Silencers: A THREAT TO PUBLIC SAFETY
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INTRODUCTION

Silencers are devices that are attached to the barrel of a firearm to reduce the amount of noise generated by the firing of the weapon. By providing a larger contained space for the gases generated by the discharge of the gun’s ammunition round to dissipate and cool before escaping, silencers reduce the sound generated by the weapon’s firing.

Since 1934, silencers have been regulated under the National Firearms Act (NFA). The NFA requires that transferees of silencers submit fingerprints and a photograph, pay a special tax, and undergo a background check. It also requires a “Chief Law Enforcement Officer” or CLEO to sign a statement confirming that a certifying official is satisfied that the fingerprints and photograph accompanying the application are those of the applicant and that the certifying official has no information indicating that possession of the silencer by the applicant would be in violation of state or local law. In January 2016, however, the Obama administration finalized a new rule that eliminates the CLEO sign-off requirement and replaces it with a requirement that local law enforcement need only be notified of the transfer of a silencer.

Hiram Percy Maxim is credited with patenting the first silencer in 1908. But a short time later their utility in crime was demonstrated in a tragic murder-suicide on Central Park West in New York City in 1915.

In the decades that followed, silencers were used by the Office of Strategic Services (OSS) during World War II for clandestine missions. Silenced handguns were also used in Vietnam for multiple purposes. According to a former Special Forces NCO, military units used suppressed pistols “for all sorts of sneaky ops, from dumping guards to out and out assassinations.”

In 1967, a new generation of silencers was developed by Mitch WerBell for Sionics, a company that specialized in counterinsurgency equipment. The acronym Sionics stood for Studies in Operational Negation of Insurgency and Counter Subversion. The company supplied silencers and similar items for covert operations by military and “CIA-type” clandestine organizations. These next-generation silencers were more efficient than their turn-of-the-century predecessors and could effectively be used on battle rifles and Carbines.

1 Examples of the types of firearms that must be registered under the National Firearms Act [26 U.S.C. 5845] include: machine guns; the frames or receivers of machine guns; any combination of parts designed and intended for use in converting weapons into machine guns; any part designed and intended solely and exclusively for converting a weapon into a machine gun; silencers and any part designed and intended for fabricating a silencer; short-barreled rifles; and, short-barreled shotguns. Also included are “destructive devices.” These include Molotov cocktails, anti-tank guns (more than 50 caliber), bazookas, and mortars. “Any other weapon,” which includes cane guns and other gadget-type firearms, such as “pen” guns, which fire a projectile by the action of an explosive are also regulated under the NFA.


Today’s military silencers are used by special operations units to reduce noise and muzzle flash.

A relatively new priority for the gun lobby and firearms industry has been to expand the market for the legal use of silencers. As a result of pro-gun lobbying, many states have passed laws legalizing the use of silencers for hunting. But the ultimate goal is to weaken federal law regulating the transfer and use of silencers. Legislation was recently introduced in Congress to accomplish this goal. Misleadingly labeled the “Hearing Protection Act,” the bill would remove silencers from the list of NFA-regulated firearms and accessories, making them subject only to the regulations that currently apply to hunting rifles. In their public statements, proponents of the bill would like the public and policymakers to believe that silencers are innocuous devices used merely to protect the hearing of shooters, including children. But in fact, the campaign to deregulate silencers is merely the latest attempt by the gun lobby and firearms industry, in the wake of declining household gun ownership, to market yet another military-bred product with little concern for its impact on public safety.

In its 2017 catalog, SilencerCo states:

We’re at the outset of a major movement. #FightTheNoise gives us all a chance to speak out against the oppression of a burdensome system and a public that accepts an inherent falsehood. Guns do not need to be loud, and those that enjoy the right to bear arms have the responsibility to stand up and call for decreased regulation and increased protection. Visit fightthenoise.org to find out how you can join the suppressed.

