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FAX COVER PAGE

6/2/98

DEPARTMENT OF STATE
BUREAU OF POLITICAL-MILITARY AFFAIRS
OFFICE OF REGIONAL SECURITY AND ARMS TRANSFERS
PM/RSAT, ROOM 7424

TO: Leanne Shimabukuro FROM: Gillian Price, State
Jose Cerda, WH
Peter Jacoby, WH

FAX: 456-7028FAX: (202) 647-9779PHONE: (202) 647-2405**SUBJECT:**

Attached is the next draft (post-meeting) of the curio and relic report. I wanted to have it dropped off to you this afternoon, but I could not contact Leanne on the phone to provide contact and clearance information. The only thing that the faxed copy is missing is Tab C, which is ATF's soft-bound Curio and Relic List. Please note also that there will be an attached classified section, as discussed, that has not been distributed this round (but is already cleared by all).

Gillian

NUMBER OF PAGES (include cover): 38SUMMARY OF
FINDINGS.

- ① STRONG NAT. SEC. INTEREST IN POLICY | BIRTH STAFF
- ② #5
- ③ COPS KILLED
- ④ BODY REMOVED
- ⑤ TRACINGS.
- ⑥ OVERALL #5



United States Department of State

Washington, D.C. 20520

Dear Mr. Chairman:

Pursuant to the Statement of Managers accompanying HR 2267 (P.L. 105-119), the Commerce, Justice, State Appropriations Act for 1998, we are transmitting the following report. There is a separate section of the report under classified cover.

Additional issues addressed in this report were submitted to the Department through a 4 February 1998 letter addressed to the Secretary of State signed by Senators Lautenberg, Boxer, and Kerry along with Representatives Shays, McCarthy, Kennedy, Maloney, and Lowey, and through oral discussions with congressional staff.

We hope that this report appropriately addresses your questions and concerns, and please do not hesitate to contact us if we may be of further assistance.

Sincerely,

Barbara Larkin
Assistant Secretary
Legislative Affairs

The Honorable
Harold Rogers, Chairman,
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies,
Committee on Appropriations,
House of Representatives.



United States Department of State

Washington, D.C. 20520

Dear Mr. Mollohan:

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Sincerely,

Barbara Larkin
Assistant Secretary
Legislative Affairs

The Honorable
Alan B. Mollohan,
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies,
Committee on Appropriations,
House of Representatives.



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Washington, D.C. 20520

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Barbara Larkin
Assistant Secretary
Legislative Affairs

The Honorable
Judd Gregg, Chairman,
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies,
Committee on Appropriations,
United States Senate.



United States Department of State

Washington, D.C. 20520

Dear Senator Hollings:

Pursuant to the Statement of Managers accompanying HR 2267 (P.L. 105-119), the Commerce, Justice, State Appropriations Act for 1998, we are transmitting the following report. There is a separate section of the report under classified cover.

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Sincerely,

Barbara Larkin
Assistant Secretary
Legislative Affairs

The Honorable
Ernest F. Hollings,
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies,
Committee on Appropriations,
United States Senate.

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Appendices

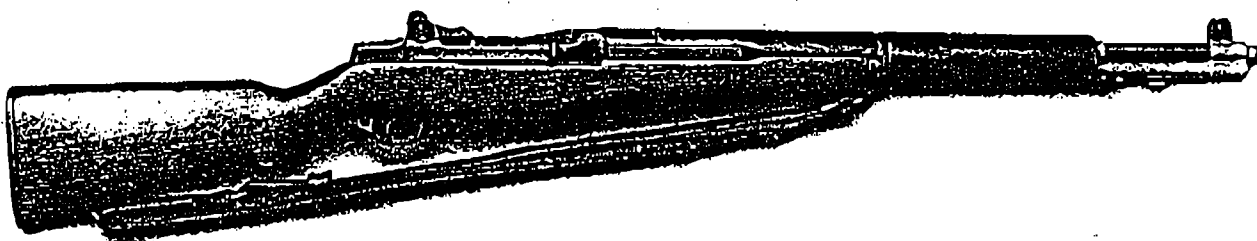
Tab A (Congressional Requests)

Tab B (Treasury database examples)

Tab C (ATF's Curio or Relic List)

Tab D (Media reports of police officers killed)

**U.S. RIFLE CALIBER 30 M1
(M1 GARAND)**



CALIBER: .30-06

ACTION: gas operated, semiautomatic

WEIGHT: 9.5 pounds

BARREL LENGTH: 24 inches

OVERALL LENGTH: 43.6 inches

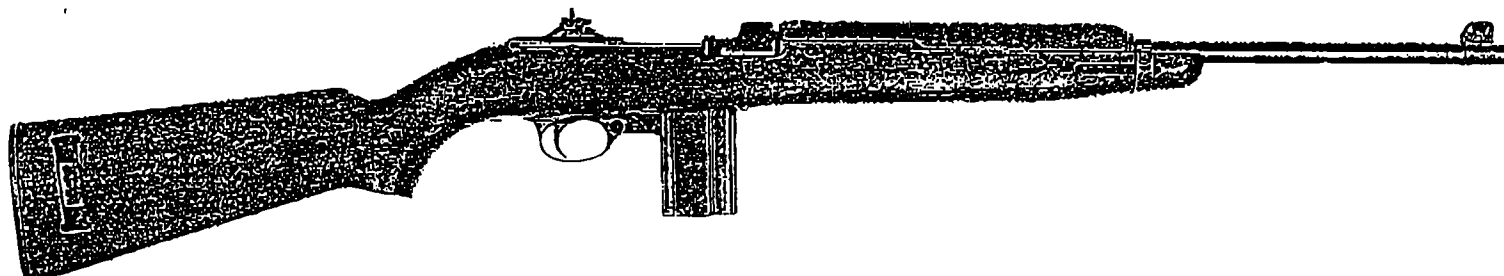
MAGAZINE CAPACITY: 8 round clip (enbloc clip containing 8 cartridges is loaded into weapon through top of action)

MANUFACTURERS: Springfield Armory, Winchester, Harrington & Richardson, International Harvester

TOTAL PRODUCED: 5,468,772

The M1 rifle was the standard U.S. Military service rifle from 1936 through the late 1950s. Large quantities of the weapon have been supplied to European, African, Latin American and Asian military forces.

U.S. CARBINE CALIBER 30 M1
(M1 CARBINE)



CALIBER: .30 M1 Carbine

ACTION: gas operated, semiautomatic (can be converted to full automatic)

WEIGHT: 5.5 pounds

BARREL LENGTH: 18 inches

OVERALL LENGTH: 35.6 inches

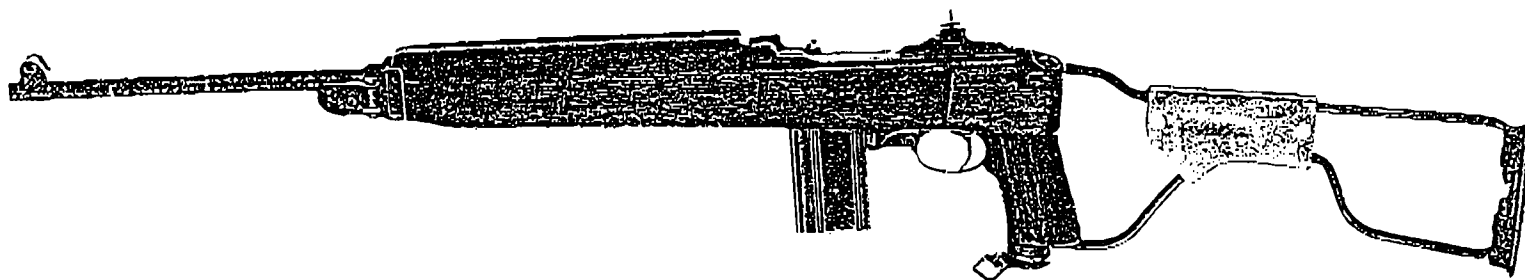
MAGAZINE CAPACITY: 15 or 30 round detachable magazine

