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THE WHITE HOUSE WASHINGTON

May 19, 1986

MR. PRESIDENT:

Attached for your approval is S. 49, the Firearms Owners' Protection Act.

Approval of the bill is recommended by OMB, the Treasury Department, and the Offices of Legislative Affairs, Policy Development, Public Liaison, and Cabinet Affairs. Counsel's Office and Communications have no objection.

Kathinne Ladd - Gr David L. Chew David Chew

LAST DAY FOR ACTION: May 19th

<u>Please Note</u>: The Office of <u>Legislative</u> Affairs has requested two signing pens for this bill. They are attached for your convenience.

The President has seen

ROVED EXECUTIVE OFFICE OF THE PRESIDENT MAY 1 9 1986 E OFFICE OF MANAGEMENT AND BUDGET WASHINGTON, D.C. 20503

Received & S 1986 MAY 14 PM 12: 00

MAY 1 4 1986

MEMORANDUM FOR THE PRESIDENT

SUBJECT: Enrolled Bill S. 49 - Firearms Owners' Protection Act Sponsors - Sen. McClure (R) Idaho and 53 others

Last Day for Action

May 19, 1986 - Monday

Purpose

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To amend the Gun Control Act of 1968.

Agency Recommendations

Office of Management and Budget

Approval

Department of the Treasury Department of Justice

Approval Defers

Discussion

When Congress enacted the Gun Control Act of 1968, it was responding, in large measure, to the assassinations in that year of Robert Kennedy and Martin Luther King, Jr. The Act placed a number of restrictions on the ownership and sale of firearms and created a Federal system for the licensing of gun and ammunition dealers by the Treasury Department. It also required licensed dealers to maintain records of all firearms transactions and authorized Federal agents to inspect a licensee's inventory and records at all "reasonable" times. The National Rifle Association and other interested parties have contended for many years that the Act is too broad, and that it subjects law-abiding gun owners and dealers to unwarranted harassment by the Federal Government (i.e., the Treasury's Bureau of Alcohol, Tobacco, and Firearms).

S. 49 would relax a number of the restrictions contained in the 1968 Act. It would also increase the penalties available to punish those who use or possess firearms in the commission of Federal crimes. In its enrolled bill views letter, the Department of the Treasury characterizes S. 49 as a bill that protects the rights of law-abiding citizens, without diminishing the effectiveness of criminal law enforcement. Key provisions of the enrolled bill are summarized below.

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Interstate Sales. Current law generally prohibits interstate sales or deliveries of rifles, shotguns, and handguns, although a resident of one State may in some cases purchase rifles and shotguns in a contiguous State. S. 49 would permit a purchaser to acquire a rifle or shotgun, but not a handgun, outside his or her State of residence, if the firearm is obtained over-the-counter from a licensee and the transaction is legal in both the purchaser's State of residence and the State in which the transaction occurs. Interstate transactions between non-licensees would continue to be prohibited, as would interstate shipments by licensees to non-licensees.

The enrolled bill would retain the existing seven-day waiting period for the <u>intra</u>state mail-order sale of any firearm. However, the waiting period would no longer be required for contiguous-State mail-order sales, unless required by applicable State law.

Licensing. As noted previously, present law requires a person "engaged in the business" of manufacturing, importing or dealing in firearms or ammunition to obtain a license from the Department of the Treasury. S. 49 would repeal the licensing requirement for dealers in ammunition. The bill would also narrow the definition of who is "engaged in the business" to include only those who regularly import, manufacture, or deal with the "principal objective of livelihood and profit." This phrase is defined to cover a person whose motive in manufacturing, importing, or dealing in firearms is "predominantly one of obtaining livelihood and pecuniary gain, as opposed to other intents, such as improving . . . a personal firearms collection."

<u>Place of Doing Business</u>. Current law prohibits a licensee from doing business in any State other than that specified on his or her license. A Treasury regulation does permit a licensee to conduct business at gun shows in certain situations. The enrolled bill would codify this Treasury regulation.