Barrett, manufacturer of 50 caliber anti-armor sniper rifles and AR-15-style assault rifles, also manufactures silencers.
SILENCERS HAVE BEEN USED IN CRIMES

The limited information available suggests that the current regulation of silencers under the NFA is working to keep criminal use of the devices rare.\(^7\) The federal Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) reports that it traced 125 silencers in 2015.\(^8\) But silencers—both legal and illegal—have been involved in serious and sometimes deadly crimes that graphically illustrate the threat to public safety that making them widely available to the general public would represent.

FATHER AND SON DRUG TRAFFICKING CONSPIRACY

In February 2017, Justin Graham and his father Gary Graham were arrested by Rhode Island authorities on drug charges related to the importation and distribution of MDMA. Investigators also seized seven guns including an M-4 machine gun, a silencer, and three body armor vests. Both had prior criminal histories.\(^9\)

TWO SEPARATE ROBBERIES AT WALGREENS

In February 2017 an armed robber using a silencer targeted a Walgreens in Orlando, Florida. The robber posed as a customer and stole a pack of disposable razors, a can of shaving cream, and a Hershey’s Special Dark chocolate bar.\(^10\) In December 2014, Jin Ackerman used a gun equipped with a silencer to rob another Walgreens in Las Vegas, Nevada and shoot to death a clerk who had previously worked with the shooter. While committing the robbery, Ackerman said to the clerk, “Sorry Tony, but you know me,” before pulling the trigger.\(^11\)

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\(^7\) Criminal Use of Firearm Silencers, Western Criminology Review 8(2), 44–57 (2007).
\(^8\) See https://www.atf.gov/about/firearms-trace-data-2015, Firearm Types Recovered and Traced in the United States and Territories.
MULTI-STATE DRUG TRAFFICKING RING

In January 2017, a task force of local and federal law enforcement agencies completed an investigation of a multi-state drug trafficking organization focusing on the distribution of methamphetamine and the possession and transfer of firearms in northwest Montana. Investigators noted that the large amounts of weaponry possessed by the conspirators was unique. As part of a plea agreement, 68 weapons and firearm accessories were forfeited to the government including assault rifles, a grenade launcher, and two silencers.12

ATTEMPTING TO PROVIDE MATERIAL SUPPORT TO ISIL

In August 2016, Justin Sullivan was charged with communicating with a leader of the Islamic State in furtherance of an attempt to provide material support to a terrorist organization. Sullivan told an undercover law enforcement agent that he wanted to obtain an AR-15 assault rifle and silencers to use in assassinations and mass shootings. Sullivan believed he could kill as many as 1,000 people in attacks on concerts, bars, and clubs. The undercover agent provided Sullivan with a silencer. Sullivan was also charged with murder for killing his 74-year-old neighbor.13

ARMED ROBBERY AND POINTING A FIREARM AT A LAW ENFORCEMENT OFFICER

In July 2016, Kevin Higgins was fatally shot by officers from the Sheboygan Police Department when the officers responded to a report of a robbery in progress at a bar. The suspect was dressed in camouflage clothing and armed with a DPMS A-15 assault rifle equipped with a silencer and a 30-round magazine. The suspect was killed as he brought the butt of the assault rifle to his shoulder and raised the muzzle of the gun toward the officer.14

ILLEGAL MANUFACTURE OF ASSAULT WEAPONS

In June 2016, Michael Giannone was charged in Connecticut with multiple counts related to the illegal manufacture of assault weapons out of his home including three counts of possession of silencers. He had previously been arrested on charges of firearm trafficking and assault weapon-related counts. Giannone had a business card reading, “No names, no numbers, no witnesses.” After his first arrest, Giannone was seen on the grounds of a local school in possession of a firearm. A search of his home uncovered many firearms as well as tools to manufacture AR-15 assault rifles in his workshop.15

