

—
Youth
Violence
|

|

THE WHITE HOUSE

Assistant to the President and
Director of Intergovernmental Affairs

Bruce -

Neena

Mayor Brown
of Houston
wants to help
us build the
National Campaign
to Prevent Youth
Violence. How
will IGA get
plugged in?

Mickey

5-31-99

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Mayor Lee P. Brown
City of Houston



YOUTH
PROGRAMS
and
SERVICES



NEERA

- GOOD THOUGHT - BR

LLOYD N. CUTLER
2445 M STREET, N. W.
WASHINGTON, D. C. 20037-1420

May 4, 1999

Dear Nicki:

Enclosed are some of our Violence
Commission recommendations about guns.

LNC

Bruce

Lloyd
expressed
interest in
the youth

violence

capaign

might be a
good board
member
JHP

~~\$20 million
to Alaska~~

~~\$200 million
streets~~

~~\$25 million
kitchen products~~

~~\$175 million~~

**FINAL REPORT
OF THE NATIONAL
COMMISSION ON
THE CAUSES AND
PREVENTION OF
VIOLENCE**



December, 1969

The Free People

1871

of the United States, in order to form a more perfect Union, establish Justice, insure domestic Tranquillity, support the National Arms, promote the Progress of Science, and secure the Blessings of Liberty to ourselves and our Posterity, do hereby declare in Congress assembled, and each one of us joinedly and severally, that all the Powers not delegated to the United States by the Constitution, nor prohibited to the States, are reserved to the States respectively, or to the People.



TO ESTABLISH JUSTICE, TO INSURE DOMESTIC TRANQUILITY

We the People of the United States, in order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defence, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity, do ordain and establish this Constitution for the United States of America.

FINAL REPORT OF THE NATIONAL COMMISSION ON THE CAUSES AND PREVENTION OF VIOLENCE

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ADMINISTRATIVE OFFICER

December 10, 1969

Dear Mr. President:

I transmit herewith the Final Report of the National Commission on the Causes and Prevention of Violence.

This Commission was created by President Johnson in an Executive Order dated June 6, 1968. Nearly a year later you asked us to continue our work and so extended the Commission's life for an additional six months. We are grateful for the support and encouragement that two Presidents and their staffs have given us.

Our Report is based on penetrating research by two hundred leading scholars and on eighteen months of hearings, conferences, and some sixty days of arduous working sessions by members of the Commission.

The Commission's findings and recommendations are presented to you in a single volume. The detailed data and findings of the scholars who helped us are set forth in more than fifteen volumes of printed reports. These reports provide a solid base for further study and research.

We believe our Report will be of value to you, to the Congress, and to the American people. It sheds much light on the complex forces that tend to increase the level of violence in our rapidly changing society.

It suggests what the federal government, the state governments, and private associations and individuals can do to reduce the incidence of violence.

With one or two notable exceptions, our findings and recommendations have been unanimously agreed to by the thirteen members of this Commission. This is remarkable, for we are a diverse group of citizens; black and white, male and female, young and old, and Republican and Democratic—from the fields of education, law,

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religion, politics, psychology, history, labor and philosophy, and from every region of the United States.

I wish to emphasize that the solution to the problem of violence in our society will require manifold actions by individuals, by families, by many private organizations, as well as by every level of government. Hence, the public educational value of our report is surely as important as its use in formulating legislation.

Respectfully yours,



Milton S. Eisenhower,
Chairman

The White House

June 10, 1968

EXECUTIVE ORDER #11412

**ESTABLISHING A NATIONAL COMMISSION ON
THE CAUSES AND PREVENTION OF VIOLENCE**

By virtue of the authority vested in me as President of the United States, it is ordered as follows:

SECTION 1. Establishment of the Commission. (a) There is hereby established a National Commission on the Causes and Prevention of Violence (hereinafter referred to as the "Commission").

(b) The Commission shall be composed of:

Dr. Milton Eisenhower, <i>Chairman</i>	Senator Roman Hruska
Congressman Hale Boggs	Albert E. Jenner, Jr.
Archbishop Terence J. Cooke	Congressman William M. McCulloch
Ambassador Patrick Hurrie	*Dr. W. Walter Moulton
Senator Philip A. Hart	*Judge Ernest William McFarland
Judge A. Leon Higginbotham	*Leon Jaworski
Eric Hoffer	

SECTION 2. Functions of the Commission. The Commission shall investigate and make recommendations with respect to:

(a) The causes and prevention of lawless acts of violence in our society, including assassination, murder and assault;

(b) The causes and prevention of disrespect for law and order, of disrespect for public officials, and of violent disruptions of public order by individuals and groups; and

(c) Such other matters as the President may place before the Commission.

SECTION 4. Staff of the Commission.

SECTION 5. Cooperation by Executive Departments and Agencies.

(a) The Commission, acting through its Chairman, is authorized to request from any executive department or agency any information and assistance deemed necessary to carry out its functions under this Order. Each department or agency is directed, to the extent permitted by law and within the limits of available funds, to furnish information and assistance to the Commission.

SECTION 6. Report and Termination. The Commission shall present its report and recommendations as soon as practicable, but not later than one year from the date of this Order. The Commission shall terminate thirty days following the submission of its final report or one year from the date of this Order, whichever is earlier.

*Added by an Executive Order June 21, 1968

The White House

May 23, 1969

EXECUTIVE ORDER #11468

**EXTENDING THE LIFE OF THE NATIONAL COMMISSION
ON THE CAUSES AND PREVENTION OF VIOLENCE**

By virtue of the authority vested in me as President of the United States, Executive Order No. 11412 of June 10, 1968, entitled "Establishing a National Commission on the Causes and Prevention of Violence," is hereby amended by substituting for the last sentence thereof the following: "The Commission shall terminate thirty days following the submission of its final report or on December 10, 1969, whichever is earlier."

THE NATIONAL COMMISSION ON THE CAUSES AND PREVENTION OF VIOLENCE

Milton S. Eisenhower, *Chairman*

President Emeritus of Johns Hopkins University; former President, Pennsylvania State University and Kansas State University; former Special Ambassador and Presidential Representative for Latin American affairs.



A. Leon Higginbotham, *Vice Chairman*

U.S. District Court Judge, Eastern District of Pennsylvania; former Commissioner, Federal Trade Commission; former Member, President's Committee to Fulfill These Rights (White House Conference on Civil Rights); Member, Commission on Reform of U. S. Criminal Law.



Hale Boggs

Majority Whip, House of Representatives; U.S. Representative from 2nd Congressional District, Louisiana; former Member, Warren Commission.



Terence Cardinal Cooke

Archbishop of New York; Military Vicar to the Armed Forces of the United States; Member, Presidential Task Force on International Development.



Philip A. Hart

U.S. Senator from Michigan; Member, Judiciary and Commerce Committees; Chairman, Judiciary Anti-Trust and Monopoly Subcommittee; Chairman, Commerce Subcommittee on Energy, Natural Resources, and Environment; Member, Democratic Policy Committee.



Eric Hoffer

Longshoreman; migratory worker; author; philosopher.



Roman Lee Hruska

U.S. Senator from Nebraska; former U.S. Representative from Nebraska; former Member, Board of Regents, University of Omaha.



Patricia Roberts Harris

Attorney at Law; former Dean and Professor, School of Law, Howard University; former U. S. Ambassador to Luxembourg.



Leon Jaworski

Attorney at Law; former Special Assistant U.S. Attorney General; former Special Assistant Attorney General of Texas; author; Member, The President's Commission on Law Enforcement and Administration of Justice; Army Chief of War Crimes trials, World War II.



Albert E. Jenner, Jr.

Attorney at Law; former Special Assistant Attorney General of Illinois; Senior Counsel, Warren Commission; author; President, National Conference Commission on Uniform State Laws; Fellow, American College of Trial Lawyers.



William McCulloch

U.S. Representative from 4th Congressional District, Ohio; former Speaker, Ohio House of Representatives; former Member, National Advisory Commission on Civil Disorders.



Ernest William McFarland

Justice, Arizona Supreme Court; former Governor of Arizona; former U.S. Senator from Arizona and Senate Majority Leader.



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*The Commission expresses its appreciation to the Federal Bureau of Investigation and, in particular, to Robert Haynes of FBI-Liaison.



