

119TH CONGRESS  
1ST SESSION

# S. 2191

To amend title 18, United States Code, to prevent bulk sales of ammunition, promote recordkeeping and reporting about ammunition, end ammunition straw purchasing, and require a background check before the transfer of ammunition by certain Federal firearms licensees to non-licensees.

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## IN THE SENATE OF THE UNITED STATES

JUNE 26 (legislative day, JUNE 24), 2025

Ms. WARREN (for herself, Mr. BLUMENTHAL, and Ms. HIRONO) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

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## A BILL

To amend title 18, United States Code, to prevent bulk sales of ammunition, promote recordkeeping and reporting about ammunition, end ammunition straw purchasing, and require a background check before the transfer of ammunition by certain Federal firearms licensees to non-licensees.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Ammunition Mod-  
5 ernization and Monitoring Oversight Act” or the “AMMO  
6 Act”.

1 **SEC. 2. FEDERAL LICENSE REQUIRED TO DEAL IN AMMUNI-**  
 2 **TION.**

3 (a) IN GENERAL.—Section 922(a)(1)(B) of title 18,  
 4 United States Code, is amended—

5 (1) by striking “or licensed manufacturer” and  
 6 inserting “, licensed manufacturer, or licensed deal-  
 7 er”; and

8 (2) by striking “or manufacturing” and insert-  
 9 ing “, manufacturing, or dealing in”.

10 (b) CONFORMING AMENDMENTS.—

11 (1) DEFINITION OF DEALER.—Section  
 12 921(a)(11)(A) of title 18, United States Code, is  
 13 amended by inserting “or ammunition” after “fire-  
 14 arms”.

15 (2) LICENSE FEE.—Section 923(a)(3)(B) of  
 16 title 18, United States Code, is amended by striking  
 17 “who is not a dealer in destructive devices” and in-  
 18 serting “in firearms other than destructive devices  
 19 or ammunition for firearms other than destructive  
 20 devices”.

21 **SEC. 3. AMMUNITION RECORDKEEPING REQUIREMENT**  
 22 **FOR CERTAIN LICENSEES.**

23 Section 923(g)(1) of title 18, United States Code, is  
 24 amended—

25 (1) in subparagraph (A), in the first sentence,  
 26 by inserting “or ammunition” after “firearms”;

1           (2) in subparagraph (B)(iii), by inserting “, or  
2 of ammunition,” after “firearms”; and

3           (3) in subparagraph (C)(ii), by inserting “, or  
4 of ammunition,” after “firearms”.

5 **SEC. 4. PROHIBITION ON STRAW PURCHASE OF AMMUNI-**  
6 **TION.**

7 Section 932 of title 18, United States Code, is  
8 amended—

9           (1) in subsection (b), by inserting “or ammuni-  
10 tion” after “firearm” each place it appears; and

11           (2) in subsection (c)(2), by inserting “or ammu-  
12 nition” after “firearm”.

13 **SEC. 5. RESTRICTION ON BULK AMMUNITION SALES.**

14       (a) IN GENERAL.—Section 922 of title 18, United  
15 States Code, is amended by adding at the end the fol-  
16 lowing:

17       “(aa) RESTRICTION ON BULK AMMUNITION  
18 SALES.—

19           “(1) IN GENERAL.—It shall be unlawful for any  
20 person licensed under this chapter to transfer to a  
21 person not so licensed—

22                   “(A) during any 5-day period—

23                           “(i) more than 100 rounds of .50 cal-  
24 iber ammunition; or

1           “(ii) more than 1,000 rounds of any  
2 other caliber of ammunition; or

3           “(B) any ammunition if—

4           “(i) the transferee has not provided to  
5 the transferor a written certification,  
6 signed by the transferee, attesting that the  
7 purchase of the ammunition would not re-  
8 sult in the transferee having acquired, dur-  
9 ing the 5-day period ending on the date of  
10 the transfer—

11           “(I) more than 100 rounds of .50  
12 caliber ammunition; or

13           “(II) more than 1,000 rounds of  
14 any other caliber of ammunition; or

15           “(ii) the transferor knows or has rea-  
16 son to believe that the transfer would re-  
17 sult in the transferee having acquired, dur-  
18 ing the 5-day period ending on the date of  
19 the transfer—

20           “(I) more than 100 rounds of .50  
21 caliber ammunition; or

22           “(II) more than 1,000 rounds of  
23 any other caliber of ammunition.