MANUFACTURERS: Winchester, Inland Div. General Motors, Saginaw Steering Gear, National Postal Meter, IBM, Quality Hardware, Irwin Pedersen, Underwood-Elliott-Fisher, Rock Ola, Standard Products

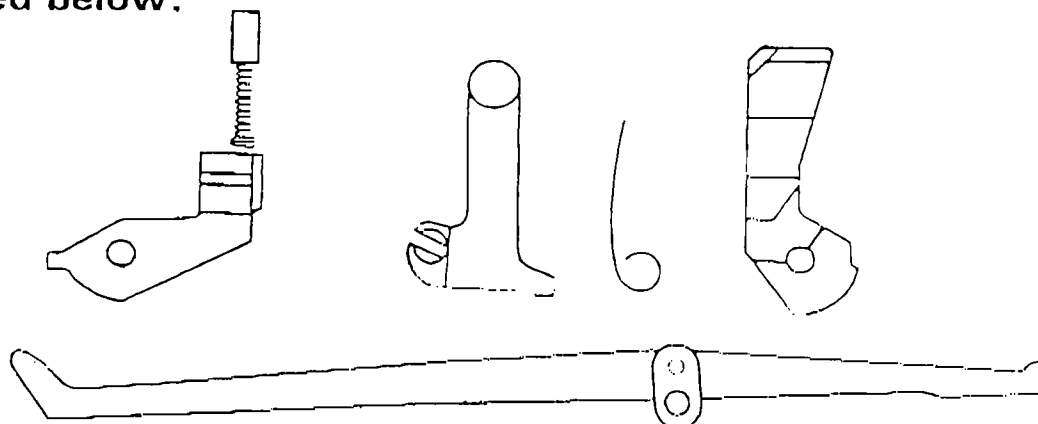
TOTAL PRODUCED: 6,117,767

The M1 Carbine was a U.S. Military service rifle from 1941 through the late 1950,s. Large quantities of the weapon have been supplied to European, African, Latin American and Asian military forces.

In certain configurations the M1 carbine meets the definition of semiautomatic assault rifle as contained in 18 USC § 921(a)(30)(B). The following illustrates an M1 Carbine in this configuration.



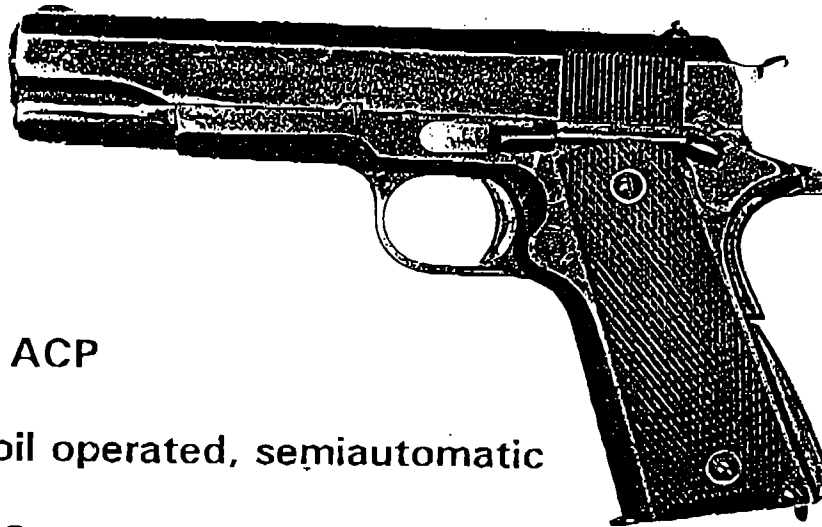
NOTE: All U.S. military M1 Carbines can be easily converted to full automatic weapons by the installation of the parts illustrated below.



The conversion does not require any particular skill and can be accomplished by merely disassembling the weapon and reassembling with the above parts.

If large quantities of M1 carbines become available there is a potential for law enforcement problems with illegal conversion of weapons to machineguns. ATF has seen an increase in converted M1 carbines over the last few years due largely to availability and relatively low cost of the weapon. (Quantities of M1 carbines have been imported from South Korea and Germany)

**U.S. PISTOL, CALIBER .45, AUTOMATIC
M1911 & M1911A1**



CALIBER: .45 ACP

ACTION: recoil operated, semiautomatic

WEIGHT: 2.43 pounds

BARREL LENGTH: 5 inches

OVERALL LENGTH: 8.62 inches

MAGAZINE CAPACITY: 7 round detachable magazine

**MANUFACTURERS: Colt, Springfield Armory, Remington
U.M.C., Singer Sewing Machine, Ithaca Gun Co., Remington
Rand, Union Switch & Signal Co.**

TOTAL PRODUCED: In excess of 2,500,000

The M1911 and M1911A1 pistols were standard U.S. military issue side arms from 1911 through the 1970's. Large quantities of the weapon have been supplied to European, African, Latin American and Asian military forces.

ANY ESTIMATES
OF WHAT THEY'RE
LOOKING FOR?

OF CURLOS/RELICS
+ FROM WHERE

GENERAL STATEMENT

Curio and Relic Questions and Answers

Import Applications

1. State the number of applications processed and approved in the last 5 years.
2. List the articles that were approved for importation as of the date of the report.
3. The number of applications that were disapproved and the reasons for such disapprovals.
4. Indicate who is submitting the applications, and provide a geographical distribution of the applicants.
5. Provide an assessment of the extent to which applications for the importation of these weapons were approved or denied in the Bush and Reagan administrations.

Within the Treasury Department, the Bureau of Alcohol, Tobacco and Firearms (ATF) is responsible for the permanent import of weapons entering the United States. Its import database was designed to support the types of queries needed to monitor the receipt and processing of import permit applications. The database will support queries of those fields of data that enable ATF to identify a particular application and track its status through the various stages of processing. Key data fields include: control number assigned to the application, importer name, importer's federal firearms license number, date the application was signed by the applicant, date of receipt by ATF, date of final ATF action, and country of export. Please refer to Tab B for examples of the type of data that can be retrieved. However, the system will not support queries to retrieve data based on the model designation of a particular firearm (M-1 Garand, M-1 Carbine, or the 1911 Colt pistol), its country of manufacture (U.S.) or its status as a surplus military curio or relic firearm.

In addition, ATF cannot divulge the names of licensed firearms importers—the only entities allowed by law to import such firearms—until after one year of the submission of an import request (18 U.S.C. Section 1905). The following firearms

importers are those that submitted requests, in commercial quantities to import curio or relic firearms before January of 1997:

Importers-State

Red Cloud - VA
Gibbs Rifle Co., Blue Sky Productions - WV
Intrac Corporation - TN
Brian Dick Longarms, Ltd. - SC
Combat Military Ordnance - GA
Aztec Industries - FL
Dalvar of U.S.A. - TX
Adams International - NM
Briklee Trading Co., Sherwoods Spirit of Amer., New Helvetia- CA
PW Arms, Inc. - WA
LeRoy's Gun Works - MT
Springfield, Inc. - IL
Classic Distributors, Inc., Century Arms, Inc. - VT
Gun Parts Corporation, Oyster Bay Industries - NY
Lew Horton Distributing - MA

It has been a long-standing policy (for the Clinton, Bush, and Reagan administrations) generally to disapprove U.S. military curio and relic import application requests. Reasons for disapproving such requests may be due to foreign policy concerns, or a determination that the application is not in accordance with the Gun Control Act. The decision to ultimately approve or deny an import permit lies with ATF. Decisions on U.S.-origin curio and relic importation requests are influenced by a recommendation by the Department of State if the item in question was originally transferred to another country through a government-to-government transfer like lend-lease or the military assistance program.