We the People of the United States, in order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defence, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity, do ordain and establish this Constitution for the United States of America.

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INTRODUCTION

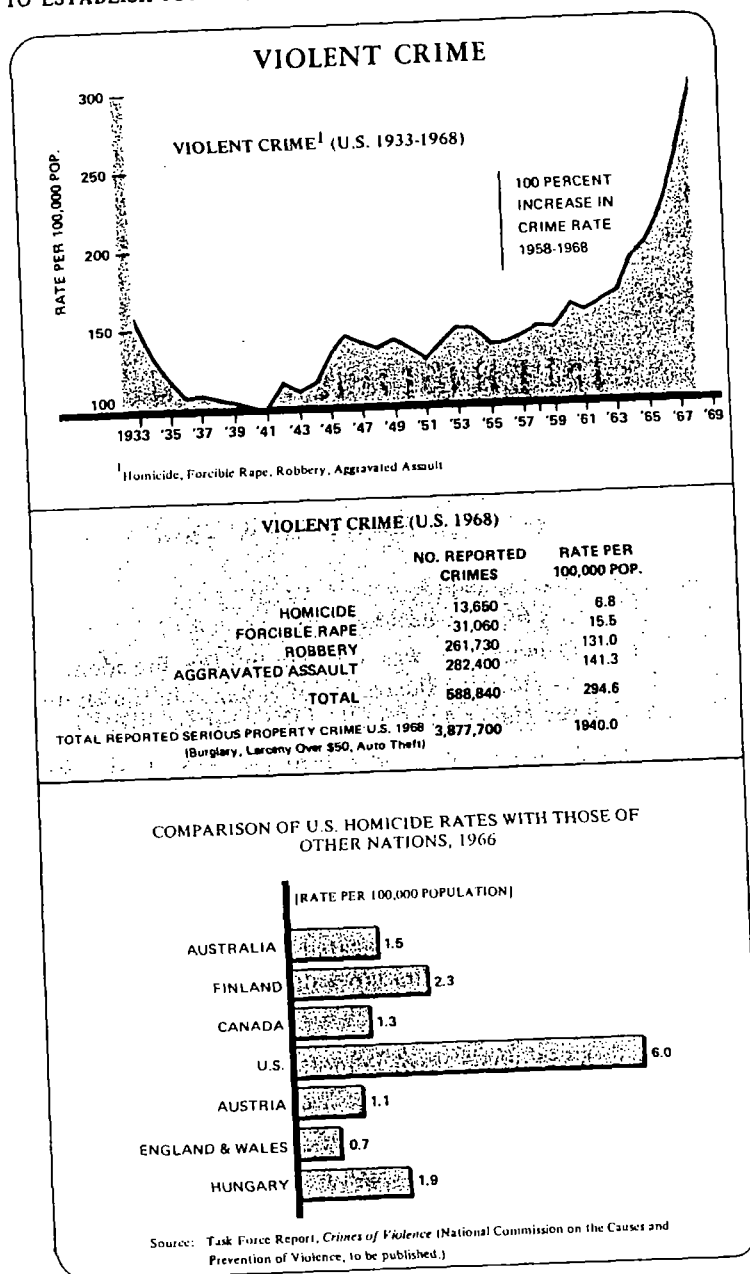
This Commission was created by the President in June, 1968, to determine the causes of violence in the United States and to recommend methods of prevention.

Last January we issued a Progress Report, stressing the enormous complexities involved in understanding this vexing and multi-faceted problem.¹ We noted that to understand violence, we had to study American society itself, past and present, and the traditions and institutions which accept or condemn, generate or reduce the various forms of violence in our society. We indicated, too, that rather than depending solely on our own knowledge and preconceptions, we had found it necessary to enlist the assistance of more than two hundred of the nation's leading scholars in criminology, psychology, history, political science, sociology, and law.

We have now completed our study. We present the results in this Report. The full scope of our endeavor will be

1. The Progress Report is reproduced as Appendix 2 to this Report.

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apparent to those who study not only what we say here but also the work of our seven research task forces and five investigatory study teams. Their reports to us fill fifteen volumes.² We also held a series of hearings and conferences, receiving the views of more than 150 public officials, scholars, educators, religious leaders, and private citizens from media executives to young students. We are publishing the transcript of six days of hearings on the mass media; transcripts of the other hearings will be available for study in the National Archives.

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Extensive as our study was, it could not embrace every aspect of such a complex problem. Others must build on our work, just as we have built on work that preceded ours. But within the confines of the time and resources available to us, we believe we have gained some valuable insights. We believe we have identified the causes of much of the violence that plagues contemporary America. We are convinced that most of this violence can be prevented, for our work has illuminated for us the strengths of this great nation, as well as its shortcomings. Our institutions and the spirit of our people are equal to this challenge, no less than to the challenges we have met in the past.³

* * * * *

Violence in the United States has risen to alarmingly high levels. Whether one considers assassination, group violence, or individual acts of violence, the decade of the 1960s was considerably more violent than the several decades preceding it and ranks among the most violent in our history. The United States is the clear leader among modern, stable democratic nations in its rates of homicide, assault, rape, and robbery, and it is at least among the highest in incidence of group violence and assassination.

This high level of violence is dangerous to our society. It is disfiguring our society—making fortresses of portions of

2. The contents of these reports are outlined in Appendix IV.

3. We have devoted an entire Chapter of this Report to "The Strengths of America."

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our cities and dividing our people into armed camps. It is jeopardizing some of our most precious institutions, among them our schools and universities—poisoning the spirit of trust and cooperation that is essential to their proper functioning. It is corroding the central political processes of our democratic society—substituting force and fear for argument and accommodation.

We have endured and survived other cycles of violence in our history. Today, however, we are more vulnerable to violence than ever before. Two-thirds of our people live in urban areas, where violence especially thrives. Individual and group specializations have intensified our dependence on one another. Men are no longer capable of solitary living and individual self-defense; men must live together and depend upon one another to observe the laws and keep the peace.

The American people know the threat. They demand that violence be brought to a halt. Violence must be brought under control—to safeguard life and property, and to make possible the creation of the understanding and cooperation needed to remedy underlying causes. No society can remain free, much less deal effectively with its fundamental problems, if its people live in fear of their fellow citizens; it is ancient wisdom that a house divided against itself cannot stand.

In this Report we suggest a number of specific measures for the better control of violence. We urge, for example, that the nation should double its investment in the prevention of crime and the administration of justice, as rapidly as that investment can be wisely planned and utilized. We recommend that central offices of criminal justice be created at the metropolitan level to make all parts of the criminal justice process—police, courts, corrections—function more effectively, and that private citizens' organizations be formed to work as counterparts of these offices in every major city in the nation. We urge that public officials, including law enforcement officers, intensify their efforts to develop more effective tactics in handling both peaceful

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VIOLENT CRIME IN THE CITY

VIOLENT CRIME BY CITY SIZE (U.S. 1960 and 1968)

CITIES:	[RATES PER 100,000 POP.]	
	1960	1968
OVER 250,000	293.7	773.2
100,000–250,000	154.0	325.3
50,000–100,000	104.3	220.5
25,000–50,000	70.1	150.8
10,000–25,000	57.3	126.6
UNDER 10,000	47.7	111.4
SUBURBAN	N.A.	145.5
RURAL	N.A.	96.5

REPORTED URBAN ARREST RATES FOR VIOLENT CRIMES BY AGE

RATE PER 100,000 POPULATION U.S. 1967	AGE	INCREASE IN RATE 1968 TO 1967
123.0	10-14	222.0%
408.2	15-17	102.5%
222.1	10-17	138.8%
436.1	18-24	45.5%
127.3	25+	41.1%
189.1	ALL AGES (10+)	65.7%

- Violent crime in the city is overwhelmingly committed by males.
- Violent crime in the city is concentrated especially among youths between the ages of fifteen and twenty-four.
- Violent crime in the city is committed primarily by individuals at the lower end of the occupational scale.
- Violent crime in the cities stems disproportionately from the ghetto slum where most Negroes live.
- The victims of assaultive violence in the cities generally have the same characteristics as the offenders: victimization rates are generally highest for males, youths, poor persons, and blacks. Robbery victims, however, are very often older whites.

