeville, Nogales, Naco, and Douglas.

These "Gatekeepers" are smuggling organizations that control specific entry points along the U.S.-Mexico border through a sophisticated infrastructure and transportation system.

JOINT EFFORTS

ATF's OCDETF Coordinator in the area provided information on the cities with an OCDETF office in the Southwest Border area: El Paso, Laredo, McAllen, Brownsville, Tucson, and San Diego. He stated that he makes referrals to the field divisions for consideration for assignment to an agent. The combined authorized FTEs of the aforementioned OCDETF offices are 65. They are staffed with an additional 30 detailees. Additional funding has been requested to permanently establish the 30 FTEs.

ATF STATISTICS**ATF****ATF**

STATE

FY 02 FY 03 FY 04 FY 05 FY 06

ALASKA
ALABAMA
ARKANSAS
ARIZONA
CALIFORNIA
COLORADO
CONNECTICUT
DELAWARE
FLORIDA
GEORGIA
GUAM
HAWAII
IOWA
IDAHO
ILLINOIS
INDIANA
KANSAS
KENTUCKY
LOUISIANA
MASSACHUSETTS
MARYLAND
MAINE
MICHIGAN
MINNESOTA
MISSOURI
MISSISSIPPI
MONTANA
NORTH CAROLINA
NORTH DAKOTA
NEBRASKA
NEW HAMPSHIRE
NEW JERSEY
NEW MEXICO
NEVADA
NEW YORK
OHIO
OKLAHOMA
OREGON
PENNSYLVANIA
PUERTO RICO
RHODE ISLAND
SOUTH CAROLINA
SOUTH DAKOTA
TENNESEE

ATF

TEXAS
UTAH
VIRGINIA
VERMONT
WASHINGTON
WISCONSIN
WEST VIRGINIA
WYOMING

ATF

ATF

For the five-year period prior to October 2006, the weapons of preference and DTO acquisition methodology remained consistent in Mexico. Since that time, there has been an increase in the number of assault rifle seizures that were acquired directly from licensed gun dealers, as opposed to handgun seizures from secondary markets such as pawn shops and gun shows.

ATF

According to Mexican authorities, not only are more powerful firearms being trafficked into Mexico, but explosives and military-type artillery are being routinely seized. They have identified anti-rocket launchers of 84mm and 66mm calibers, 40mm grenade launcher grenades, and fragmentary grenades that have originated from the U.S. This is borne out by our USBDC chart below. The USBDC examined the AEXIS database for all explosives trace requests from Mexico where the manufacturer of the product was located in the U.S. The query resulted in 21 items being traced as the result of 8 separate incidents. One resulted in an ATF investigation. In this case, a practice rocket—an 83mm, MK7-0, SMAW—was recovered in Nogales, Mexico, during a search of a residence by Mexican law-enforcement authorities. The item traced back to a U.S. military manufacturer in Woodbery, Arkansas. The item was manufactured on December 8, 1999. However, no information exists on the FEL or on the possessor. As depicted in the chart below, the majority of these items are destructive devices or launchers.

Trace ID	Investig Num	Request Date	Request Agency Name	Other Requesting Agency Name	Recovered Country	Product Name	Manufacturer Name	City	State Code	Country Code	Shipped Date Year
90105	555111020313	03/13/02	ATF MEXICO	PGR CENDRO	MX	HAND GRENADE, FRAGMENTATION	FOREIGN			US	
90145	555222020103	01/03/02	ATF MEXICO	PGR CENDRO MX	MX	LAUNCHER, AT-4 TRAINER (EMPTY)	MILITARY			US	
90967	785070090001	02/04/05	ATF MEXICO	API-MEXICO	MX	ROCKET, 83MM, MK7-0, SMAW	MILITARY U.S.	WOODBERRY	AR	US	01/01/99
91032	888888090516	05/16/05	ATF-MEXICO	CENAPI-MEXICO	MX	M72A3 ROCKET, LAW	UNTRACEABLE			US	
90910	888888051121	11/21/04	ATF MEXICO		MX	ACTUATOR	KIDDE-FENWAL, INC.	ASHLAND	MA	US	01/01/87
90913	888888051208	12/08/04	ATF MEXICO	CENAPI-MEXICO	MX	518 RIOT, CS	UNTRACEABLE			US	
91372	888888090918	09/18/06	ATF MEXICO	PGR	MX	K75, GRENADE, HAND, FRAG	UNTRACEABLE			US	
91392	888888071026	10/26/06	ATF-MEXICO	CENAPI	MX	GAS GUN	OTHER	CASPER	WY	US	01/01/86