Recordkeeping Requirements. Licensees are currently required to maintain records of all firearms and ammunition transactions, including the disposition of personal firearms, and The enrolled bill would relax to retain them indefinitely. existing recordkeeping requirements in a number of respects. For example, no record of the disposition of personal firearms would need to be kept, except where a firearm is disposed of within one year of its transfer from business inventory into a dealer's personal collection. S. 49 would also eliminate recordkeeping requirements for ammunition (other than armor-piercing ammunition) and would prohibit the Treasury Department from centralizing dealer records or establishing a system of firearms registration. Also, unlike current law, which permits Treasury to furnish any record information to State and local officials, S. 49 would permit such disclosure only for records that identify

purchasers who are prohibited from purchasing or receiving firearms.

The enrolled bill would generally retain existing law with respect to reports that licensees are required to file with the Treasury Department regarding firearms transactions.

Inspections. The enrolled bill would limit Treasury's authority to conduct unannounced, warrantless inspections of dealers' firearms inventories and records. (Present law permits unannounced, warrantless inspections at all reasonable times.) S. 49, by contrast, would require a warrant before undertaking an inspection, except in certain limited situations (e.g., during a criminal investigation or when tracing a firearm). The Treasury Department would also be permitted to conduct one unannounced investigation annually and would generally be prohibited from bringing criminal charges against a licensee based upon such an annual inspection, except for willful violations of recordkeeping requirements or for sales to prohibited persons.

Administrative Sanctions. The Treasury Department would be barred from denying or revoking a license for charges in a criminal case if a licensee is acquitted or the criminal case is terminated before trial. Judicial review of any denial or revocation would be <u>de novo</u>. (Under present law, a license may be denied or revoked for failure to meet certain statutory criteria or for a "willful" violation of the Gun Control Act or regulations promulgated thereunder. Judicial review is generally limited to the administrative record.)

Importation. The enrolled bill would amend the language of the existing statute to eliminate Treasury's apparent discretion to deny import permits for firearms and ammunition that are generally recognized as suitable for sporting purposes. It would also bar the importation of barrels for firearms that are not readily adaptable for sporting purposes.

<u>Attorneys Fees</u>. The enrolled bill would, for the first time, permit a court in any proceeding under the Gun Control Act to award a prevailing party, other than the United States, a reasonable attorney's fee, if the court finds that the action was without foundation, frivolous, or in bad faith. Attorneys fees would be available only to the extent authorized in appropriations acts, however.

<u>Mandatory Penalties for Carrying or Using Firearms in</u> <u>Commission of Federal Crimes</u>. Current law prohibits the carrying or use of a firearm during the commission of a Federal crime of violence. A sentence of five years imprisonment for a first offense and ten years for a second offense is mandatory. Similar mandatory penalties are imposed for the use or possession of handguns loaded with armor-piercing ammunition. S. 49 would add Federal drug felonies as predicate offenses for imposing mandatory penalties for the use of possession of firearms or handguns loaded with armor-piercing ammunition. The bill would also establish a minimum mandatory penalty of ten years imprisonment for a first offense and twenty years for a second offense if the firearm in question is either a machinegun or a firearm that is equipped with a silencer.

Sales to Prohibited Persons. Under present law, a licensed dealer is prohibited from selling or delivering firearms or ammunition to certain persons (e.g., convicted felons). The enrolled bill would prohibit all persons, not just licensees, from entering into transactions with persons prohibited from owning firearms. S. 49 would also clarify that State law governs in determining whether, by reason of a prior conviction, a person is barred from possessing or transporting a firearm. It would also permit all persons barred from possessing or transporting firearms because of previous convictions to have their eligibility restored. A person who is denied a restoration of eligibility is entitled to a trial de novo in Federal court. (Current law permits restoration of eligibility if the Treasury is satisfied that restoration would not be contrary to the public's interest and safety. Judicial review is limited to the administrative record.)

Forfeiture of Firearms and Ammunition. Current law permits seizure and forfeiture of any firearm or ammunition involved in, used in, or intended to be used in, any violation of the Gun Control Act or any other Federal criminal law. S. 49 would restrict the circumstances in which the Treasury may seize firearms or ammunition, unless it can be shown by "clear and convincing evidence" that a person intended to violate the law and that the alleged violation involved one of a number of enumerated crimes (e.g., crimes of violence and drug-related offenses). Any forfeiture proceeding that is instituted must be completed within 120 days of the date upon which the property is seized.