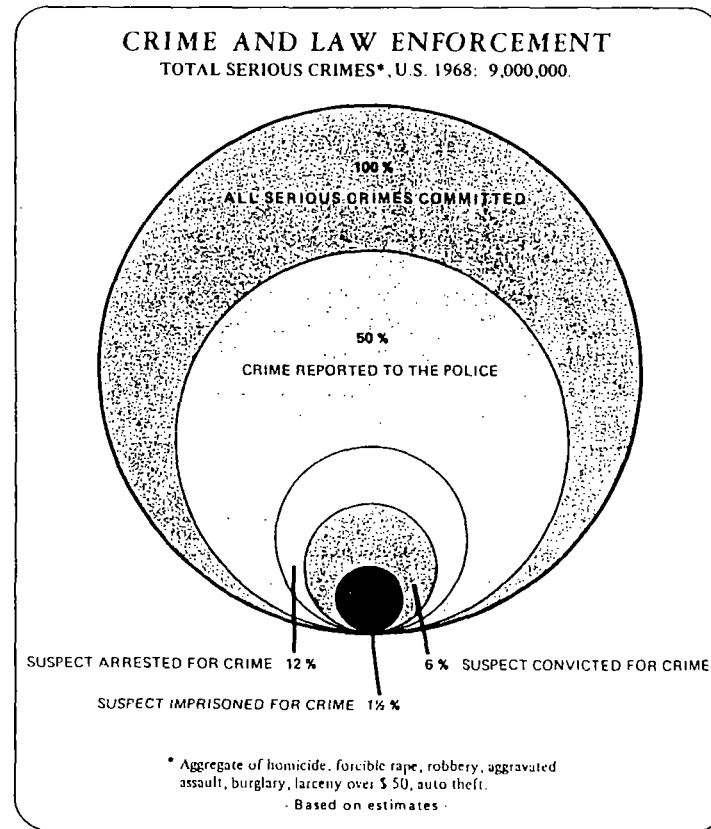
Source: Task Force Report, *Crimes of Violence* (National Commission on the Causes and Prevention of Violence, to be published.)

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demonstrations and violent disturbances. As we show by comparing successful and unsuccessful strategies of control of major mass demonstrations of the past few years, official behavior may determine whether protest remains peaceful or erupts into serious violence.

Further, we recommend the adoption of a national firearms policy that will limit the general availability of handguns.

* * * * *



xix

Necessary as measures of control are, they are only a part of the answer. They do not cure the basic causes of violence. Violence is like a fever in the body politic: it is but the symptom of some more basic pathology which must be cured before the fever will disappear.

Indeed, if measures of control were this society's only response to violence, they would in the long run exacerbate the problem. The pyramiding of control measures could turn us into a repressive society, where the peace is kept primarily through official coercion rather than through willing obedience to law. That kind of society, where law is more feared than respected, where individual expression and movement are curtailed, is violent too—and it nurtures within itself the seeds of its own violent destruction.

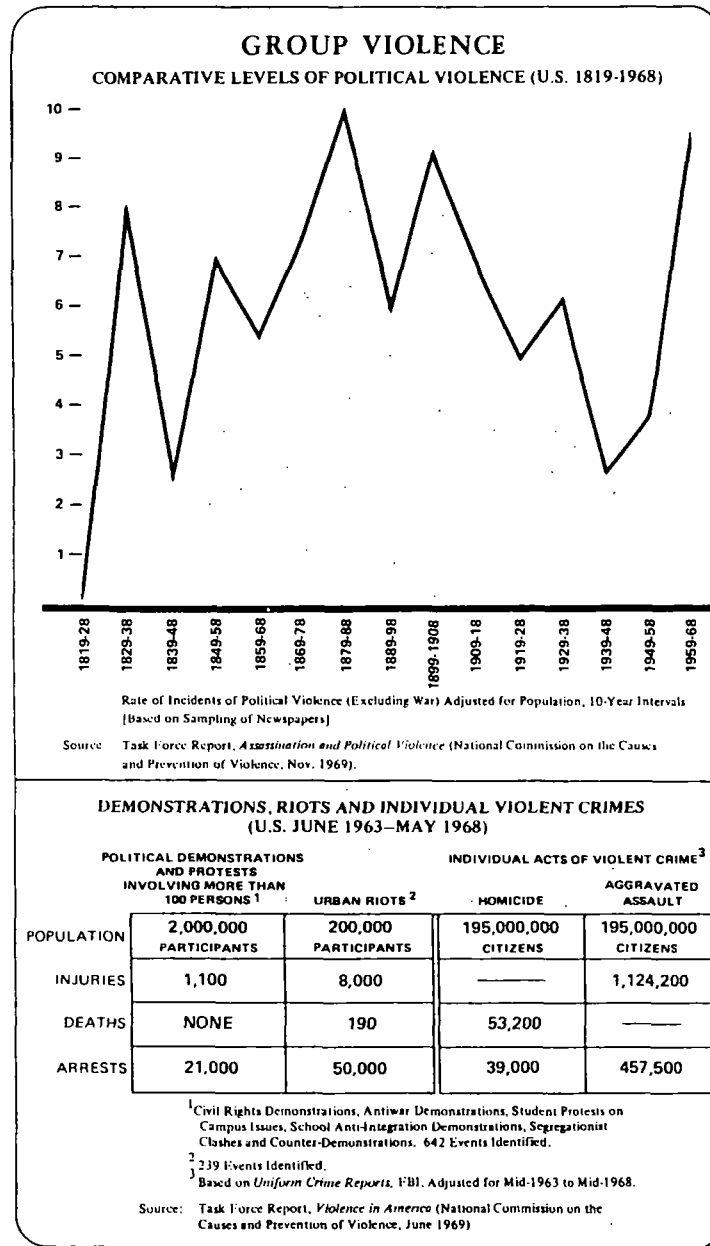
In this Report, we analyze basic causes which underlie the chief varieties of contemporary violence. We make a number of recommendations directed to removing these causes. They cannot be eliminated entirely; even in a perfectly just society in which all have a fair and non-discriminatory stake, there will always be some violent individuals, in rural as well as in urban areas, and measures of control will always be required to restrain them. But we can improve the conditions and opportunities of life for all citizens and thus reduce sharply the number who will commit violent acts.

Thus, we urge that young people must be given a greater role in determining their own destiny and in shaping the future course of our society. Responsible participation in decision-making may, for many, be a substitute for the violence that is born in frustration. We propose lowering the voting age, reforming the draft, and providing a massive expansion in opportunities for youth to engage in public service activities whose goals young people wholeheartedly embrace.

While we categorically condemn all illegal violence, including group violence,⁴ as incompatible with the survival

4. In Chapter 3 we define group violence as the unlawful threat or use of force by any group that results or is intended to result in the injury or forcible restraints or intimidation of persons, or the destruction or forcible seizure of property.

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of a just, democratic, and humane society, we state emphatically that aggrieved groups must be permitted to exercise their constitutional rights of protest and public presentation of grievances. Accordingly, we believe the President should seek legislation that would confer jurisdiction upon the United States District Courts to grant injunctions, upon the request of the Attorney General or private persons, against the threatened or actual interference by any person, whether or not under color of state or federal law, with the rights of individuals or groups to freedom of speech, freedom of the press, peaceful assembly, and petition for redress of grievances.

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We must have the perception to recognize injustices when they are called to our attention, and we must have the institutional flexibility to correct those injustices promptly. To enable the less affluent to obtain effective and peaceful redress of grievances, we recommend that additional steps should be taken to meet their needs for lawyers, and that state and local jurisdictions should be encouraged to experiment with the establishment of grievance agencies to serve all citizens.

The way in which we can make the greatest progress toward reducing violence in America is by taking the actions necessary to improve the conditions of family and community life for all who live in our cities, and especially for the poor who are concentrated in the ghetto slums. It is the ghetto slum that is disproportionately responsible for violent crime, by far the most acute aspect of the problem of violence in the United States today.

To be a young, poor male; to be undereducated and without means of escape from an oppressive urban environment; to want what the society claims is available (but mostly to others); to see around oneself illegitimate and often violent methods being used to achieve material gain; and to observe others using these means with impunity—all this is to be burdened with an enormous set of influences that pull many toward crime and delinquency. To be also a Negro, Puerto Rican or Mexican-American and subject to

discrimination and segregation adds considerably to the pull of these other criminogenic forces.