ATF INVESTIGATIONS/ARRESTS

The Field Intelligence Groups from the affected field divisions were telephonically contacted by OSII FIST members to ascertain what efforts were being employed by their field divisions relative to SWB, what results had they achieved, and what recommendations they could proffer for expanding the initiative. The group supervisors referred OSII to their assessments from October 2005, and indicated that they had no updated information or recommendations. Therefore, OSII relied on ATF databases and outside agency information to assimilate and analyze existing data, and used that to base this assessment and the resulting analyses and recommendations upon.

In April 2006, OSII instituted an **ATF**. The field divisions were requested to immediately start utilizing the code and to research prior case files and affix the **ATF** code where applicable. It should be noted that a standardized criteria outlining the parameters for a **ATF** case has not been established. Without this criterion, the process of identifying a **ATF** case is open to interpretation. A strong potential exists for a vast amount of disparity in actually counting cases and arrests truly associated with the SWB. The charts provided below depict the investigations and arrests coded as **ATF** for FY-05, FY-06, and the first five months of FY-07.

If we assume the coding is accurate, we can ascertain the following:

1. All of the border field divisions had a significant increase in SWB investigations and arrests from FY-05 to FY-06.

2.

ATF

ATF

ATF

The State of Arizona remains relatively level across the board in all of the crime categories analyzed for the four fiscal years examined. California's and Texas' violent crimes, robberies, and aggravated assaults have declined slightly over this period, however, murder rates rose. It is important to bear in mind that the Mexican government declared a drug war against the DTOs three years ago and has aimed substantial additional resources against them. OSII is aware of no other initiatives, other than that one and our SWB Strategy, that would explain this reduction in major crimes in the targeted area. Conversely, the fact that murder rates are up verifies the escalated violence levels associated with the DTOs in the recent past.

ARIZONA	FY 02	FY 03	FY 04	FY 05
VIOLENT CRIME	27,729	26,208	26,444	27,940
MURDER	367	416	392	419
ROBBERY	7,876	7,460	7,556	8,393
AGGRAVATED ASSAULT	17,966	16,587	16,718	17,252

CALIFORNIA

VIOLENT CRIME	204,139	202,433	194,890	186,982
MURDER	2,352	2,369	2,363	2,475
ROBBERY	64,453	63,482	61,488	63,325
AGGRAVATED ASSAULT	127,525	126,887	121,694	112,095

TEXAS

VIOLENT CRIME	116,090	112,910	112,576	111,867
MURDER	1,165	1,287	1,253	1,280
ROBBERY	36,679	36,085	34,935	34,889
AGGRAVATED ASSAULT	70,705	68,364	68,802	68,080

2006 SOUTHWEST BORDER INITIATIVE PUBLISHED PROTOCOLS

OSII's Responsibilities in Project Gunrunner:

1.	ATF
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

FIG Responsibilities:

1.	ATF
2.	
3.	

4.
5.
ATF

Field Office Responsibilities:

1.
2.
3.
4.
ATF

Southwest Border Coordinator Responsibilities:

1.
2.
3.
4.
5.
6.
7.
8.
9.
ATF

VCIT/PSN Responsibilities:

1. **ATF**
2.
3.