Foreign Inventories

6. An estimate of the number and the specific model of firearms, based on current survey information from overseas missions, available from non-proscribed countries.
7. Include proscribed countries in discussion of weapons in foreign inventories.

8. Account for the difference between number of shipped curio and relic weapons, and numbers now in foreign inventories.
9. Account for the loss of net proceeds during any third party sale.

Data from the Department of Defense indicates that over 950,000 M-1 Garands, over 1.2 million M-1 Carbines, and nearly 300,000 M-1911 pistols were transferred to foreign governments through military assistance programs after WWII.

The following statistics are based on current survey information from U.S. embassies in non-proscribed countries:

M-1 Garands: 527,062 M-1 Carbines: 743,697 M-1911 Pistols: 231,965

These numbers are limited by the fact that some posts were unable to provide any data because of the given country's national security policies, or lack of current records. Further, the circumstances in some countries were not optimal for the necessary coordination between posts and that foreign military. In other instances, foreign officials were unresponsive to post's repeated queries, or simply reported that many of these firearms have been destroyed (or deteriorated beyond repair).

Obtaining accurate data from posts in proscribed countries is a highly difficult endeavor. The host governments usually are unwilling to release such information, and there is little likelihood that the USG can force an accurate response.

The above points highlight similar reasons behind the difference between numbers of shipped firearms to specific countries, with numbers now in foreign inventories, as well as the loss of net proceeds during a third party sale. Although strict end use and retransfer agreements are in place with any arms transfer from the United States to another country, illegal retransfers do occur.

Some examples of illegal transfers include the transfer of these firearms to private arms dealers, or their transfer to other countries without proper notification and consent from the USG. In both cases, the USG has no way to track the firearms' location. In addition, net proceeds would not be returned to the United States during such illicit third party sales.

FALL-OUT POINT

Therefore, and in light of inconsistent recordkeeping of other governments, it is unrealistic to expect that weapons transferred forty years ago can still be accounted for in their entirety.

Adding to the Curio and Relic List

10. Provide an analysis of the number and types of weapons added to the curio and relic list since 1980, the process by which they are added to the list, and entities that have petitioned to have weapons added to the list.

From August 1980 through November 1996, there have been 300 types of handguns, rifles, and shotguns added to the Curio and Relic List, Section II: Firearms classified as Curios or Relics under 18 U.S.C. Chapter 44. The term "Curios or Relics" is defined in 27 CFR Section 178.11 (in ATF's Curio or Relic List, Tab C). The procedures for obtaining a curio or relic determination are set forth in 27 CFR Section 178.26 (in ATF's Curio or Relic List, Tab C).

A request for curio or relic determination is reviewed by knowledgeable technical personnel to determine if the weapon in question meets one or more of the requirements for classification as a curio or relic. If the particular weapon is found to qualify, a letter of classification is prepared, reviewed and signed by the appropriate ATF management official. A description of the specific firearm or firearm type is then included in future editions of the Curio or Relic List.

Requests for curio or relic determinations are made by the general public, licensed firearm collectors, licensed firearm dealers, licensed firearm importers, and licensed firearm manufacturers.

POINT OF
IMPACT OF '86
AMENDMENT.
REPORT SHOULD
MAKE CLEAR.

Values of Guns/Effect of Importation on Market

11. Include an assessment of weapon quality and street value as part of the overview of the availability of the firearms at issue. Please provide an analysis of the impact imports would have on the U.S. gun market and U.S. manufacturers.
12. Describe the effect of the importation of these curio or relic weapons on domestic gun manufacturers.

The firearms at issue, as manufactured, are of excellent quality. The "street value" of the weapons in lawful commerce is the selling price set by the importer and other segments of the commercial distribution chain.¹ Selling price is dictated by a number of factors including cost to the importer, number of weapons available, condition of weapons, desired profit margins through the distribution chain, popularity of the weapon, and density of firearms available in the market place and other factors.

The 18th edition of the Blue Book of Gun Values lists the following used gun prices for the weapons at issue:

M-1 Garand: \$425 - \$725 depending on condition.
M-1 Carbine: \$130 - \$285 depending on condition.
M-1911 & M1911A1 pistols: \$200 - \$550 depending on condition.

If large numbers of the above weapons enter the commercial market the retail prices set by the importers/dealers will remain constant as long as the product moves. As sales slow, the prices will typically be reduced in an effort to keep the product moving from seller to consumer.

The impact on U.S. firearm manufacturers in general is that as more used firearms become available to the consumer, the sale of new firearms can suffer because the volume and variety of used weapons are available at lower prices. Manufacturers who produce weapons of the same or very similar type to the firearms at issue will see a more direct impact. For example, the M-1911/M-1911A1 pistol is currently manufactured by several different firms. The retail prices for new M1911/M1911A1 pistols range from \$430 to over \$1000 depending on configuration of the weapon. Used

¹ The term "street value" could also mean the selling price for an unlawfully trafficked firearm. Prices for firearms of this type vary far more dramatically.

M1911/M1911A1 pistols at prices ranging from \$200 to \$500 can adversely affect those manufacturers who currently produce those weapons.

Controlling Firearms Transfers

13. Explain the importance for the President and the Secretary of State to retain authority to retain control over firearms granted or sold by the Government exclusively for foreign use, and never intended for private use.

Under the Arms Export Control Act and the Foreign Assistance Act, only the President and by executive order the Secretary of State have the authority to authorize transfers (by sale or grant) of defense articles by the United States Government to foreign countries as well as all proposals to retransfer such defense articles among foreign governments and, under highly unusual circumstances, among private parties.

These firearms have been sold exclusively for military use by allies and friendly foreign governments, and generally authorizing retransfers to private parties simply does not serve U.S. foreign policy and national security purposes. *

To accentuate these points, Section 2 of the Arms Export Control Act specifically states that

"...the Secretary of State (taking into account other United States activities abroad, such as military assistance, economic assistance, and food for peace program) shall be responsible for the continuous supervision and general direction of sales, leases, financing, cooperative projects, and exports under this Act, ...to the end that sales, financing, leases, cooperative projects, , and exports will be integrated with other United States activities and to that end the foreign policy of the United States would be best served thereby."

The above provisions establish a regime for USG furnishing of military weapons in order to strengthen the security of the U.S., and best serve U.S. foreign policy. Careful administration of the retransfer consent policy serves U.S. foreign policy interests by helping to prevent unfettered trafficking of U.S. military weapons (never intended or financed by the USG for

CONTRADICTION
BETWEEN D413 +

private trade), and by ensuring a system that prevents the recipient nations' inappropriate profit from weapons provided to them for specific foreign policy purposes. In fact, the Arms Export Control Act states it as a policy of the United States to "...exert leadership in the world community to bring about arrangements for reducing the international trade in implements of war and...the burden of armaments."

Investigations/Crimes Linked to Law Enforcement

14. Describe any law enforcement or grand jury investigations of alleged illegal conduct related to the importation of M1 or M1911 firearms.
15. Include a comprehensive overview of the number of homicides and violent crimes committed against police officers with M-1's or M-1911's, regardless of the manufacturer, or any other firearm on the curio and relic list.
16. Compare each M1 Garand, M1 Carbine, and M1911 pistol with its modern counterpart, and discuss whether a standard round will pierce a police vest.

Records dating from the past five years do not indicate any information regarding any alleged illegal conduct related to the importation of M1 or M1911 firearms over the last five years.