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Safety in our cities requires nothing less than progress in reconstructing urban life. We must meet the 1968 Housing Act's goal of a decent home for every American within a decade. We must take more effective steps to realize the goal, first set in the Employment Act of 1946, of a useful job at a reasonable wage for all who are able to work. We must provide better educational opportunities for all our children. We must act on current recommendations that those American families who cannot care for themselves receive a basic annual income. We must restructure our local governments, restore their fiscal vitality and accomplish a host of other major tasks of the kind discussed in this Report.

* * * * *

As these brief introductory comments indicate, we believe that the twin objectives of the social order must be to make violence both unnecessary and unrewarding. To make violence unnecessary, our institutions must be capable of providing justice for all who live under them—of giving all a satisfactory stake in the normal life of the community and the nation. To make violence unrewarding, our institutions must be able to control violence when it occurs, and to do so firmly, fairly, and within the law.

The Preamble of our Constitution does not speak merely of justice or merely of order; it embraces both. Two of the six purposes set forth in the Preamble are to "establish justice" and to "insure domestic tranquility." If we are to succeed in preventing and controlling violence, we must achieve both of these goals.

We are well aware that our recommendations for attaining these objectives—and the recommendations of other national commissions before us—will require far-reaching improvements in our institutions and unprecedented levels of public funding. We adopt as our own the verdict which the

ASSASSINATION ATTEMPTS AGAINST PRESIDENTS & PRESIDENTIAL CANDIDATES

Year	Victim	Assailant and professed or alleged reason	Method of attack and result	Location	Activity of victim at time of attack
1835	Andrew Jackson	Richard Lawrence; declared insane, said Jackson was preventing him from obtaining large sums of money.	pistol, misfired	Washington, D.C.	Attending funeral services in Capitol rotunda
1865	Abraham Lincoln	John W. Booth; loyalty to the Confederacy, revenge for defeat, slavery issue.	pistol, killed	Washington, D.C.	Attending theatrical performance in Ford Theatre
1881	James Garfield	Charles Guiteau; disgruntled office-seeker, supporter of opposite faction of Republican Party.	pistol, killed	Washington, D.C.	Passing through train station to go on vacation
1901	William McKinley	Leon F. Czolgosz; anarchist ideology	pistol, killed	Buffalo, N.Y.	Standing in reception line at Pan-American Exposition
1912	Theodore Roosevelt (Candidate)	John Schrank; declared insane, had vision that McKinley wanted him to avenge his death.	pistol, wounded	Milwaukee, Wisc.	Leaving hotel to deliver a campaign speech
1933	Franklin D. Roosevelt (President-Elect)	Giuseppe Zangara; hated rulers and capitalists.	pistol, bullets missed the President	Miami, Fla.	Leaving after delivering speech in Bayside Park
1950	Harry S. Truman	Oscar Collazo and Griselio Torresola; Puerto Rican independence.	automatic weapon, prevented from shooting at President	Washington, D.C.	Inside Blair House as assassins attempted to break in
1963	John F. Kennedy	Lee H. Oswald; motive unknown.	rifle, killed	Dallas, Tex.	Taking part in motorcade through Dallas streets
1968	Robert F. Kennedy (Candidate)	Sirhan Sirhan; opposition to U.S. mid-East policy.	pistol, killed	Los Angeles, Calif.	Leaving primary campaign headquarters through hotel kitchen after delivering speech

Source: Task Force Report, *Assassination and Political Violence* (National Commission on the Causes and Prevention of Violence, October, 1969)

xxiii

Kerner Commission pronounced upon the scope and costs of its recommendations:

XXIV

[T]hey neither probe deeper nor demand more than the problems which called them forth. There can be no higher priority for national action and no higher claim on the nation's conscience.

For the past three decades, the primary concerns of the federal government have been the national defense, the conduct of wars and foreign affairs, the growth of the economy, and, more recently, the conquest of space. These problems have consumed the major part of the public attention. They currently devour more than two-thirds of federal expenditures and approximately 50 percent of federal, state, and local expenditures combined.

Traditionally we have left the problems of social justice, provision of essential community services, and law enforcement primarily to the states and cities. In recent years, the federal government has made some major efforts in diverse fields such as rural development, civil rights, medical care, housing, employment, and education, but these efforts have been subordinated to the claims of the "national security."

Yet the federal government still collects the lion's share (about 65 percent) of all tax receipts. Tax revenue available to the states and cities falls woefully below what is needed to discharge their responsibilities. Each one percent rise in the Gross National Product increases the income of the federal government by one and one-half percent, while the normal income of state and city governments increases by less than half that percentage. Concentration on "national" and international problems at the expense of "local" and domestic concerns has left us with an enormous deficit of unmet social needs and deeply-felt social injustices.

Ironically, this gap has appeared despite rapidly accelerating technological, economic and social gains. For the

first time in man's history, this nation is nearing the capability of releasing all citizens from the poverty and social privation that hitherto have been accepted as the inevitable lot of mankind. We have also achieved an enormous capacity to communicate: the poor, the black, and other deprived groups among us can see daily on their television sets what they are missing, and how near their release from bondage can be. But our institutions have not yet made it possible for an expectant populace to achieve what our economy and technology are becoming capable of providing.

XXV

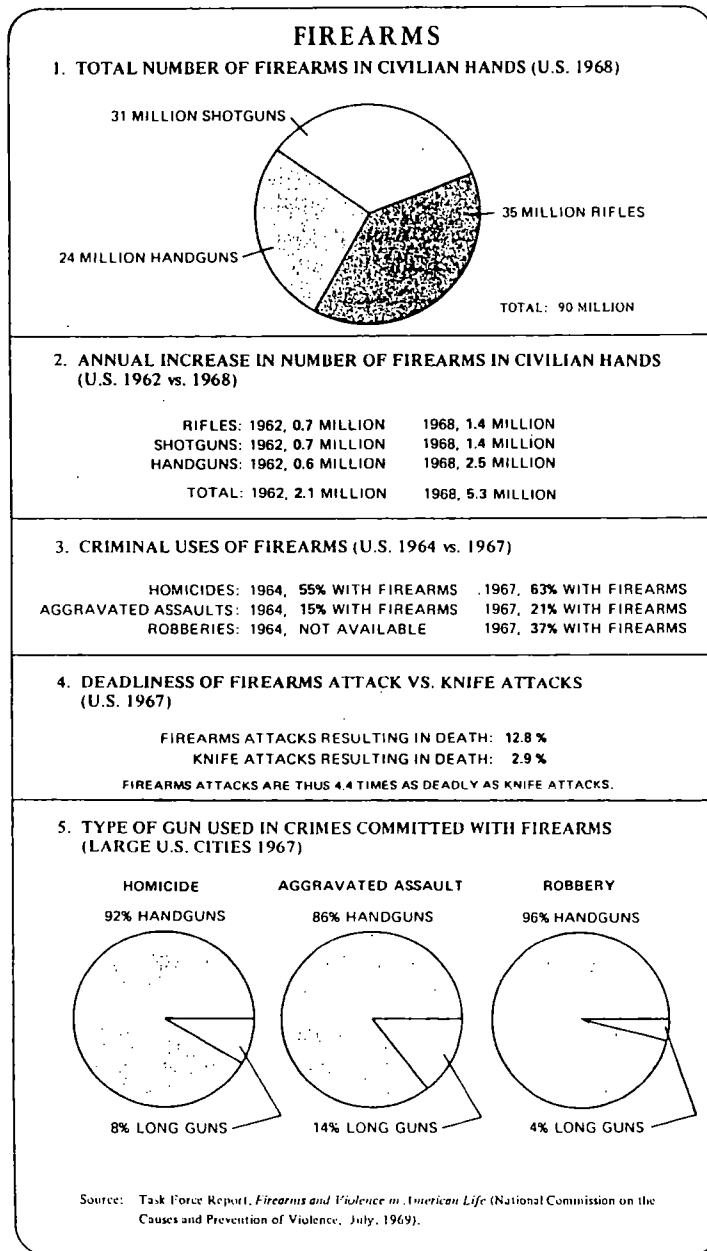
In our judgment, the time is upon us for a reordering of national priorities and for a greater investment of resources in the fulfillment of two basic purposes of our Constitution—to "establish justice" and to "insure domestic tranquility."