SUSPECT ATTEMPTS TO BUY SILENCERS IN FURTHERANCE OF TERROR PLOT

In January 2016, Samy Mohamed Hamzeh was arrested and charged after acquiring automatic firearms and a silencer in furtherance of a terror plot to commit a mass shooting at a Masonic Center in Milwaukee, Wisconsin. According to the FBI, Hamzeh explained, “We want two machineguns, you now have one, so we want two more, and we need three silencers, that’s it. Find out how much all together these will cost, then we will march...each one has a weapon, each one has a silencer gun, the operation will be one hundred percent successful. I am telling you, to go without silencer gun, you will be exposed from the beginning.” [emphasis added] Hamzeh’s goal was to kill at least 30 people believing this would inspire other terror attacks in the United States, or in his words, “I am...”16

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14 “Sheboygan Co. D.A. reveals officer-involved fatal shooting at Union Ave. Tap was justified,” fox6now.com, July 29, 2016; Report of Investigation Officer Involved Death of Kevin S. Higgins, Sheboygan Police Department Criminal Investigation Case Report, Case Number C16-13843.
telling you, if this hit is executed, it will be known all over the world...all the Mujahedeen will be talking and they will be proud of us...such operations will increase in America, when they hear about it. The people will be scared and the operations will increase...This way we will be igniting it. I mean we are marching at the front of the war.”

GANG-RELATED MURDER
On October 22, 2015, gang member Xia Lin was convicted of murdering restaurant owner Quin-Jin Fang who was gunned down inside his car in the garage of his home in Alhambra, California. According to the prosecutor, Fang was shot three times in the head and twice in the chest with a .22 handgun equipped with a silencer. The motive is believed to have been related to an extortion scheme against Fang in which he was unwilling to pay.

WHITE SUPREMACISTS PLOTTING ATTACKS ON BLACK CHURCHES AND SYNAGOGUES
Ronald Chaney III, Charles Halderman, and Robert C. Doyle were all white supremacists who plotted to shoot and bomb congregants at black churches and synagogues. In an effort to acquire weapons to use in the attacks, Chaney and Doyle met with an undercover FBI agent they believed to be an arms dealer and handled and inspected silencers in October 2015. They then placed an order for a machine gun, explosives, and a pistol equipped with a silencer. All pleaded guilty in 2016 and were sentenced to prison terms ranging from eight to 20 years.

UNLICENSED “GHOST GUN” SILENCER OPERATION
In October 2015, eight men were charged in a federal indictment in Sacramento with unlawfully engaging in the business of manufacturing and dealing in firearms, including assault rifles and silencers lacking serial numbers. Undercover agents from the Bureau of Alcohol, Tobacco, Firearms and Explosives bought 67 guns and 38 silencers from the suspects. Another 71 guns and 62 silencers were seized following the execution of a number of search warrants and subsequent arrests. One of the defendants was also charged with distribution of MDMA, a controlled substance, according to court documents. At a news conference announcing the charges, ATF Special Agent in Charge Jill Snyder said, “Think about where those guns would be now if the buyer had not been an agent. The streets of Northern California are safer today.” U.S. Attorney Benjamin Wagner added, “These are some of the most lethal weapons criminals can get their hands on. Manufacturing and selling them for profit, without complying with federal licensing rules, is both a serious crime and a serious threat to public safety.”

17 “Gang member convicted of killing restaurant owner in his Alhambra home’s garage,” mynewsLA.com, October 22, 2015.
CALIFORNIA WINERY MURDER-SUICIDE
On March 16, 2015, Robert Dahl fatally shot and killed Emad Tawfilis, an investor in his Napa Valley winery, with a handgun outfitted with a silencer. Dahl was involved in a series of lawsuits, including a claim by Tawfilis that Dahl had misappropriated a $1.2 million loan from him. According to the Napa County coroner, Tawfilis was shot five times, twice in the head and three times in the upper body.20

ILLEGAL WEAPONS POSSESSION AND SOLICITING THE MURDER OF FEDERAL OFFICERS
Gun and explosives dealer and former president of the Alaska Machine Gun Association Chris Guy Mannino of Fairbanks, Alaska was in federal custody after pleading guilty to felony charges that included unlawfully possessing and transporting a machine gun equipped with a silencer when he was indicted on additional charges of soliciting the murder of federal officers. An FBI Special Agent investigating the case said, “[Mannino] had a hit list. He wanted to kill the FBI agent, the main witness in the weapons case, and the individual he initially hired as a hit man. He also wanted to kill a bankruptcy attorney and both ATF agents who investigated his case.”21