<u>Criminal Penalties</u>. In order to sustain a prosecution under the Gun Control Act, the Government would have to show in some cases (e.g., failure to obtain a dealer's license) that a person "willfully" violated the law. In other cases, such as selling a firearm to a person not eligible to own one, the Government would merely have to prove that the seller knew he or she was violating the law. All offenses involving recordkeeping would be misdemeanors. Under existing law, "willfullness" is not an element of any offense, and all violations are felonies.

Interstate Transportation of Firearms. The enrolled bill would permit a person to transport a firearm across State lines, as long as the gun is not loaded and not readily accessible. This provision preempts any State law to the contrary, although a State would be permitted to enforce its own gun laws with respect to its own citizens. <u>Machineguns</u>. S. 49 would prohibit the transfer or possession of machineguns, except by law enforcement agencies or those in lawful possession before the date of enactment of the enrolled bill.

Effective Dates. The provisions of the enrolled bill would generally become effective 180 days from the date of enactment. The prohibition on the transfer or possession of machineguns would be effective upon enactment.

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S. 49 passed both Houses by voice vote.

James Commer III Director

Enclosures

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Document No. 390088

ReceivedSS

WHITE HOUSE STAFFING MEMORANDUM

DATE: 5/14/86 ACTION/CONCURRENCE/COMMENT DUE BY: 4/15/86 at NOON

SUBJECT: S. 49 -- FIREARMS OWNERS' PROTECTION ACT

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RESPONSE: OF David L. Chew Staff Secretary - - ----

Document No. 390088

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MAY 9 1986

Director, Office of Management and Budget Executive Office of the President Washington, D.C. 20503

Attention: Assistant Director for Legislative Reference

Dear Sir:

This responds to your request for the Department's views on the enrolled bill, S. 49, the "Firearms Owners' Protection Act."

The President endorsed the intent of the bill in 1983 when he stated, "I look forward to signing a bill that truly protects the rights of law-abiding citizens without diminishing the effectiveness of criminal law enforcement." The enrolled bill accomplishes these objectives. It would ease certain requirements in existing law on Federal firearms licensees and members of the public, while retaining and strengthening provisions of existing law aimed at the criminal misuse of firearms. Significantly, the bill strengthens and enhances the existing mandatory penalty provisions for the carrying or use of firearms in the commission of violent Federal crimes.

The enrolled bill also reflects numerous Administration amendments which clarify and improve its law enforcement provisions. These relate to interstate sales of longguns, intent elements with respect to criminal violations, sales of firearms at gun shows, and additional definitions of machineguns and silencers.

In connection with the passage of S. 49, the Senate also passed S. 2414 which would further strengthen the law enforcement provisions of S. 49. The amendments in S. 2414 relate to the definition of "engaging in the business," the recording of the disposition of licensees' personal firearms, and the interstate transportation of firearms.

The Department believes that a proper balance of interests has been achieved and recommends that the President sign the enrolled bill.

Sincerely,

Robert M. Kimmitt



U.S. Department of Justice

Office of Legislative and Intergovernmental Affairs

Office of the Assistant Attorney General

Washington, D.C. 20530

09 MAY 1986

Honorable James C. Miller III Director Office of Management and Budget Washington, D.C. 20503

Dear Mr. Miller:

In compliance with your request, we have examined a facsimile of the enrolled bill, S. 49, the "Firearms Owners' Protection Act."

This bill makes numerous amendments in federal firearms laws. The Department of Justice defers to the Department of the Treasury as to whether this bill should receive Executive approval.

Sincerely,

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John R. Bolton Assistant Attorney General

Document No. 390088

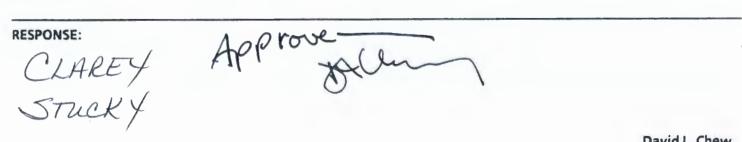
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David L. Chew Staff Secretary



EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF MANAGEMENT AND BUDGET WASHINGTON, D.C. 20503

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MAY 1 4 1986

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May 19, 1986 - Monday

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Office of Management and Budget Approval

Department of the TreasuryApprovalDepartment of JusticeDefers

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Effective Dates. The provisions of the enrolled bill would generally become effective 180 days from the date of enactment. The prohibition on the transfer or possession of machineguns would be effective upon enactment.