24           “(2) ADMINISTRATIVE REQUIREMENTS.—

1           “(A) IDENTIFICATION DOCUMENT; ATTOR-  
2 NEY GENERAL FORM.—It shall be unlawful for  
3 a person licensed under this chapter to transfer  
4 ammunition to a person not so licensed, unless  
5 the transferee—

6           “(i) has presented to the licensee a  
7 valid identification document (as defined in  
8 section 1028(d)) on which appears—

9           “(I) the name and address of the  
10 transferee;

11           “(II) a number unique to the  
12 transferee; and

13           “(III) the signature of the trans-  
14 feree; and

15           “(ii) has entered the name, address,  
16 and signature of the transferee on, and  
17 otherwise completed, such form as the At-  
18 torney General shall prescribe, which shall  
19 include—

20           “(I) the written certification de-  
21 scribed in paragraph (1)(B)(i); and

22           “(II) a statement of the penalties  
23 for violating this subsection.

24           “(B) FALSE STATEMENT OR IDENTIFICA-  
25 TION.—It shall be unlawful for any person in

1 connection with the purchase or attempted pur-  
2 chase of ammunition to knowingly make any  
3 false or fictitious oral or written statement or  
4 to furnish or exhibit any false, fictitious, or  
5 misrepresented identification, intended or likely  
6 to deceive the seller with respect to any fact  
7 material to the lawfulness of the sale of the am-  
8 munition under this chapter.

9 “(C) TRANSMISSION OF FORM TO ATTOR-  
10 NEY GENERAL.—

11 “(i) IN GENERAL.—Not later than 30  
12 days after the date on which a person li-  
13 censed under this chapter transfers ammu-  
14 nition in a transaction subject to para-  
15 graph (1), the licensee shall transmit to  
16 the Attorney General a paper or electronic  
17 copy of the form completed by the trans-  
18 feree pursuant to subparagraph (A) of this  
19 paragraph.

20 “(ii) DETERMINATION OF VIOLA-  
21 TION.—The Attorney General shall deter-  
22 mine, on the basis of the forms trans-  
23 mitted pursuant to clause (i) of this sub-  
24 paragraph, whether a transfer of ammuni-

1                   tion has been made in violation of para-  
2                   graph (1)(A).

3                   “(iii) DESTRUCTION OF FORM.—Not  
4                   later than 60 days after receipt of a form  
5                   pursuant to clause (i), the Attorney Gen-  
6                   eral shall destroy the form unless the form  
7                   is needed in an ongoing bona fide criminal  
8                   investigation or prosecution.

9                   “(D) RECORDKEEPING REQUIREMENT.—A  
10                  licensee who transfers ammunition in a trans-  
11                  action subject to paragraph (1) shall keep the  
12                  form referred to in subparagraph (C) of this  
13                  paragraph in paper or electronic form for not  
14                  fewer than 2 years.”.

15               (b) PENALTIES.—Section 924(a) of title 18, United  
16 States Code, is amended by adding at the end the fol-  
17 lowing:

18               “(9)(A) If a person licensed under this chapter know-  
19 ingly violates paragraph (1) or (2)(A) of section 922(aa)—

20                   “(i) in the case of the first violation, the person  
21                   shall be fined not less than \$50,000 and not more  
22                   than \$250,000;

23                   “(ii) in the case of the second violation, the per-  
24                   son shall be prohibited from selling a firearm or am-  
25                   munition for 60 days; or

1           “(iii) in the case of the third violation, all li-  
 2           censes issued to the person under this chapter shall  
 3           be revoked.

4           “(B) A person who knowingly violates section  
 5 922(aa)(2)(B) shall be—

6           “(i) fined not more than—

7                 “(I) \$20,000, in the case of the first viola-  
 8                 tion; or

9                 “(II) \$50,000, in the case of any subse-  
 10                 quent violation;

11           “(ii) imprisoned not more than 5 years; or

12           “(iii) both.

13           “(C) A person who knowingly violates subparagraph  
 14 (C)(i) or (D) of section 922(aa)(2) shall be fined not more  
 15 than \$10,000.”.