CHRISTOPHER DORNER ATTACKS ON SOUTHERN CALIFORNIA LAW ENFORCEMENT
In February 2013, Christopher Dorner, a former police and naval officer, targeted Southern California law enforcement officers and their families in what the Police Foundation described as “one of the most bizarre and violent acts of vengeance against law enforcement officers this country has experienced.” Dorner murdered four people and wounded several others and used silencers to help accomplish his deadly mission. According to a Police Foundation analysis of the attacks, Dorner killed Monica Quan and Keith Lawrence in a “gang-style hit” while they sat in their car in a parking structure.

Police were initially puzzled as to why no neighbors heard the 14 shots that were fired from a semiautomatic handgun. They later learned that Dorner had used a silencer on his 9mm Glock pistol. In the course of the manhunt, Dorner fired 29 shots at officers in a patrol car using an AR-15 assault rifle equipped with a silencer “to keep them from hearing the shots before they were hit.” When police finally tracked Dorner to a mountain cabin, Dorner fired at law enforcement with a silencer-equipped assault rifle, making it more difficult for responding officers to pinpoint the origin of the gunfire. Dorner had acquired the silencers in Nevada using a “gun trust” to evade the restrictions of the National Firearms Act.22

20 “Murder-Suicide leaves fate of winery, lawsuits in question,” Napa Valley Register, March 26, 2015.
SERIAL KILLER USES SILENCER TO TARGET VICTIMS

Israel Keyes, a confessed serial killer who murdered up to 12 victims, used a gun with a silencer to kill at least one of his victims, Bill Currier, in Vermont in June 2011. Currier was killed in a brutal home invasion and kidnapping in which his wife Lorraine was also killed after being sexually assaulted. Following his arrest, Keyes also confessed to planning to kill a couple in Alaska with a rifle outfitted with a silencer. He told police that he watched a young couple sitting in a car at night, but then a police officer approached, appearing to tell the couple that the park was closed. Keyes told investigators that he “[a]lmost pulled the trigger, even with him there,” but when another officer arrived he abandoned his plan. “As soon as his backup showed up, I decided I better call it a night and got back on my bike and took off,” Keyes said. Keyes killed himself in 2012.23

ANTI-GOVERNMENT MILITIA CONSPIRACY TO MURDER A FEDERAL JUDGE

In 2011, anti-government militia member Lonnie Vernon and his wife Karen Vernon conspired to murder the Alaska district court judge who was presiding over a civil tax case filed against them in federal court seeking unpaid taxes. The Vernons also conspired to kill an IRS employee. In furtherance of the conspiracy, the government alleges that Lonnie Vernon possessed a pistol with a silencer. According to a federal indictment, Vernon and Alaska Peacemakers Militia leader Francis Schaeffer Cox engaged in a conspiracy to obtain destructive devices, including grenades, as well as unregistered silencers. Vernon and Cox were each sentenced to more than 25 years in prison.24

WORKPLACE SHOOTING IN OHIO

On the morning of January 27, 2011, concealed carry permit holder Mark Langlois fatally shot 65-year-old Jim Schueler, Jr. as he sat eating his breakfast in his office at Forklifts of Toledo in Ohio where the two worked. Schueler was shot with a 9mm handgun at point-blank range. No one at the facility heard the gunshot and Schueler’s co-workers originally assumed he had died of a heart attack. Police later surmised that the killer had used a silencer. Police determined that Langlois, who was convicted of murder, had legally registered multiple silencers with ATF.25

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The gun industry, always looking for new marketing opportunities in the wake of declining household gun ownership, has embraced the manufacture and marketing of silencers for virtually any firearm imaginable. Firearm manufacturers are also producing silencer-ready guns. For example, Arsenal, Inc. recently announced plans to introduce a silencer-compatible AK-47. Arsenal joins other manufacturers such as Glock and Beretta that offer guns designed to accept silencers.