In a similar vein, there is no data in current official database holdings reviewed for this study that can accurately address the number of homicides and violent crimes committed against police officers. Current systems used by the Federal Bureau of Investigation (FBI) do not, in all cases, distinguish between models of rifles and handguns used in such crimes--in the same way that ATF's import database does not. From media reports, the USG is aware of over a dozen reported instances of crime against law-enforcement officers when a curio or relic was involved (Tab D).

M-1 Garand: A mechanically identical commercial copy of the M-1 Garand was produced by Springfield Inc., Geneseo, Illinois, until 1990. The M-1 Garand is chambered to fire the .30-06 cartridge. Soft body armor normally worn by law enforcement

personnel on a daily basis is not designed to provide protection against this level of threat. Level IV armor is designed to provide protection against .30-06 threat levels. This level armor is not the type worn on a daily basis.

M-1 Carbine: Mechanically identical commercial copies of the M-1 Carbine have been produced by various U.S. manufacturers for more than 20 years. The rifle was most recently produced by Iver Johnson and was discontinued in 1993. The M-1 Carbine is chambered to fire the .30 Carbine caliber cartridge. Level III body armor is designed to provide protection against .30 Carbine caliber threats. This level armor is not the type worn on a daily basis.

M1911 pistol: The M1911 type pistol and variations (i.e. M1911A1) have been in continuous production since 1911. The weapon remains in production by various domestic and foreign manufacturers. The M1911 pistol is chambered for the .45 ACP caliber cartridge. Level II-A soft body armor is designed to provide protection against .45 ACP caliber threats. This level soft body armor is a common type available to law enforcement. However, since it is unknown what level of soft body armor is used by various law enforcement agencies, no conclusions concerning the threat posed by .45 ACP caliber ammunition should be drawn.

General Crime Issues

17. How are curio and relic weapons traced to crime?
18. Describe relationship between the average price of weapons, their availability, and crime.

A firearm recovered at a crime scene can generally be traced from the manufacturer or imported to the point of first sale to an unlicensed individual. Existing law and regulations require that firearms be identified by means of an individual serial number, the model and caliber of the weapon, the name, city and state of the manufacturer or importer, and in the case of an imported firearm--the country of origin. Additionally, federal firearms licensees are required to maintain acquisition and disposition records for each firearm received and sold. These records identify the specific weapon and show to whom the weapon was transferred.

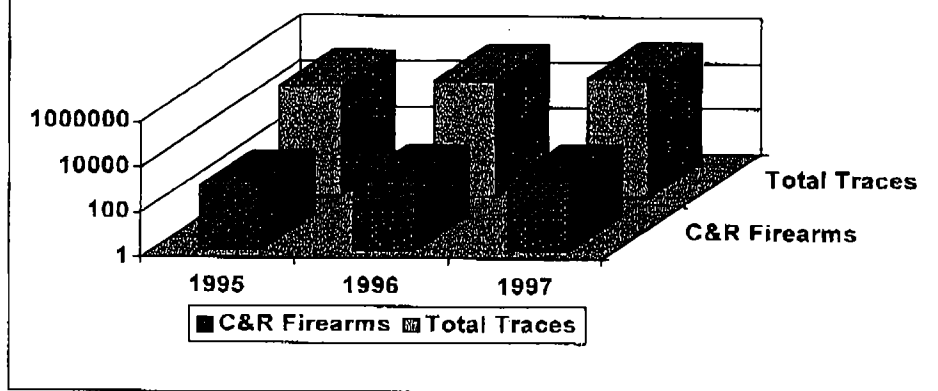
The above marking and record-keeping requirements were instituted with the passage of the Gun Control Act of 1968 (GCA). Therefore, any firearm lawfully manufactured or imported after the passage of the GCA can be traced from its manufacturer/importer to the first sale to a non-licensed person. However, firearms produced or imported prior to the effective date of the GCA may not be traceable because of the lack of standardized marking and record-keeping requirements.

Weapons such as the M-1 Carbine, M-1911 and 1911A pistol, and M-1 Garand rifles that are already in the U.S. have been used to commit crimes. Between September 1989 and mid 1997, the ATF's National Tracing Center traced approximately 1,900 M-1 Carbines or rifles and 2,670 M-1911 pistols recovered by law enforcement officers throughout the United States. Since January 1997 alone, ATF has traced 1,351 of these weapons. It should be noted, however, that ATF traces crime guns recovered by law enforcement agencies only when officials request traces; and that a crime gun is defined for tracing purposes as any firearm that is illegally possessed, used in a crime, or suspected by law enforcement of being used in a crime. Although the presence of ATF trace data on a particular firearm may be a strong indication of the weapon's presence at a crime scene, the absence of trace data should not be taken as an indication that a weapon is not used in crime. ATF tracing statistics are a valuable source of information, but they are far from comprehensive.

The number of traces involving U.S. military curio or relic weapons may appear small in comparison to the total number of traces conducted by ATF. This is partly because the existing policy against importation of such firearms limits the number of these currently available in the U.S. Those U.S. military curio or relic firearms in the U.S. without importers' markings cannot be traced due to their age. Only those firearms imported after 1968 are required to be marked with a serial number, the importer's name, city, and state. However, even as traces have increased over the past three years, the weapons in question have remained a fairly constant proportion of the total, indicating that the presence of such firearms at crime scenes is recurrent. Figure 1 indicates the proportion of traces for M-1 Carbines, M-1 Garand rifles, and M-1911 and 1911A pistols relative to other firearms.

Does this ME
curios
can

Fig. 1 Firearm Traces '95-'97



Some of the specific incidents where curio or relic firearms have been used to commit crimes underscore how these weapons can be used in crime. For example, one of the weapons used in the recent school shooting in Jonesboro, Arkansas, was an M-1 Carbine, which is functionally identical to the U.S. military M-1 Carbines in question. In addition, as detailed in a previous section, curio and relic firearms have been used to murder law enforcement officers.

There may be a relationship between the availability of certain weapons, their price and quantity, and the use of such weapons in crime. The weapons in question are functional firearms that could be attractive to criminals. Moreover, these imported weapons present a generally less expensive alternative to comparable new firearms. Finally, the influx of additional large quantities of inexpensive weapons will likely make firearms more readily available to criminals.

The M-1 Carbine is a .30 caliber semi-automatic rifle, weighing about 5.5 lbs., and accepts 15- or 30-round detachable magazines. The M-1911 and 1911A pistols are .45 caliber semiautomatic pistols, weighing about 2.5 lbs., and accept 7-round detachable magazines. The M-1 Garand is a .30-06 caliber semi-automatic rifle, weighing roughly 9.5 lbs., and accepting an 8 round en-bloc clip.

The M-1911 and M-1911A1 pistols, like other handguns, are easy to conceal and may be attractive to criminals who want firearms that can be hidden on the person. The M-1 Carbine is relatively easy to convert to full automatic fire. In most cases the modifications can be performed quickly through the installation of a conversion kit. The modifications do not require any particular expertise in weapon design. Once converted, the M-1 Carbine is no different than any other fully automatic weapon.