16           (c) SIGNAGE REQUIREMENT.—

17                 (1) IN GENERAL.—Section 923(g) of title 18,  
 18                 United States Code, is amended by adding at the  
 19                 end the following:

20                 “(8) Each person licensed under this chapter shall  
 21                 post at the premises of the licensee subject to the license  
 22                 a sign on which there is set forth, in accordance with regu-  
 23                 lations prescribed by the Attorney General—

24                         “(A) a summary of paragraphs (1) and (2)(B)  
 25                         of section 922(aa), and the penalties for making

1 false statements on a written certification made pur-  
2 suant to section 922(aa)(1)(B)(i); and

3 “(B) a summary of the provisions of section  
4 932 relating to ammunition, and the penalties for  
5 violating those provisions.”.

6 (2) PENALTY.—Section 924 of title 18, United  
7 States Code, is amended by adding at the end the  
8 following:

9 “(q) CIVIL PENALTY FOR FAILURE OF LICENSEE TO  
10 POST SIGN ABOUT RESTRICTIONS ON AMMUNITION  
11 SALES.—

12 “(1) IN GENERAL.—

13 “(A) CIVIL PENALTY.—With respect to  
14 each violation of section 923(g)(8) by a person  
15 licensed under this chapter, the Attorney Gen-  
16 eral may, after notice and opportunity for hear-  
17 ing, subject the licensee to a civil penalty in an  
18 amount equal to \$10,000.

19 “(B) REVIEW.—The imposition of a civil  
20 penalty under subparagraph (A) may be re-  
21 viewed only as provided under section 923(f).

22 “(2) ADMINISTRATIVE REMEDIES.—The imposi-  
23 tion of a civil penalty under paragraph (1) shall not  
24 preclude any administrative remedy that is otherwise  
25 available to the Attorney General.”.

1 **SEC. 6. BACKGROUND CHECK REQUIRED BEFORE TRANS-**  
 2 **FER OF AMMUNITION BY CERTAIN FEDERAL**  
 3 **FIREARMS LICENSEES TO NON-LICENSEES.**

4 (a) IN GENERAL.—Section 922 of title 18, United  
 5 States Code, is amended—

6 (1) by striking subsection (s) and redesignating  
 7 subsection (t) as subsection (s);

8 (2) in subsection (s) (as so redesignated)—

9 (A) in paragraph (1)(B)(i), by inserting  
 10 “indicating that the receipt of a firearm or am-  
 11 munition by such other person would not violate  
 12 subsection (g) or (n) of this section, or State,  
 13 local, or Tribal law” before the semicolon;

14 (B) in paragraph (3)(C)(ii), by striking  
 15 “(as defined in subsection (s)(8))”; and

16 (C) by adding at the end the following:

17 “(7) In this subsection, the term ‘chief law enforce-  
 18 ment officer’ means the chief of police, the sheriff, or an  
 19 equivalent officer or the designee of any such individual.”;  
 20 and

21 (3) by inserting after subsection (s) (as so re-  
 22 designated) the following:

23 “(t)(1) A licensed importer, licensed manufacturer, or  
 24 licensed dealer shall not transfer ammunition to another  
 25 person not licensed under this chapter, unless—

1           “(A) before the completion of the transfer, the  
2 licensee contacts the national instant criminal back-  
3 ground check system established under section 103  
4 of the Brady Handgun Violence Prevention Act (34  
5 U.S.C. 40901);

6           “(B) the system provides the licensee with a  
7 unique identification number indicating—

8           “(i) that the receipt of a firearm or ammu-  
9 nition by such other person would not violate  
10 subsection (g) or (n) of this section, or State,  
11 local, or Tribal law; and

12           “(ii) if such other person has not attained  
13 21 years of age, that a transfer of a firearm or  
14 ammunition to such other person would not vio-  
15 late subsection (d) of this section; and

16           “(C) the licensee has verified the identity of  
17 such other person by examining a valid identification  
18 document (as defined in section 1028(d) of this title)  
19 of such other person containing a photograph of  
20 such other person.

21           “(2) Paragraph (1) shall not apply to an ammunition  
22 transfer between a licensee and another person if—

23           “(A) such other person has presented to the li-  
24 censee a permit that—

1           “(i) allows such other person to possess or  
2           acquire ammunition, or to possess or acquire a  
3           firearm; and

4           “(ii) was issued not more than 5 years ear-  
5           lier by the State in which the transfer is to take  
6           place; and

7           “(B) the law of the State provides that such a  
8           permit is to be issued only after an authorized gov-  
9           ernment official has verified that the information  
10          available to such official does not indicate that pos-  
11          session of ammunition by such other person would  
12          be in violation of law.