Silencers are also marketed for self-defense in the home. The 2017 catalog from Liberty Suppressors promises for one silencer model, “If there was ever a suppressor that is perfect for the nightstand, the Centurion would be it.” The industry’s marketing success can be seen in the rise in the number of legally registered silencers since the beginning of the decade. In 2010, there were 285,087 legally registered silencers. By 2016 this number had more than tripled to 902,805 (see chart on page 10).

26 For more information on the gun lobby and firearm industry’s marketing of weapons for children, please see the 2016 Violence Policy Center study “Start Them Young”—How the Firearms Industry and Gun Lobby Are Targeting Your Children (http://www.vpc.org/publications/start-them-young/).
Present day manufacturers, however, are not the first to tout reduced recoil and noise as silencer attributes. Prior to enactment of the National Firearms Act of 1934 the exact same marketing claims were made by silencer manufacturers. A 1920 ad from *Popular Science* for The Maxim Silencer Co. promised to make shooting more enjoyable for women.

Another ad from the same era urged, “Maxim Silencer...For His Christmas Gift,” and also promised to make shooting less noisy.

Despite the cheery tone of the ads, silencers were tightly restricted under the NFA in an effort to crack down on weapons used by gangsters.
NUMBER OF REGISTERED SILENCERS IN THE UNITED STATES, 2010 – 2016

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Silencers</th>
</tr>
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<tbody>
<tr>
<td>2010</td>
<td>285,087</td>
</tr>
<tr>
<td>2012</td>
<td>360,534</td>
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<tr>
<td>2013</td>
<td>494,452</td>
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<td>2014</td>
<td>571,750</td>
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<tr>
<td>2015</td>
<td>792,282</td>
</tr>
<tr>
<td>2016</td>
<td>902,805</td>
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"BENEFITS" OF SILENCERS THREATEN PUBLIC SAFETY AND THE LIVES OF LAW ENFORCEMENT

Although proponents of deregulating silencers assert that hearing protection is their goal, silencer manufacturers tout numerous other reasons to use a silencer—usually with an anti-personnel application. According to Advanced Armament, one of the leading silencer manufacturers, “benefits of silencer use”—aside from hearing protection—include:

■ “Silencers generally improve accuracy when used on rifles by promoting the harmonic stabilization of the barrel and reducing gas-induced instability as the projectile exits the muzzle.”

■ “Silencers enable more accurate and rapid follow-up shots by reducing recoil and muzzle flip.”

■ “A silencer helps a shooter maintain command and control by enabling team members to communicate during live fire exercises or in combat.”

■ “By virtually eliminating muzzle flash, silencers prevent ‘blooming’ of night vision equipment and help preserve unaided night vision.”

Silencers can also create the impression that gunfire is coming from the opposite direction which could create a significant hazard for law enforcement and other first responders. An article in Tactical Weapons describes the phenomenon:

If you’re being shot at and you can’t hear the actual gunshot because it’s suppressed and the only thing you hear is the ballistic crack, you’ll think the fire is coming from exactly opposite from where it is. In the sandbox, this has caused Taliban to run towards the incoming fire, right at our

27 Includes all states as well as “Other U.S. Territories.” Totals for “Other U.S. Territories” are: 18 in 2016; 18 in 2015; 16 in 2014; 16 in 2013; 16 in 2012; and, 15 in 2010. No data was posted by ATF for 2011.
28 Advanced Armament Corp. product catalog, 2013.
guys, with obvious negative consequences for Hajii (soldiers’ term for an Iraqi insurgent).\textsuperscript{29}

In a civilian context, these “benefits” could help enable mass shooters and other murderers to kill a greater number of victims more efficiently.


CONCLUSION

Since 1934, the strict regulations contained in the National Firearms Act (NFA) have worked to limit crimes committed with silencers. Recognizing this, silencers should remain regulated under the NFA. Making these weapons available to the general public with far fewer restrictions will ensure that their use in crime will increase.