In addition to criminals' potential interest in the features discussed above, criminals' possible use of these weapons may result from the relatively competitive pricing and functionality of the weapons. Although prices for curio and relic weapons vary, their overall level makes the weapons generally less expensive than comparable new weapons.²

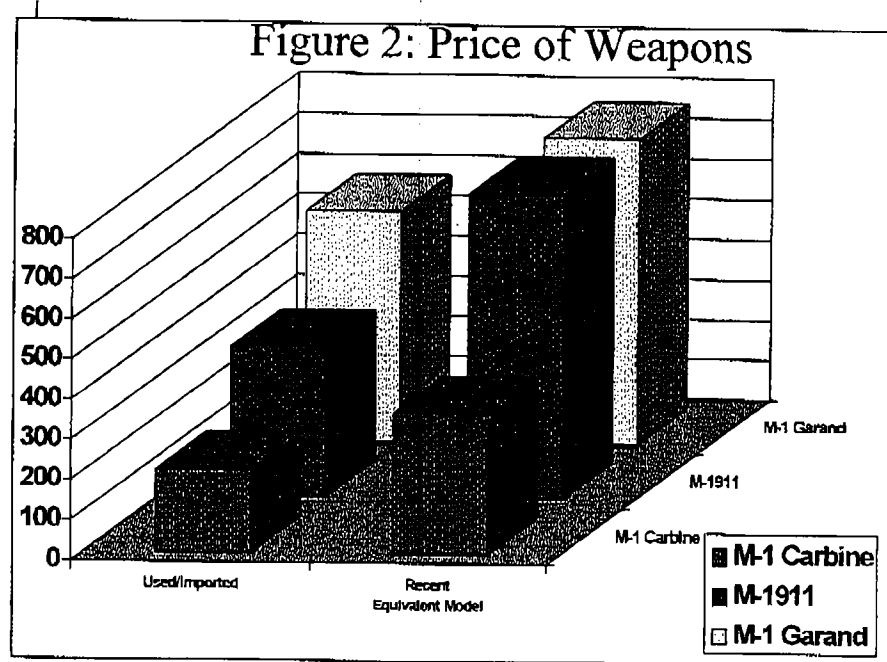
The 18th Edition of the Blue Book on Gun Values lists the prices for the weapons in question as follows: M-1 Carbine, \$130-\$285; M-1911 and 1911A pistols, \$200-\$550; and M-1 Garand, \$425-\$725. These prices all vary depending on condition. By contrast, the last suggested retail price for the M-1 Garand (produced through 1990) was \$761.

The newer versions of the M-1 Carbine (produced through 1990) retailed for \$350. Moreover, M-1 Carbines that have been unlawfully (but easily) converted to fully automatic fire are not available in the legal firearms market, but sell for prices that are higher than other firearms. Prices for other automatic weapons sold illegally could far exceed the price of an M-1 Carbine.

The M-1911A1 pistol continues to be produced. The current suggested retail price ranges from \$430 to over \$1000. Figure 2 compares the price range means for each firearm type.³ Thus, the importation of the weapons in question would lead to direct increases in the availability of inexpensive weapons including features sometimes preferred by criminals.

²Blue Book of Gun Values, 18th ed. (1997).

³The price range mean is the mean value of the lowest and highest value given in the Blue Book of Gun Values 18th ed. (1997).



In addition to these direct effects, a reduction in the overall price level of certain weapons resulting from the presence of greater quantities could make them more easily available to purchasers, including criminals. Like the prices of other commodities, firearms prices are affected by the supply of available firearms and demand for the weapons.⁴ If demand remains constant, an increase in the supply of firearms would tend to decrease the price that firearms sellers could obtain for a weapon. These commonly understood pricing pressures are exacerbated by the relative durability of guns, which force products entering the market (whether used or new) to compete with an existing stock of guns.

Meanwhile, other factors being equal, the quantity of firearms demanded is affected by the price of such firearms. Thus, in general terms, the effect of a decrease in the price of weapons could have at least two consequences. First, individuals who are deciding between purchasing a firearm and not purchasing a firearm may be more likely to make a purchase if the price is lower. Second, lower prices in a certain segment of the firearms market could make weapons from such a segment more attractive

⁴See, e.g., Philip J. Cook et al., *Regulating Gun Markets*, 86 *J. Crime. L. & Criminology* 59 (1995).

compared to other weapons. Even assuming that overall demand for firearms were relatively less elastic than for other commodities, the demand for individual types of firearms is probably fairly elastic. Thus, substitution to the weapons in question would result from a reduction in the price of the M-1 Carbine, M-1911 and 1911A1 and M-1 Garands (as well as similar weapons that may also face price reductions resulting from the imported firearms).

The specific changes in pricing of these models or comparable weapons depend on the actual changes in supply of the weapons. Figures currently are not available to calculate precisely the potential increase in quantity of weapons demanded that could result from additional quantities of curio or relic firearms. As above, prices can be affected by other factors beyond supply shifts (such as exogenous changes in demand).

While it is not possible to anticipate exactly how many weapons would be imported if the current policy were changed to allow for their importation, numbers could be significant enough to affect the price and easy availability of these weapons throughout the United States.

TAB A

MAJORITY MEMBERS

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 CUBA FELL, TEXAS, FLORIDA
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 JIM BROWN, NEW MEXICO
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 ERNEST A. HODGE, JR., OKLAHOMA
 PERRY SCHELLA, TEXAS
 JIM KOLLERMEIER, INDIANA
 DAN BELLER, FLORIDA
 JOE BERRY, ARIZONA
 JACK KINGSTON, GEORGIA
 JIM FARRAR, MISSISSIPPI
 ROBERT F. TRELAWNY, NEW JERSEY
 ROBERT K. WICKER, MISSISSIPPI
 MICHAEL J. FORBES, NEW YORK
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 ROBERT S. ADAMS, ALABAMA

Congress of the United States

House of Representatives
 Committee on Appropriations
 Washington, DC 20515-6015

January 12, 1998

MINORITY MEMBERS

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 STEVE R. HODGE, MARYLAND
 ALAN E. MULLOCHAN, WEST VIRGINIA
 MARY KAPLAN, OHIO
 RANDY L. BROWN, COLORADO
 RANDY WILSON, CALIFORNIA
 PETER A. VICKLOCKY, INDIANA
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 GUY EDWARDS, TEXAS

CLERK AND STAFF DIRECTOR

JAMES W. BIER

TELEPHONE:
(202) 225-5771

The Honorable Madeleine K. Albright
 Secretary
 U.S. Department of State
 2201 C Street, NW
 Washington, DC 20520

Dear Secretary Albright:

We are writing regarding language included in the Conference Report to the Fiscal Year 1998 Appropriations Act for the Departments of Commerce, Justice, State, the Judiciary and Related Agencies.

As you may know, the Statement of Managers includes language requesting the Department of State, in consultation with the Bureau of Alcohol, Tobacco and Firearms, and the Federal Bureau of Investigation, to prepare a report with regard to information associated with applications for permits to import curio and relic firearms. Circumstances are such in the industry that this information is needed expeditiously. Therefore, we hope and would expect this reporting requirement to be fulfilled by February 27, 1998.

We would appreciate a timely submission of the report, and look forward to working with you on this and other issues of importance to the Department of State.

Most sincerely,


 Harold Rogers
 Chairman


 Alan B. Mollohan
 Ranking Member

H10856

CONGRESSIONAL RECORD—HOUSE

November 13, 1997

Sec. 303.—The conference agreement includes section 303, identical in both the House and Senate-reported versions of the bill, allowing up to \$10,000 of salaries and expenses funds provided in this title to be used for official reception and representation expenses of the Judicial Conference of the United States.

Sec. 304.—The conference agreement includes section 304, as proposed in the Senate bill, which provides a permanent extension of the authority for the Judiciary Automation Fund. The House bill did not include any provision on this matter.

Sec. 305.—The conference agreement includes section 305, creating the Commission on Structural Alternatives for the Federal Courts of Appeals. The functions of the Commission are to study the present division of the United States into the several judicial circuits; study the structure and alignment of the Federal Court of Appeals system, with particular reference to the Ninth Circuit, and to report to the President and the Congress its recommendations for changes in circuit boundaries or structures. The Commission is to be made up of 5 members, to be appointed by the Chief Justice of the Supreme Court. The Commission is to conduct studies during the 10-month period beginning on the date on which a quorum of the Commission is appointed, and within the following 2-month period, submit its report to the President and the Congress. Not to exceed \$500,000 is authorized to be appropriated for the Commission, to remain available until expended. The House bill had no provision on this matter. The Senate bill contained a provision that realigned the current Ninth Circuit and established a new Twelfth Circuit.