* * * * *

We solemnly declare our conviction that this nation is entering a period in which our people need to be as concerned by the internal dangers to our free society as by any probable combination of external threats. We recognize that substantial amounts of funds cannot be transferred from sterile war purposes to more productive ones until our participation in the Vietnam war is ended. We also recognize that to make our society essentially free of poverty and discrimination, and to make our sprawling urban areas fit to inhabit, will cost a great deal of money and will take a great length of time. We believe, however, that we can and should make a major decision now to reassess our national priorities by placing these objectives in the first rank of the nation's goals.

The decision that has the greatest effect on the level of our expenditures for these objectives is what we decide to spend on the national defense. For three decades, the national defense has ranked first by far in our scale of priorities, much of the time necessarily so. With occasional exceptions, whatever the Administration has requested for the Armed Forces has been readily granted. Since 1939 there

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have been a number of occasions when the Administration's budget requests for the Armed Forces have been exceeded by Congressional appropriations; for most other federal programs the opposite is true. For example, actual appropriations for the general welfare (health, labor, education, housing, pollution, and law enforcement) are currently running more than five billion dollars annually below the amounts previously authorized by the Congress.

Our Commission is not competent to recommend a specific level of national defense expenditures. We recognize that without the deterrent capability essential for security against external attack, internal freedom and security would not be possible. It is to be expected that our military leaders will, like other government officials; stress the extreme urgency of the programs under their charge. But we believe the time has come to question whether expenditures for the general welfare should continue to be subordinated to those for national defense.

Defense expenditures, stated in 1968 prices, fell from about 78 billion dollars in 1953 (at the end of the Korean War) to about 60 billion dollars in 1954 and remained at that level for the decade 1955 to 1964. But by 1968 they had risen again to the present 81 billion dollar annual level as the result of our major commitment of troops to Vietnam.⁵

Federal expenditures for the general welfare, while they have increased substantially over the past several years, are now approximately 60 billion dollars, of which \$25 billion represents social security payments.

As a first step, we should try to reverse this relationship. When our participation in the Vietnam War is concluded, we recommend increasing annual general welfare expenditures by about 20 billion dollars (stated in 1968 dollars), partly by reducing military expenditures and partly by use of increased tax revenues resulting from the growth of the Gross National Product. We suggest this only as an initial goal; as the Gross National Product and tax revenues continue to rise, we should strive to keep military expendi-

5. For fiscal 1970, the budgeted figure is \$77 billion.

tures level (in constant dollars), while general welfare expenditures should continue to increase until essential social goals are achieved.⁶

xxviii Based on estimates of the Council of Economic Advisers,⁷ the funds needed to achieve this goal without inflationary consequences could be obtained from two sources:

(1) The end of the Vietnam war should reduce defense expenditures by 19 billion dollars annually. The Council anticipates that this reduction will be offset in part by war-end program adjustments and deferred weapons programs. Hence, defense expenditures should go down to about 65 billion dollars (at 1968 prices).⁸

(2) The Gross National Product is expected to increase over the next decade (in constant dollars) at the rate of about four percent a year. The same should be true of federal tax revenues, which should grow in real terms at an annual increment of approximately 15 billion dollars.⁹ Of this amount, approximately half will be required to meet expected

6. Some experts believe that since military expenditures were successfully held to an annual level of 60 billion dollars (in 1968 prices) for the decade from 1955 to 1964, a comparable plateau can and should be maintained for the decade of the seventies. Indeed, it has been urged that, assuming the success of strategic arms limitation talks and a reevaluation of our foreign commitments, it would be feasible to hold the military budget for the early 1970s to 50 billion dollars (at 1969 prices). See Kaysen, "Military Strategy, Military Forces and Arms Control," in *Agenda for the Nation* (Washington, D.C.: Brookings Institution, 1969), p. 549.

7. Annual Report of the Council of Economic Advisers, January, 1969, pp. 199-200.

8. At estimated 1972 prices, for example, actual outlays would be 73 billion. At this point, defense expenditures would be at seven percent of forecast GNP, as compared to perhaps eight percent at present. In other industrially advanced democratic countries, according to the Institute for Strategic Studies, defense expenditures (in 1966) were 6.4 percent of GNP for the United Kingdom, 4.4 percent in France, 3.6 percent in West Germany, 3.3 percent in Italy, 2.2 percent in Canada and 1.1 percent in Japan. For Soviet Russia, the estimated figure is 8.9 percent, but this represents a total 1966 defense outlay of less than 30 billion dollars as compared to about 68 billion dollars for the United States.

9. This estimate assumes that the present 10 percent surcharge will have been repealed, but that other tax reform measures will be neutral in their effect on aggregate revenues. Any substantial reduction in federal tax revenues incidental to tax reform will make it more difficult to reorder our priorities as we have proposed.

annual increases for "baseline" federal non-defense expenditures other than general welfare programs. Hence, about seven or eight billion dollars more each year than the preceding year should be available for new and expanded programs in the general welfare field.

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Whether somewhat more or less than the amounts we have indicated should be provided to overcome social ills is not the important point.¹⁰ What is important is that the people of this nation recognize both the possibilities and the need for choice. For an entire generation, we have necessarily been more aware of and responsive to the external dangers to our society than to the internal dangers. In this Commission's opinion, the internal dangers now demand a greater awareness and a more substantial response—one that can only be made if we face the need to reorder our priorities. It is time to balance the risks and precautions we take abroad against those we take here at home.

The Department of Health, Education, and Welfare has made a suggestion which merits careful consideration as a potentially valuable supplemental step toward reordering national priorities, namely, the preparation of an "Annual Social Report."¹¹ The Annual Social Report, comparable to the present Annual Economic Report, would provide us with a set of measurements—of "social indicators"—on how well we have done in providing housing, education, health care, public safety, and opportunities for the upward advancement of all sectors of our population. It would tell us whether the disadvantaged groups among us have been advancing at a rate sufficient to foster hope and to quiet the desperation that drives men to violence. It would significantly aid the nation and its leaders in establishing national priorities.

10. We further note that the same point can be strongly made for other non-military categories of expenditure that have been built into the federal budget, including agricultural and maritime subsidies, the postal service as presently structured, and space exploration. See Schultze, "Budget Alternatives After Vietnam" in *Agenda for the Nation* (Brookings, 1969), p. 44

11. *Toward a Social Report*, Government Printing Office, 1969.

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The Social Report would be prepared by social scientists recruited for stated periods of public service from among the nation's best scholars, just as the members and staff of the Council of Economic Advisers are today. They could be organized as a Council of Social Advisers, as are the Economic Advisers, or in some other visible and independent form. A major function of the social science staff would be to develop tools for measuring the comparative effectiveness of social programs. While we have learned a good deal about social stresses and the gross causative factors that require correction, we still know very little about whether particular remedial programs work at all, which ones work better than others, and why. We lack practicable means for measuring cost-benefit ratios, for establishing and observing parallel programs with significant variables, and for putting an end to programs which have failed to justify their continuance.¹² A central staff charged with this responsibility could do much to improve the accuracy of our social planning and the efficacy of on-going programs.

Two decades ago, the Council of Economic Advisers was created by the Full Employment Act of 1946, amid much skepticism about the "science" of economics and particularly about the wisdom and effect of governmental efforts to stimulate or restrain economic activity. Today we recognize the importance of the government's economic role and of national economic measurements, imprecise and imperfect as the economist's tools still are. The other social sciences may now have as much potential for informing wise government policy as economics had twenty years ago.

In a democratic society, the citizens possess the basic social power, and national priorities reflect the value judgments of the majority. Skeptics may thus take a pessimistic view of this Commission's recommendation that our national priorities be reordered. They will point, for example, to the reluctance of the public, despite the penetrating reports and the excellent recommendations of previous presidential commissions, to take the comprehensive actions needed to curb

12. Daniel P. Moynihan, *Maximum Feasible Misunderstanding* (New York: MacMillan, 1968), pp. 190-203.

crime, eliminate racial discrimination, and alleviate the problems of the ghetto poor. They will point especially to middle-class America—to the "forgotten American"—and his concern over some consequences of racial integration, his rebellion against rising taxes, his distrust of dissent on the campus and protest movements in the capital. How realistic is it, they will ask, to think that the majority of Americans will support a reallocation of our national resources to deal with social problems?