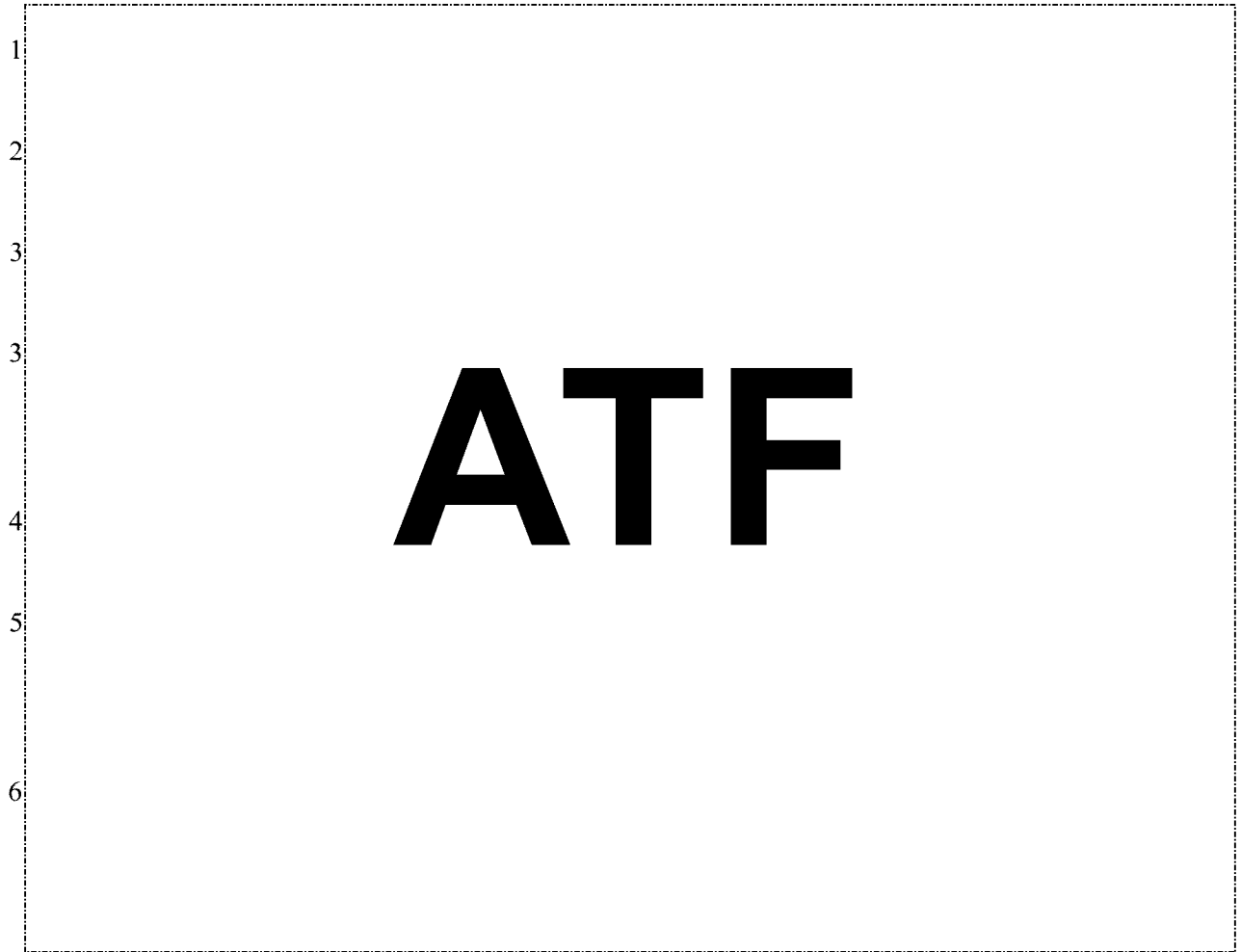
FINDINGS:

1. **ATF**

2. **ATF**
3.
4.



CHALLENGES:



7.

ATF

RECOMMENDATIONS:

1.

2.

3.

4.

5.

6.

7.

ATF, DP

ATF, DP

ATF

ATF, DP

ATF, DP

CONCLUSION:

DP

DP

We have already contributed to the reduction of violent crimes along the Southwest Border by identifying and arresting over 250 persons suspected of firearms violations, in just two and a half years. We have identified the FFLs most often linked to weapons seized in Mexico. We accomplished this with nominal resources and despite the lack of clear lines of communication with Mexican authorities and their limited technology.

DP

DP

Appendix J

ATF

Appendix K

Apparent Firearms Trafficking Routes from the U.S. into Mexico



Bureau of Alcohol, Tobacco, Firearms and Explosives, Office of Enforcement Programs and Services, National Tracing Center Division Trace Study Analysis of Mexico for Fiscal Years 2004-2006.