Sec. 306.—The conference agreement includes section 306, as proposed in the Senate bill, authorizing federal judges to receive a salary adjustment, modified to include an additional provision appropriating \$5,000,000 for the cost of the salary adjustment, to be transferred to and merged with appropriations in this title. The House bill did not contain a provision on this matter.

Sec. 307.—The conference agreement includes a provision included in the Senate bill amending section 44(c) of title 28 of the U.S. Code to require that in each circuit, other than the Federal Judicial Circuit, there shall be at least one circuit judge appointed from each State in that circuit. The House bill had no provision on this matter.

Sec. 308.—The conference agreement includes a provision requiring public disclosure of court appointed attorney's fees, unless the court finds that consideration of the defendant's interests requires otherwise, as included in the Senate bill as section 121, modified to make the provision effective 60 days after enactment, apply to new cases, and sunset in two years. The provision, as included in the Senate bill, would have been effective immediately, would have applied to all cases, and would have been permanent. The House bill included no similar provision.

The conference agreement includes a short title for Title III of this Act, as included in the Senate bill. The House bill did not include a short title.

TITLE IV—DEPARTMENT OF STATE AND RELATED AGENCIES

DEPARTMENT OF STATE

ADMINISTRATION OF FOREIGN AFFAIRS DIPLOMATIC AND CONSULAR PROGRAMS

The conference agreement includes a total of \$1,700,000,000 for Diplomatic and Consular Programs. This amount includes a direct appropriation of \$1,705,600,000, instead of \$1,706,577,000 as provided in the House bill and \$1,727,868,000 as provided in the Senate bill, including \$400,000 from the reserved fund

for the International Center, as provided in both the House and the Senate bills; \$700,000 to be derived from registration fees, as provided in both the House and the Senate bills; and \$23,700,000, to remain available until expended, for increased security overseas, as provided in the House bill, to continue the antiterrorism initiatives included in the fiscal year 1997 appropriations Act.

The conference report specifies that in addition to funds otherwise available, \$24,856,000 shall be available for operation of existing base services and \$17,312,000, to remain available until expended, for enhancement of the Diplomatic Telecommunications Service. The House bill contained a provision specifying these amounts, but did not allow for other funds that might be available. The Senate bill did not contain a provision on this matter.

The conference report also includes a provision permitting the transfer of up to \$4,000,000 to the Emergency in the Diplomatic and Consular Service account for emergency evacuations and terrorism rewards, as provided in the Senate bill. The House did not have a provision on this matter.

The conference report also includes a provision to collect and deposit as an offsetting collection to this account Machine Readable Visa fees in fiscal years 1998 and 1999 to recover authorized costs. The Senate bill included a similar provision but would have made it permanent. The House bill included a provision allowing deposit of MRV fees as an offsetting collection to this account in fiscal year 1998.

The conference report does not include a provision making not to exceed \$125,000 of the funds under this heading available for the Mani Pacific Center, as proposed in the Senate bill. The House bill did not contain a provision on this matter.

The conferees agree that the language in both the House and Senate reports under this heading is to be followed in expending fiscal year 1998 funds, with the following exceptions and additions.

The conferees endorse a modified plan for orphan adoptions in the Russian Far East proposed by the State Department in response to language in the Senate report. Consular officers in Vladivostok will forward approved immigrant visa applications to Moscow by courier for final processing. Final processing and return of immigrant visas to Vladivostok will occur within the 10-day waiting period after final adoption hearings. The State Department shall report back to the Appropriations Committees on the implementation of the proposed new adoption procedures not later than December 31, 1997.

The conferees understand that the State Department has been reimbursing some, but not all, U.S. Bering Straits commissioners. The conferees direct the State Department to compensate all U.S. members of the Bering Straits Commission for costs associated with official duties. The conferees direct the State Department to provide the Appropriations Committees with an estimate of commissioner compensation in fiscal year 1998 not later than December 31, 1997.

The conferees are concerned over the situation in the Republic of Albania, specifically, reports that the new Socialist government is engaging in politically motivated purges of civil servants and allegations of repression of certain members of the opposition. As such, the conferees direct the State Department to maintain vigorous scrutiny of the human rights performance of the new government, particularly with respect to treatment of opposition political parties, and the exercise of freedom of the media and freedom of Assembly. The conferees further direct the State Department to report back to the Con-

gress on these issues within 180 days of enactment of the bill.

The State Department previously has been requested by the conferees to ensure that a senior officer of the U.S. & Foreign Commercial Service (US&FCS) was nominated to be an ambassador. The conferees continue to recognize the professionalism and foreign policy expertise of the US&FCS officer corps and believe that such an action is long overdue. Accordingly, the conferees expect the Department of State to select and nominate a US&FCS foreign service officer to be an ambassador by May 1, 1998.

SALARIES AND EXPENSES

The conference agreement includes a total of \$363,512,000 for Salaries and Expenses, as proposed in both the House and Senate bills. The conference agreement does not include a provision, as proposed in the House bill, to withhold \$1,270,250 from obligation until the Secretary designates foreign terrorist organizations as required by the Antiterrorism and Death Penalty Act of 1996. The conferees are aware that the Secretary has made such designation and submitted it to Congress. The Senate bill did not contain a provision on this matter.

The conferees adopt by reference the provisions of both the House and the Senate reports under this heading.

The Department of State, in consultation with the Bureau of Alcohol, Tobacco, and Firearms, and the Federal Bureau of Investigation, is directed to prepare a report on the implementation of 22 U.S.C. 2775(b)(1)(B) to the Appropriations Committees of both the House and the Senate, to include the following:

- (1) the number of applications processed and approved in the last 5 years;
- (2) the articles that were approved for importation as of the date of the report;
- (3) the number of applications disapproved and the reasons for such disapproval;
- (4) an estimate of the number and the specific model of firearms, based upon current survey information from overseas mission available for importation from non-proscribed countries; and
- (5) a detailed explanation of the process by which an M-1 carbine can be converted into an illegal machine gun under the National Firearms Act or assault weapon, as in 18 U.S.C. 921(a)(30).

CAPITAL INVESTMENT FUND

The conference agreement includes \$36,000,000 for the Capital Investment Fund, instead of \$50,600,000 as proposed in the House bill, and \$105,000,000 as proposed in the Senate bill. The conferees adopt by reference the provisions of both the House and Senate reports under this heading.

OFFICE OF INSPECTOR GENERAL

The conference agreement includes \$27,495,000 for the Office of Inspector General, which has jurisdiction over the Department of State, the United States Information Agency, and the Arms Control and Disarmament Agency, as proposed in the Senate bill, instead of \$28,300,000 as proposed in the House bill.

REPRESENTATION ALLOWANCES

The conference agreement includes \$4,200,000 for Representation Allowances, instead of \$4,300,000 as proposed in the House bill and \$4,100,000 as proposed in the Senate bill.

PROTECTION OF FOREIGN MISSIONS AND OFFICIALS

The conference agreement includes \$7,900,000 for Protection of Foreign Missions and Officials, as provided in both the House and the Senate bills.

Congress of the United States
Washington, DC 20515

February 4, 1998

The Honorable Madeleine Albright
Secretary of State
Department of State, Room 7226
Washington, D.C. 20520

Dear Secretary Albright:

As you know, the conference agreement on the FY98 Commerce, Justice, State Appropriations law directs the Department of State, in consultation with the Bureau of Alcohol, Tobacco, and Firearms, and the Federal Bureau of Investigation to prepare a report on the implementation of 22 U.S.C. 2778(b)(1)(B).