Skepticism is understandable. But the majority of Americans have always responded constructively to national crises when they have been fully informed and responsibly led. The "silent majority," like most other Americans, do not wish to surrender any of the most important freedoms of our open society—freedom of movement, freedom from harm, freedom from fear. They stand to benefit from the programs necessary to retain these freedoms just as much as any disadvantaged minority. All Americans—the majority and our various minorities—must come to grips with the basic causes of violence in our society and do what must be done to achieve liberty and justice for all.

Some, with little faith in our nation, predict that majority indifference will result in a violent revolution of some kind. Indeed, nihilists and anarchists openly espouse this course. We see signs, however, that a peaceful revolution is already under way: a spirit of needed reform is rising steadily among the people and in the ranks of local and national leaders. We see a growing readiness to formulate new values, to set new priorities, and to make firm commitments now, to be honored as soon as resources are available.

Some ordinary citizens feel they can do nothing to influence the direction and the destiny of their nation. But more and more Americans are proving this to be a myth. A growing number of our citizens have found they need not stand idle while our cities rot, people live in fear, households build individual fortresses, and human and financial resources flow to less urgent endeavors. A new generation of Americans is emerging, with the energy and the talent and the determination to fulfill the promise of the nation. As it ever was, the young—idealistic but earnest, inexperienced but dedicated—are the spearheads of the drive toward change,

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TO ESTABLISH JUSTICE, TO INSURE DOMESTIC TRANQUILITY

and increasing numbers of adult Americans are joining their ranks.

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When in man's long history other great civilizations fell, it was less often from external assault than from internal decay. Our own civilization has shown a remarkable capacity for responding to crises and for emerging to higher pinnacles of power and achievement. But our most serious challenges to date have been external—the kind this strong and resourceful country could unite against. While serious external dangers remain, the graver threats today are internal: haphazard urbanization, racial discrimination, disfiguring of the environment, unprecedented interdependence, the dislocation of human identity and motivation created by an affluent society—all resulting in a rising tide of individual and group violence.

The greatness and durability of most civilizations has been finally determined by how they have responded to these challenges from within. Ours will be no exception.

FIREARMS AND VIOLENCE*

Whether guns cause violence, contribute to it, or are merely coincidental to it has long been debated. After extensive study we find that the availability of guns contributes substantially to violence in American society. Firearms, particularly handguns, facilitate the commission and increase the danger of the most violent crimes—assassination, murder, robbery and assault. The widespread availability of guns can also increase the level of violence associated with civil disorder. Firearms accidents, while they account for only a small percentage of all accidents, cause thousands of deaths and injuries each year.

This relationship between firearms and violence tends to obscure two other important facts bearing on the firearms question. First, the vast majority of gun owners do not misuse firearms. Millions of Americans are hunters, target shooters, and collectors, who use their guns safely and responsibly and who, perhaps more than many of their fellow citizens, deplore the criminal use of firearms. Second, in

*An edited version of statement issued July 28, 1969.

attending to the firearms problem, we must not forget that the root causes of American violence go much deeper than widespread gun ownership. Firearms generally facilitate, rather than cause, violence.

The challenge for this Commission—and for the nation as a whole—is to find ways to cope with illegitimate uses of guns without at the same time placing undue restrictions on legitimate uses. We believe this is possible if both the advocates and the opponents of gun control legislation will put aside their suspicions and preconceptions, accept the fact of a common danger without exaggerating its dimensions, and act for the common good.

I

The Domestic Arms Buildup

Our Task Force on Firearms estimates that there are now about ninety million firearms in the United States. Half of the nation's sixty million households possess at least one gun, and the number of guns owned by private citizens is rising rapidly.

During the first half of this century, about ten million firearms on the average were added to the civilian firearms supply in each decade. In the decade since 1958, however, nearly thirty million guns have been added to the civilian stockpile. Moreover, the sharpest increases have occurred in the last five years—a period of urban riots and sharply rising crime rates. Annual rifle and shotgun sales have doubled since 1963. Annual handgun sales have quadrupled.

Some of the increased gun sales in recent years have resulted from an increase in hunting and sport shooting, a fact consistent with the rising amount of money being spent on leisure time activities. But these predictable increases in sales of sporting arms cannot explain the much larger increases in the sales of handguns. With a few scattered exceptions, handguns are not sporting guns.

A substantial part of the rapidly increasing gun sales, particularly handgun sales, must be attributed to the rising fear of violence that the United States has recently experi-

enced. Studies by our Task Force on Firearms, as well as by the Stanford Research Institute and the Senate Subcommittee on Juvenile Delinquency, show that gun sales in a particular area tend to increase sharply during and after a period of disorder. After the 1967 Detroit riot, for example, gun sales skyrocketed: Detroit issued four times as many handgun permits in 1968 as it did in 1965, and a nearby, predominantly white suburb issued five times as many permits.

Lending impetus to the arms buildup are the exhortations of extremist groups, both black and white. In their speeches and publications, leaders of these groups urge their members to buy firearms and be prepared to use them against "the enemy." Neighborhood protective associations have proliferated and have sometimes come to share the fears of the right-wing paramilitary groups, with the result that firearms are now being stockpiled in homes as well as "in the hills." A new wave of American vigilantism could result from these activities. Further, black extremist organizations urge their members to obtain firearms for neighborhood and home defense, and sometimes for guerrilla warfare and terrorist activities as well. Ironically, extremist groups, regardless of race, are remarkably alike in their attitudes toward firearms and their opposition to firearms control.¹

Quite apart from civil disorders, the urban arms buildup has increased the role of firearms in accidents and violent crime. Our Task Force has found that in Detroit accidental firearms deaths were three times greater in 1968, the year after the riot, than in 1966, the year before the riot. Between 1965 and 1968, homicides in Detroit committed with firearms increased 400 percent while homicides committed with other weapons increased only 30 percent; firearms robberies increased twice as fast as robberies committed without firearms. (These rates of increase are much higher than for the nation as a whole.)

Other studies confirm our finding that the proportion of gun use in violence rises and falls with gun ownership. The urban arms buildup threatens not only to escalate future civil

1. This is not to imply that all persons who oppose additional controls are extremists.

disorders, but also to bring with it greater misuse of firearms in crimes and accidents.

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II

Firearms and Violent Crime

Many Americans are alarmed by the rise of violent crime in the United States, and not without reason. Personal injury and death from crime occur more often in the United States than in any other industrial nation of the world.

Firearms are a primary instrument of injury and death in American crime. Two out of every three homicides are committed with guns. Since 1963 the number of homicides involving firearms has increased 48 percent in the United States while the number of homicides committed with other weapons has risen only 10 percent.

The circumstances of most homicides suggest that a person without ready access to a gun would not inevitably kill with another weapon. Studies show that most persons who commit homicide are not relentless, determined killers, but rather are persons likely to act on impulse in a moment of rage or passion and without a plan or determined intent to kill. There is no hard evidence to prove or disprove the thesis that lacking a gun, an enraged person will resort to a knife or other weapon. But there is evidence demonstrating that the fatality rate of firearms attacks is more than four times greater than the fatality rate of knife attacks (knives being the next most frequent and lethal weapon used in homicides). Thus, even if the number of violent attacks did not go down, the number of fatalities resulting from violent attacks would be substantially reduced if the attackers did not have guns.

The deadliness of firearms is perhaps best illustrated by the fact that they are virtually the only weapons used in killing police officers. Policemen are armed. They are trained in the skills of self-defense. They expect trouble and are prepared for it. Yet, from 1960 through 1967, 411 police officers were killed in the course of their official duties—76

of them in 1967 alone. Guns were used in 96 percent of these fatal attacks on police.

In assassinations, guns play a crucial role because they extend the deadliness and the effectiveness of the assassin. Of the nine assassination attempts on American presidents or presidential candidates, all involved firearms. All, except the assassination of President Kennedy, involved handguns.

Guns also play an increasingly deadly role in aggravated assault and robbery. In 1968, 23 percent of all aggravated assaults were committed with guns, as opposed to only 13 percent in 1963. One out of every three robberies (two out of every three armed robberies) is committed with a gun, and the fatality rate for victims of firearms robberies is almost four times as great as for victims of other armed robberies.