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S. 49 passed both Houses by voice vote.

James Conter III Director

Enclosures

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THE WHITE HOUSE

WASHINGTON

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1986 MAY 15 PM 3: 54

May 15, 1986

MEMORANDUM FOR DAVID L. CHEW DEPUTY ASSISTANT TO THE PRESIDENT AND STAFF SECRETARY FROM: JAY B. SPEPHENS DEPUTY COUNSEL TO THE PRESIDENT SUBJECT: Enrolled Bill S. 49: Firearms Owners' Protection Act

As requested by your staffing memorandum of May 14, 1986, this office has reviewed Enrolled Bill S. 49, the "Firearms Owners' Protection Act," and has no legal objection to the President approving it.

Thank you for bringing this matter to our attention.

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ICE PRESIDENT		1	MASENG	
REGAN			POINDEXTER	
MILLER			RYAN	□ •
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Document No. 390088 July Monthly EMORANDUM WHITE HOUSE STAFFING MEMORANDUM

DATE: 5/14/86 ACTION/CONCURRENCE/COMMENT DUE BY: 4/15/86 at NOON

SUBJECT: S. 49 -- FIREARMS OWNERS' PROTECTION ACT

	ACTION	ACTION FYI			
VICE PRESIDENT		MASENG	1		
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KINGON					
LACY					
MARKS: Please submit any comments by NOON on Thursday, May 19th. Thanks.					

RESPONSE:

tion or private corporations or individuals at competitive prices; since by law the proceeds from sales become available for use by the Commodity Credit Corporation, such sales should reduce future appropriations: *Provided further*, That the conservation reserve program shall not replace or reduce any existing conservation program.

It is agreed that at least \$1,700,000,000 is available for the insured operating loan program of the Farmers Home Administration. Therefore, the Secretary shall proceed immediately to make loans to farmers and farm owners. If these funds should prove to be insufficient, other funds should be made available to meet emergency credit needs of American farmers and ranchers.

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JAMIE L. WHITTEN, BOB TRAXLER. MATTHEW F. McHugh. WILLIAM H. NATCHER, DANIEL K. AKAKA, WES WATKINS. RICHARD J. DURBIN. NEAL SMITH. VIRGINIA SMITH, JOHN T. MYERS, HAROLD ROGERS, JOE SKEEN. SILVIO O. CONTE, Managers on the Part of the House. THAD COCHRAN. JIM MCCLURE. MARK ANDREWS, JAMES ABDNOR, BOB KASTEN. MACK MATTINGLY. ARLEN SPECTER, MARK O. HATFIELD, QUENTIN BURDICK. JOHN C. STENNIS, LAWTON CHILES. JIM SASSER, DALE BUMPERS, Tom Harkin, Managers on the Part of the Senate. and a support of the second

MAKING AN URGENT SUPPLEMENTAL APPROPRIATION FOR THE DEPARTMENT OF AGRICULTURE

MARCH 19, 1986.—Ordered to be printed

Mr. WHITTEN, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H.J. Res. 534]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the amendment of the House to the amendment of the Senate to the joint resolution (H.J. Res. 534), making an urgent supplemental appropriation for the Department of Agriculture for the fiscal year ending September 30, 1986, and for other purposes, having met, after further conference, have agreed to recommend and do recommend to their respective Houses as follows:

Amendment numbered 1:

That the House recede from its disagreement to the amendment of the Senate, to the amendment of the House, to the amendment of the Senate numbered 1, and agree to the same with an amendment, as follows:

In lieu of the matter stricken and inserted by said amendment, insert:

It is agreed that at least \$1,700,000,000 is available for the insured operating loan program of the Farmers Home Administration. Therefore, the Secretary shall proceed immediately to make loans to farmers and farm owners. If these funds should prove to be insufficient, other funds should be made available to meet emergency credit needs of American farmers and ranchers. And the Senate agree to the same.

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JAMIE L. WHITTEN. BOB TRAXLER. MATTHEW F. McHugh, WILLIAM H. NATCHER. DANIEL K. AKAKA, WES WATKINS, RICHARD J. DURBIN. NEAL SMITH. VIRGINIA SMITH, JOHN T. MYERS, HAROLD ROGERS, JOE SKEEN. SILVIO O. CONTE. Managers on the Part of the House. THAD COCHRAN. JIM MCCLURE, MARK ANDREWS. JAMES ABDNOR. BOB KASTEN. MACK MATTINGLY. ARLEN SPECTER, MARK O. HATFIELD, QUENTIN BURDICK. JOHN C. STENNIS. LAWTON CHILES. JIM SASSER. DALE BUMPERS, TOM HARKIN. Managers on the Part of the Senate.

JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the further conference on the disagreeing votes of the two Houses on the amendment of the Senate to the amendment of the House to the amendment of the Senate to the joint resolution (H.J. Res. 534), making an urgent supplemental appropriation for the Department of Agriculture for the fiscal year ending September 30, 1986, and for other purposes, submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report.

DEPARTMENT OF AGRICULTURE

COMMODITY CREDIT CORPORATION

Amendment No. 1: The conference agreement on the amendment of the Senate to the amendment of the House to the amendment of the Senate is as follows:

It is agreed that at least \$1,700,000,000 is available for the insured operating loan program of the Farmers Home Administration. Therefore, the Secretary shall proceed immediately to make loans to farmers and farm owners. If these funds should prove to be insufficient, other funds should be made available to meet emergency credit needs of American farmers and ranchers.

The full text of H.J. Res. 534 will read as follows:

DEPARTMENT OF AGRICULTURE

COMMODITY CREDIT CORPORATION

For the operations of the Commodity Credit Corporation, not to exceed \$5,000,000,000 for capital restoration, to enable the Corporation to use the authority authorized by the Charter of the Corporation and other laws to carry out programs handled by the Corporation: *Provided*, That Corporation programs shall retain the goal of sufficient production to meet domestic needs, maintain the supply line, and provide for our share of exports at competitive prices: *Provided further*, That after fiscal year 1987, funds available to the Corporation may be used to carry out section 1241(a)(1) of the Food Security Act of 1985, only to such extent or in such amounts as provided in advance in appropriations Acts. The sign-up agreement should not reduce total production below levels needed to meet domestic needs, maintain the supply line, and provide for an adequate supply for export by either the Commodity Credit Corpora-

(3)

FEDERAL FIREARMS LAW REFORM ACT OF 1986

MARCH 14, 1986.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

> Mr. HUGHES, from the Committee on the Judiciary, submitted the following

REPORT

together with

ADDITIONAL VIEWS

[To accompany H.R. 4332]

[Including cost estimate of the Congressional Budget Office]

The Committee on the Judiciary to whom was referred the bill (H.R. 4332) to amend chapter 44 (relating to firearms) of title 18, United States Code, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is set forth in the appendix at the end of the report.

PURPOSE OF THE LEGISLATION

H.R. 4332 is designed to relieve the nation's sportsmen and firearms owners and dealers from unnecessary burdens under the Gun Control Act of 1968, to strengthen the Gun Control Act of 1968 to enhance the ability of law enforcement to fight violent crime and narcotics trafficking, and to improve administration of the Act.

OVERVIEW OF THE LEGISLATION

BENEFITS FOR SPORTSMEN

Permits interstate sale of rifles and shotguns if the sale is made face to face between buyer and seller and complies with laws of both states.

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THE SCHEDULE OF PRESIDENT RONALD REAGAN

Monday, May 19, 1986

9:00 am (30 min)

9:30 am

(15 min)

9:45 am

(15 min)

Staff Time

Oval Office

National Security Briefing (Poindexter)

Senior Staff Time

Photo with Foreign

Oval Office

Oval Office

. Oval Office

Oval Office

Rose Garden

10:00 am (5 min)

(Poindexter) 10:05 am * Personal Staff Time

(1 hr 40 min)

11:45 am (15 min)

12:00 m

(60 min)

World Trade Week Ceremony (Kingon)

Minister Raimond of France

Issues Briefing Lunch (Chew)

Personal Staff Time

Signing Ceremony for S. 49 (Ball)

Congressional Photo Time (Ball)

Haircut

Cabinet Room

Oval Office

Oval Office

Oval Office

West Basement

REVISED 05/19/86 7:30 am

3:45 pm

(2 hrs 45 min)

1:00 pm

(5 min)

4:00 pm (30 min)

4:30 pm (30 min)

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

May 19, 1986

The President today signed S. 49, the Firearms Owners' Protection Act, which amends the Gun Control Act of 1968.

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