To ensure that the report provided by the Administration is thorough and balanced, we believe additional factors, other than those included in the illustrative list outlined by the conferees, should be addressed in the report. To that end, we would urge you to include information on the issues outlined below in the report to the Appropriations Committee.

1. When providing information about the number of applications processed and approved in the last five years, please indicate who is submitting the applications (e.g. individuals, collectors, importers, gunsmiths etc.) and provide a geographical distribution of the applicants. Please indicate whether or not imports are traceable. If they are not traceable, please indicate what it would cost to stamp imports with a serial number for tracing purposes.
2. Please provide the information about the firearms approved for importation by type (e.g. rifle, shotgun, pistol, or revolver) and characteristics (e.g. manual, semi-automatic, fully-automatic, clip-, belt-, or drum-fed).
3. Please include an assessment of weapon quality and street value as part of the overview of the availability of the firearms at issue. Please provide an analysis of the impact imports would have on the U.S. gun market and U.S. manufacturers.
4. Please explain why it is important for the President and Secretary of State to retain authority to retain control over firearms granted or sold by the Government exclusively for foreign military use and never intended for private use.
5. Please provide an assessment of the extent to which applications for the importation of these weapons were approved or denied in the Bush and Reagan Administrations.
6. Please include a description of any law enforcement or grand jury investigations of alleged illegal conduct related to the importation of M-1 or M1911 firearms.

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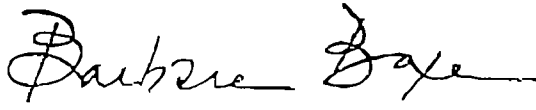
The Honorable Madeleine Albright
February 4, 1998
Page 2

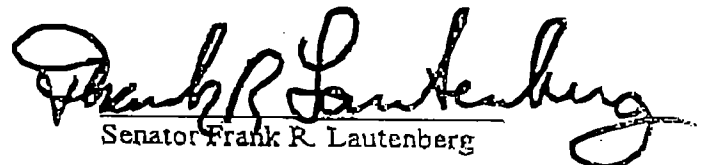
7. Please provide an analysis of the number and types of weapons that have been added to the curios or relics list since 1980, the process by which those weapons are added to the list, and the entities that have petitioned to have weapons added to the list.

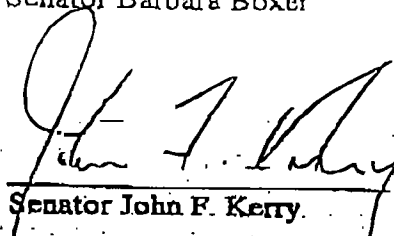
8. Please include a comprehensive overview of the number of homicides and violent crimes committed against police officers and against civilians with M1's or M1911's, regardless of the manufacturer, or any other firearm on the curios or relics lists.

We appreciate your effort to ensure that this report will be thorough and balanced. The information we are requesting will greatly inform the debate on this important issue in the Congress.

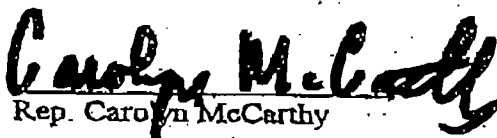
Sincerely,

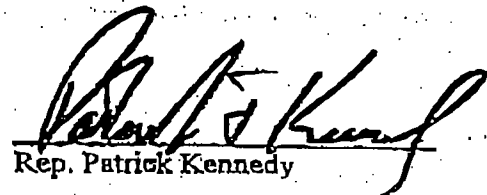

Senator Barbara Boxer


Senator Frank R. Lautenberg

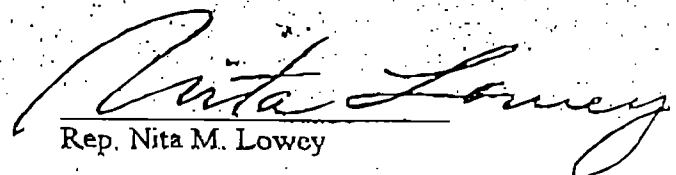

Senator John F. Kerry


Rep. Christopher Shays


Rep. Carolyn McCarthy


Rep. Patrick Kennedy


Rep. Carolyn B. Maloney


Rep. Nita M. Lowey

TAB B

**IMPORTED FIREARMS
BY COUNTRY AND TYPE
JANUARY 1997 THROUGH DECEMBER 1997**

<u>COUNTRY OF EXPORTATION</u>	<u>SHOTGUNS</u>	<u>RIFLES</u>	<u>HANDGUNS</u>	<u>TOTAL FIREARMS</u>
BRAZIL	12,941	179	150,607	163,727
AUSTRIA	1	25,412	109,053	134,466
GERMANY	770	9,447	106,372	116,589
ITALY	75,426	6,747	26,882	109,055
CANADA	113	65,126	10,897	76,136
JAPAN	5,246	59,903	22	65,171
ROMANIA	0	46,396	9	46,405
CZECHOSLOVAKIA	25	38,263	994	39,282
ARGENTINA	0	2,957	22,505	25,462
BULGARIA	0	21,530	1,640	23,170
RUSSIA	0	16,000	0	16,000
FRANCE	17	15,705	73	15,795
SWEDEN	246	14,728	48	15,022
HUNGARY	0	4,509	10,131	14,640
CHILE	2	0	13,660	13,662
SPAIN	2,856	5	10,373	13,234
PORTUGAL	29	10,196	2,068	12,293
EGYPT	0	4,794	2,437	7,231
CHINA	6,848	0	0	6,848
ISRAEL	0	140	4,893	5,033
UNITED KINGDOM	440	3,393	236	4,069
FINLAND	0	3,765	0	3,765
PHILIPPINES	5	3,365	70	3,440
SWITZERLAND	1	2,145	524	2,670
BELGIUM	61	1,957	6	2,024
SOUTH KOREA	0	1,300	250	1,550
TURKEY	1,243	0	0	1,243
POLLAND	0	753	50	803
DENMARK	1	0	382	383
ALL OTHER COUNTRIES	25	222	0	392
TOTALS	106,296	358,937	474,327	939,560
SOURCE: ACS 3/26/98				

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS FIREARMS AND EXPLOSIVES IMPORTS BRANCH

IMPORTED FIREARMS BY COUNTRY AND TYPE JANUARY 1996 TO DECEMBER 1996

COUNTRY OF EXPORT	SHOTGUNS	RIFLES	HANDGUNS	TOTAL FIREARMS
AUSTRIA	0	457	182,463	182,920
ITALY	89,111	8,587	53,026	150,724
GERMANY	855	21,255	104,845	126,955
BRAZIL	16,521	3,535	89,006	109,062
CANADA	6,245	51,160	17,620	75,025
INDIA	1	72,206	0	72,207
FINLAND	0	25,415	0	25,415
SPAIN	2,980	303	13,492	16,775
SWEDEN	220	15,662	37	15,956
ARGENTINA	0	1,203	11,337	12,540
CHINA	45	12,110	0	12,155
HUNGARY	0	2,000	9,132	11,132
NETHERLANDS	16	6,709	1,950	8,675
IRELAND	0	8,001	0	8,001
NICARAGUA	0	6,600	0	6,600
BULGARIA	0	6,405	2	6,407
CZECHOSLOVAKIA	54	2,667	3,104	5,825
JAPAN	4,537	626	0	5,163
UNITED KINGDOM	1,924	3,083	1,462	5,007
SOUTH KOREA	0	3,103	1,517	4,620
TURKEY	3,832	101	0	3,933
EGYPT	0	3,606	0	3,606
POLAND	0	3,400	0	3,400
PHILIPPINES	200	2,522	5	2,727
ISRAEL	1,216	181	537	1,934
SWITZERLAND	1	280	887	1,168
GREECE	0	700	0	700
MEXICO	647	2	0	649
AUSTRALIA	5	640	0	645
ALL OTHERS	46	49	132	227
TOTALS	128,456	262,568	490,554	881,578