In all these violent crimes, handguns are the weapon predominantly used. Although only slightly more than one-fourth (or 24 million) of the firearms in the nation are handguns, they account for about half of all homicides and three-fourths of all firearms homicides. When firearms are involved in aggravated assaults and robberies in large cities, the handgun is almost invariably the weapon used.

III

Firearms and Self-Defense

It may seem incongruous that in our advanced and civilized society individual citizens should feel the need to keep a gun for self-protection. Yet a 1966 public opinion survey, conducted for the President's Commission on Law Enforcement and Administration of Justice, disclosed that more than 22 million households (37 percent of the total and 66 percent of the households with guns) included self-defense as one reason, among others, for owning a firearm. Since many owners keep their guns in the home for protection against intruders, it is important to assess, to the extent possible, the nature of the threat from intruders and the chances of gun owners to defend themselves successfully with their weapons.

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What is the nature of the threat in the home? The number of killings in the home by burglars and robbers² is not large relative to the total number of homicides. Burglars usually try to avoid contact with the homeowner: they rely on stealth and are more likely to flee than fight when discovered. The robber poses a much greater threat to the personal safety of the occupant of the house, but robberies occur in the home far less often than in other places.³ Because of these factors, studies in several cities indicate that killings in the home by robbers and burglars account for no more than 2 percent or 3 percent of all criminal homicides.⁴

What are the householder's chances of successfully defending himself with a gun? In only a relatively small number of instances do home robberies or burglaries result in the death of the victim. Examination shows that in the great majority of the cases, the householder had no warning and thus no chance to arm himself with a gun. Studies in Los Angeles and Detroit indicate that only about two percent of home robberies, and two-tenths of one percent of home burglaries, result in the firearms death or injury of the intruder at the hands of the householder.⁵ Moreover, in considering the value of handguns, or firearms generally, for self-defense in the home, one must also take into account the risks associated with home possession of a gun. A substantial number of the 23,000 annual firearms accidents occur in the home. Of the 8,000 annual firearms homicides, a large percentage occur among family members or acquaintances, and many of these also occur in the home.

2. Robbery involves taking property by force; burglary involves illegal entry without force against the person.
3. The 17-city victim-offender survey conducted by our Task Force on Individual Acts of Violence shows an average of 6 percent of armed robberies occurring in the home.
4. Home intrusions resulting in sexual attacks are also a threat, but they occur much less frequently than commonly believed. Our victim-offender survey suggests that substantially less than one fourth of the 27,000 rapes or rape attempts reported in the United States each year are committed by intruding strangers in the home. Since about 20,000 robberies (armed and unarmed) and 800,000 burglaries occur annually in the home, not more than three-quarters of one percent of home intrusions result in an attempted rape.
5. No data are available on how frequently robberies and burglaries are foiled by the householder's display of a gun that is not fired. Nor are data available on use of guns by women to prevent attempted rapes; presumably this occurs extremely infrequently.

From the standpoint of the individual householder, then, the self-defense firearm appears to be a dangerous investment. The existence of guns in one-half of America's homes may deter intruders. One may assume a robber is reluctant to ply his trade in homes rather than on the street because of the possibility that he may encounter an alert, armed householder. Our Task Force made an effort to study the extent of this deterrence, but was unable to arrive at any firm conclusion. The evidence is convincing, however, that the home robber most often has the advantage of surprise, and the armed segment of our population is paying a heavy price in accidents and in the shooting of family members, friends and acquaintances for whatever deterrent effect their possession of self-defense firearms may be providing. In a more rational world, home intrusion would be deterred by other means—such as non-lethal weapons, alarm systems, and other security arrangements—that are less dangerous to the occupants of the home.

Burglars and robbers also threaten businesses, and firearms are frequently kept in places of business for protection. Such firearms are useful primarily against robbers, since burglars usually break and enter after the business has closed. Research to date does not permit us to draw firm conclusions as to the net usefulness of self-defense firearms possessed by storeowners and other businessmen. We do know, however, that business self-defense firearms do not cause the great number of accidents caused by home firearms or involve the same risk of homicide to family members and friends. Thus, the home and the business establishment must be clearly distinguished from each other when considering the usefulness of firearms for self-defense.

IV

Firearms Control in the United States

The United States still does not have an effective national firearms policy. Federal gun laws have been passed largely in response to sensational episodes of gun violence. In general the approach of these laws has been to use federal power merely to curtail interstate movements of firearms,

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leaving each of the states free to adopt the degree and kind of internal control it wished. Moreover, even this limited policy objective was not effectively implemented. It was perfectly legal, until the passage of the Gun Control Act of 1968, to sell or ship weapons from a state which had little or no firearms control to persons in a state with a stricter system. Since attempts to establish uniform state and local firearms laws never succeeded, the few serious efforts at state and local regulation (as in Massachusetts and New York) have been consistently frustrated by the flow of firearms from jurisdictions with looser or no controls.

Under this patchwork statutory regime, our firearms population has grown to the point where guns are readily available to everyone—legally in most cases, illegally in the rest. The Gun Control Act of 1968 does curtail imports of cheap foreign firearms; it significantly restricts mail order and interstate gun shipment to individuals; and it forbids the possession of handguns by convicted felons and other dangerous classes. But the 1968 Act is not designed to affect either the overall size of the tremendous United States gun population which is the legacy of past firearms policies, or the hand-to-hand or "street" sales of second-hand guns. Yet such sales appear to be the major source of the firearms used in crime. We have learned that almost half of all rifles and shotguns and more than half of all handguns are acquired second-hand—usually from a friend or other private party.

Our lack of an effective national firearms policy is primarily the result of our culture's casual attitude toward firearms and its heritage of the armed, self-reliant citizen. These are the factors that have prevented passage of effective gun regulation legislation in the United States. Guns are routinely carried in pockets and left in closets, corners, and bureau drawers. In many parts of the country, they are standard equipment in pickup trucks and small business. Nearly 15 million licensed hunters make extensive use of firearms for sporting purposes. The hero of American movies and television is the man with a gun—the soldier, cowboy, spy, sheriff, or criminal—and our children accumulate an arsenal of toy guns. Accustomed to firearms, convinced that

they are household necessities, entertained by fiction and drama that portray the gun as a glamorous instrument of personal justice, many Americans underestimate the consequences of widespread firearms availability.

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Despite the acceptance of guns as a common part of everyday American life, there is also a growing realization in the United States of the social costs of ineffective gun control. On the one hand, firearms manufacturers are on record favoring the requirement of an identification card for firearms owners and denying gun ownership to felons and mental and physical incompetents. On the other hand, advocates of strict gun control are increasingly inclined to acknowledge the legitimate use of guns by sportsmen. Both the President's Commission on Law Enforcement and Administration of Justice in 1967 and the National Advisory Commission on Civil Disorders in 1968 recommended that the federal government and the states should act to strengthen the presently inadequate firearms control laws.

In determining what our national firearms policy should be, it is necessary to keep clearly in mind that just as the term "firearms" includes different kinds of weapons which contribute unequally to violence, so also does the phrase "gun control" comprise a number of quite separate ideas. Four different strategies of gun control can be identified, though in legislative measures the strategies are often found in various combinations.

1. *Registration of firearms.* Registration is designed to provide a record of all persons who own firearms as well as the firearms they own. Proponents point out that registration would help police trace weapons and thus deter a registered owner from criminal use or illegal transfer of his firearm. Opponents of registration reply that criminals will not register firearms and that the registration process is costly.

2. *Prohibition of gun ownership by certain classes of persons (felons, addicts, etc.).* This type of control is put forward as making it more difficult for poor gun risks to obtain firearms from legitimate sources. Licensing and investigation of applicants are often utilized as part of this

strategy Opponents argue that the prohibited class can still obtain guns by theft or in the hand-to-hand market, while legitimate users are caused added inconvenience.

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3. *Increased criminal penalties for the use of guns in crime.* Increased penalties are urged as a means to deter criminals from using firearms. Opponents point out that existing penalties for violent crime are already severe and that an extra measure of punishment will have little additional deterrent effect.