13          “(3) Paragraphs (2) and (4) through (7) of sub-  
14          section (s) shall apply with respect to ammunition trans-  
15          fers pursuant to this subsection in the same manner in  
16          which such paragraphs apply with respect to firearm  
17          transfers.

18          “(4) It shall be unlawful for a licensed importer, li-  
19          censed manufacturer, or licensed dealer to transfer posses-  
20          sion of ammunition to another person not so licensed un-  
21          less—

22                 “(A) the licensee has provided such other per-  
23                 son with a notice of the prohibition under paragraph  
24                 (1); and

1           “(B) such other person has certified that such  
2 other person has been provided with the notice de-  
3 scribed in subparagraph (A) on a form prescribed by  
4 the Attorney General.”.

5 (b) TECHNICAL AND CONFORMING AMENDMENTS.—

6           (1) SECTION 922.—Section 922(y)(2) of title  
7 18, United States Code, is amended, in the matter  
8 preceding subparagraph (A), by striking “,  
9 (g)(5)(B), and (s)(3)(B)(v)(II)” and inserting “and  
10 (g)(5)(B)”.

11           (2) SECTION 925A.—Section 925A of title 18,  
12 United States Code, is amended by striking “sub-  
13 section (s) or (t) of section 922” and inserting “sec-  
14 tion 922(s)”.

15           (3) SECTION 925B.—Section 925B of title 18,  
16 United States Code, is amended by striking “section  
17 922(t)” each place it appears and inserting “section  
18 922(s)”.

19           (4) BRADY HANDGUN VIOLENCE PREVENTION  
20 ACT.—Section 103(l) of the Brady Handgun Vio-  
21 lence Prevention Act (34 U.S.C. 40901(l)) is amend-  
22 ed, in the matter preceding paragraph (1), by strik-  
23 ing “(t)” and inserting “(s)”.

24           (5) CONSOLIDATED AND FURTHER CONTINUING  
25 APPROPRIATIONS ACT, 2012.—Section 511 of title V

1 of division B of the Consolidated and Further Con-  
2 tinuing Appropriations Act, 2012 (34 U.S.C. 40901  
3 note; Public Law 112–55) is amended by striking  
4 “subsection 922(t)” each place it appears and in-  
5 serting “subsection (s) or (t) of section 922”.

6 (6) NICS IMPROVEMENT AMENDMENTS ACT OF  
7 2007.—Section 103(f) of the NICS Improvement  
8 Amendments Act of 2007 (34 U.S.C. 40913(f)) is  
9 amended by striking “922(t)” and inserting  
10 “922(s)”.

11 (c) RULES OF CONSTRUCTION.—Nothing in this sec-  
12 tion, or any amendment made by this section, shall be con-  
13 strued to—

14 (1) authorize the establishment, directly or indi-  
15 rectly, of a national firearms or ammunition reg-  
16 istry; or

17 (2) interfere with the authority of a State,  
18 under section 927 of title 18, United States Code,  
19 to enact a law on the same subject matter as this  
20 section.

21 (d) AUTHORIZATION OF INCREASED FUNDING FOR  
22 THE NICS SYSTEM.—In addition to any amount other-  
23 wise authorized to be appropriated for the national instant  
24 criminal background check system established under sec-  
25 tion 103 of the Brady Handgun Violence Prevention Act

1 (34 U.S.C. 40901), there are authorized to be appro-  
2 priated not more than \$150,000,000 for upgrading and  
3 maintaining the system.

4 **SEC. 7. REPORTING REQUIREMENT.**

5 Not later than 180 days after the effective date under  
6 section 8 and annually thereafter, the Director of the Bu-  
7 reau of Alcohol, Tobacco, Firearms, and Explosives shall  
8 prepare, publish in the Federal Register, and otherwise  
9 make available to the public a report on the violations of  
10 subsection (aa) of section 922 of title 18, United States  
11 Code, as added by section 5, that occurred during the pe-  
12 riod covered by the report, and the information reported  
13 pursuant to paragraph (2)(C) of such subsection (includ-  
14 ing geographic data, total sales data, crime statistics, in-  
15 formation on repeat offenders, or caliber types involved)  
16 during the period covered by the report, which shall in-  
17 clude an identification of any trend in the violations or  
18 information that Federal, State, or local law enforcement  
19 agencies may find useful.

20 **SEC. 8. EFFECTIVE DATE.**

21 The amendments made by this Act shall take effect  
22 on the date that is 120 days after the date of enactment  
23 of this Act.

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