SOURCE: ACS 1/22/97

**IMPORTED FIREARMS
BY COUNTRY AND TYPE
JANUARY 1995 THROUGH DECEMBER 1995**

COUNTRY OF ORIGIN	SHOTGUNS	RIFLES	HANDGUNS	TOTAL FIREARMS
AUSTRIA	3	6,613	202,313	208,929
WEST GERMANY	1,444	6,672	171,819	179,935
ITALY	91,521	5,462	70,769	167,752
BRAZIL	18,972	172	125,170	144,314
RUSSIA	4,396	50,002	4,022	58,420
CANADA	157	30,630	23,520	54,307
UKRAINE	0	50,000	0	50,000
SPAIN	3,002	2	30,896	33,900
INDIA	0	30,824	0	30,824
CHINA	704	3,706	25,382	29,792
SWEDEN	208	18,066	991	19,265
UNITED KINGDOM	4,792	8,921	1,944	15,657
ARGENTINA	0	0	15,419	15,419
CZECHOSLOVAKIA	2	6,554	7,781	14,337
ISRAEL	0	0	12,753	12,753
FINLAND	2	10,423	0	10,425
JAPAN	7,675	1,316	39	9,030
HUNGARY	4	3,000	5,863	8,867
EGYPT	0	7,062	1,100	8,162
KOREA	1	3,000	4,017	7,018
FRANCE	39	6,607	17	6,663
TAIWAN	0	4,500	0	4,500
BULGARIA	0	3,571	636	4,207
PHILIPPINES	616	1,754	10	2,380
TURKEY	1,988	0	0	1,988
SWITZERLAND	0	151	1,587	1,738
ALL OTHER COUNTRIES	600	867	45	1,512
GREECE	0	1,310	0	1,310
TOTALS	136,126	261,185	706,093	1,103,404
01/23/96				

**IMPORTED FIREARMS
BY COUNTRY AND TYPE
JANUARY 1994 THROUGH DECEMBER 1994**

COUNTRY OF ORIGIN	SHOTGUNS	RIFLES	HANDGUNS	TOTAL FIREARMS
CHINA	15	408,655	33,522	442,192
RUSSIA	14,088	258,638	145,010	417,736
BRAZIL	25,940	2,836	216,781	245,557
AUSTRIA	0	24,545	191,143	215,688
WEST GERMANY	1,806	10,439	144,000	156,245
ITALY	64,667	5,207	55,328	125,202
UNITED KINGDOM	856	58,596	2,112	61,564
UKRAINE	0	40,000	5,000	45,000
CANADA	539	17,255	27,179	44,973
HUNGARY	9	2,100	41,377	43,486
SPAIN	3,745	410	36,848	41,003
PANAMA	36	10,493	21,723	32,252
SWEDEN	10	26,523	33	26,566
ARGENTINA	0	0	25,732	25,732
ISRAEL	0	0	22,720	22,720
JAPAN	7,783	11,601	1	19,385
CZECHOSLOVAKIA	0	17,000	0	17,000
KOREA	0	2,801	13,462	16,263
FINLAND	1	13,494	0	13,495
EGYPT	0	10,430	29	10,459
POLAND	0	10,001	1	10,002
PHILIPPINES	2684	5,793	1	8,478
IRELAND	426	2,900	2	3,328
SWITZERLAND	0	369	2,542	2,911
BULGARIA	1	1,629	5	1,635
ALL OTHER COUNTRIES	1,275	4,048	1,747	7,070
TOTALS	123,881	945,763	986,298	2,055,942
08/02/95				

**IMPORTED FIREARMS
BY COUNTRY AND TYPE
JANUARY 1993 THROUGH DECEMBER 1993**

COUNTRY OF ORIGIN	SHOTGUNS	RIFLES	HANDGUNS	TOTAL FIREARMS
CHINA	4,408	955,756	96,494	1,056,658
BRAZIL	17,618	46,120	195,597	259,335
ITALY	67,269	92,785	75,382	235,436
WEST GERMANY	2,347	37,614	140,980	180,941
AUSTRIA	2	280	165,861	166,143
JAPAN	8,276	73,069	37,351	118,696
BELGIUM	12,423	233	91,975	104,631
SPAIN	1,244	72,078	26,545	99,867
RUSSIA	11,668	41,514	42,183	95,365
PORTUGAL	32,055	9,800	40,287	82,142
SWITZERLAND	200	24,721	47,897	72,818
SWEDEN	45	29,691	42,628	72,364
ISRAEL	75	20,785	40,295	61,155
CZECHOSLOVAKIA	0	36,900	23,500	60,400
KOREA	17,235	0	35,053	52,288
CANADA	13,499	30,786	7,296	51,581
HUNGARY	0	7,400	25,504	32,904
UNITED KINGDOM	15,092	11,273	325	26,690
FINLAND	12,387	5,175	8,328	25,890
FRANCE	2,508	12,503	5	15,016
POLAND	1	7,500	17	7,518
BULGARIA	0	0	1,001	1,001
SCOTLAND	0	0	0	0
MEXICO	0	0	0	0
TOTALS	218,352	1,515,983	1,144,504	2,878,839
10/17/94				

TAB C

TAB D

Law Enforcement Officers Killed with M-1 Rifles or 1911 Pistols Since 1990

- 1) *California* - January 5, 1997, Riverside County Sheriff's Department Deputy James Lehmann, Jr. Killed with an M-1 carbine. Sources: FBI and press accounts.
- 2) *California* - January 5, 1997, Riverside County Sheriff's Department Deputy Michael P. Haugen killed with an M-1 carbine. Sources: FBI and press accounts.
- 3) *California* - December 28, 1992, Richmond Officer David Haynes killed with an M-1 carbine. Sources: FBI and press accounts.
- 4) *California* - December 28, 1992, Richmond Officer Leonard Garcia killed with an M-1 carbine. Sources: FBI and press accounts.
- 5) *Florida* - September 17, 1996, Holmes County Deputy Lonnie Lindsey killed with an M-1 carbine. Sources: FBI and local police.
- 6) *Minnesota* - April 9, 1990 Duluth Sgt. Gary Wilson killed with an M-1 semiautomatic carbine. Sources: FBI and press accounts.
- 7) *New Hampshire* - October 2, 1994, Sgt. James Noyes killed with and M-1 carbine. Sources: FBI and press accounts.
- 8) *New Jersey* - May 7, 1995, Franklin Township Sgt. Lee Gonzalez killed by Robert "Mudman" Simon, a Warlocks motorcycle gang member, during a routine stop. Simon, who has just committed a robbery, shot Gonzalez twice, once in the head and once in the neck, using an M1911 semiautomatic pistol. Sources: FBI & Gloucester County Prosecutor's Office.
- 9) *North Carolina* - November 16, 1991, Clinton Officer Donald Ray Tucker, who was working undercover in Carteret County, North Carolina, was shot killed with a 1911 pistol during a botched drug deal exchange. Sources: FBI and press accounts.
- 10) *Tennessee* - December 11, 1991, Johnson County Deputy Sheriff Allen Lipford was killed by an escapee armed with a 1911pistol. Source: FBI and press accounts.
- 11) *Texas* - July 10, 1991, Pasadena Officer Jeff Ginn killed with an M-1 carbine. Source: press accounts
- 12) *Texas* - January 6, 1991, Dimmit County Sheriff killed with an Ithaca Model M1911 A1 pistol. Sources: FBI and press accounts.
- 13) *District of Columbia* - A District of Columbia police officer was killed with a 1991A-1 in 1997. Sources: FBI and press accounts.