4. *Restrictive licensing.* This method requires all persons seeking to buy a particular type of firearm, typically a handgun, to demonstrate to the authorities an affirmative need to own the firearm. Its proponents urge that alone among the four control strategies, restrictive licensing is designed to reduce substantially the number of handguns in circulation. Its opponents note that restrictive licensing systems require the surrender of many previously lawful firearms, and amount to "confiscation."

Can any of these systems of firearms control be expected to reduce firearms violence? Some argue that with 90 million firearms in our country, no system of control will prevent persons from obtaining guns and using them illegally. The criminal, they declare, can always get a gun. The argument is not without merit, for it points the way to the steps which must be taken.

Our studies have convinced us that the heart of any effective national firearms policy for the United States must be to reduce the availability of the firearm that contributes the most to violence. *This means restrictive licensing of the handgun.* We believe, on the basis of all the evidence before us, that reducing the availability of the handgun will reduce firearms violence.

Although no other nation in history has ever attempted to institute firearms control with so many guns already dispersed throughout all segments of the population, foreign crime statistics provide some encouraging insights into the possible results of stricter control of the handgun in the United States. Thus in England and Wales, with restrictive licensing systems and with much lower rates of violent crime

than the United States, only 18 percent of homicides in 1967 were committed with firearms weapons compared to 64 percent in the United States. Only six percent of all robberies in England and Wales in 1967 involved guns, as compared to 36 percent in the United States. These lower rates of homicides and armed robberies and more importantly of firearms usage in such crimes suggest that a system which makes it substantially more difficult to obtain firearms can reduce the use of firearms in violent behavior and consequently can reduce both the frequency and the dangerousness of such behavior. In England and Wales the criminal cannot—or at least does not—always get a gun, and the public safety is much improved as a result.⁶

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V

Recommendations for a National Firearms Policy

The Commission offers the following recommendations to reduce the role which firearms play in violence in the United States.

We urge a public education campaign, aided by the National Rifle Association and other private organizations devoted to hunting and sport shooting, to stress the duties and responsibilities of firearms ownership so that a new awareness of the proper role of firearms in American life can prevail in the more than 30 million homes which possess firearms. In particular, we urge the nation's gun manufacturers to issue safety booklets with each gun that they sell and to administer safety tests by mail to purchasers based upon these booklets.

We urge individual citizens—particularly on the basis of the statistics on firearms accidents—to reflect carefully before deciding

6. Comparison of firearms crimes in cities within the United States, although complicated by the problem of "leakage" across state lines, also shows that rates of firearm use in violence are lowest in the Northeast where firearms possession rates are the lowest.

that loaded firearms are necessary or desirable for self-defense in their homes.

Research

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We urge that further research be undertaken on the relationships between firearms and violence and on the measures that can reduce firearms violence. Further work should especially be done on how firearms accidents occur and can be prevented and on the psychological impact of guns on criminals.

Further research is also needed as part of the effort to design firearm control systems that are no more restrictive than necessary and which minimize costs to firearms users and to the community as a whole.

Scientific research should be intensified on devices to assist law enforcement personnel in detecting the presence of concealed firearms on the person.

The federal government should join with private industry to speed the development of an effective non-lethal weapon. We consider this recommendation to be of the utmost importance. So long as crime rates mount in this nation and civil disorders threaten, law-abiding Americans understandably fear for their safety. An effective non-lethal weapon could serve defensive needs without risk to human life.

Legislation

We conclude that the rising tide of firearms violence in this country merits further legislative action at the present time.

It is the ready availability of the handgun, so often a weapon of crime and so infrequently a sporting arm, that is the most serious part of the current firearms problem in this country. The time has come to bring the handgun under reasonable control.

A restrictive licensing system for handguns is needed. State governments should be given the first opportunity to establish such systems in conformity with minimum federal standards that afford considerable discretion to each state to adopt a system suitable to its own needs. Accordingly—

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We recommend federal legislation to encourage the establishment of state licensing systems for handguns. The federal legislation would introduce a federal system of handgun licensing, applicable only to those states which within a four-year period fail to enact a state law that (1) established a standard for determining an individual's need for a handgun and for the licensing of an individual who shows such a need and (2) prohibits all others from possessing handguns or buying handgun ammunition.

We propose that the states be permitted to determine for themselves what constitutes "need" to own a handgun. For the federal system applicable to states which fail to enact their own licensing systems, we recommend that determinations of need be limited to police officers and security guards, small businesses in high crime areas, and others with a special need for self-protection. At least in major metropolitan areas, the federal system should not consider normal household protection a sufficient showing of need to have a handgun.

We also recommend that a system of federal administrative or judicial review be established to assure that each state system is administered fairly and does not discriminate on the basis of race, religion, national origin, or other unconstitutional grounds.

We note that it will be necessary to compensate those handgun owners who are required to give up previously lawful firearms; this cost, which should be borne by the federal government, could amount to \$500 million.

Finally, we emphasize that laws controlling handguns should provide serious penalties for the possession of such

guns by unlicensed persons. The apprehension of such persons should in time greatly reduce the rate of violent crime in the United States.

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Shotguns and rifles are far less of a threat than handguns, particularly in the area of violent crime. At the same time, legitimate use of the long gun is widespread. The significant differences between handguns and long guns call for substantially different control strategies. We can make substantial inroads on firearms violence without imposing major inconveniences on hunters and skeet and trap shooters, and without impeding other legitimate activities of millions of long gun owners. Accordingly—

We recommend federal legislation to establish minimum standards for state regulation of long guns under which (1) an identification card would be required for long gun owners and purchasers of long gun ammunition (a system similar to that recommended by gun manufacturers) and (2) any person 18 and over would be entitled to such a card, except certain classes of criminals and adjudicated incompetents. For states which do not adopt such regulations within four years, a federal regulatory system would be established.

We do not recommend federal legislation to require nationwide registration of existing long guns. Substantially the same benefits could be obtained from less costly and burdensome control strategies.

We do recommend that persons who transfer long guns be required to fill out a single card giving the serial number, type, make, and model of the weapon, the transferee's social security and firearms identification card numbers, the transferor's name and social security number, and the date of the transaction.

Supplementary Measures

Restrictive licensing of handguns and the simple identification card system for long guns represent the key legislative recommendations of this Commission in the area of gun control. There are, however, a number of other important goals which uniform and effective gun control legislation should accomplish. We urge the nation's lawmakers to consider them.

First, the Gun Control Act of 1968, which is intended to curtail the import of firearms unsuitable for sporting use, should be extended to prohibit domestic production and sale of "junk guns." Second, a federal firearms information center should be established to accumulate and store information on firearms and owners received from state agencies; this information would be available to state and federal law enforcement agencies. Third, licensed gun dealers should be required by federal statute to adopt and maintain security procedures to minimize theft of firearms.

VI

Conclusion

An effective national firearms policy would help to reduce gun violence in the United States. It would also have a significance beyond the question of firearms. In comparison with most of the causes of violence in America, the firearms problem is concrete and manageable. But it is also complex and emotion-laden. For the United States to move effectively toward its solution would signify a new ability to transcend our violent past.

Separate Statement

Four members of the Commission (Senator Roman L. Hruska, Judge Ernest W. McFarland, Congressman Hale Boggs, and Leon Jaworski) state that there is a great deal with which they agree in this chapter on "Firearms and Violence." They feel, however, that the needs are not the same in the various states, or, for that matter, in all parts of a

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state. It is their opinion that each state should be permitted to determine for itself without additional restrictions from the federal government the system which best meets its needs to control the use of both the handguns and the long guns. They are unable, therefore, to concur fully with the Commission's recommendations.

Statistical Appendix

1. Total number of firearms in civilian hands (U.S., 1968):

RIFLES: 35 million.
SHOTGUNS: 31 million.
HANDGUNS: 24 million.
TOTAL: 90 million.

2. Annual increase in number of firearms in civilian hands (U.S., 1962 vs. 1968):

RIFLES: 1962, 0.7 million 1968, 1.4 million.
SHOTGUNS: 1962, 0.7 million 1968, 1.4 million.
HANDGUNS: 1962, 0.6 million 1968, 2.5 million.
TOTAL: 1962, 2.1 million 1968, 5.3 million.

3. Mode of acquisition of firearms (U.S., 1968):

RIFLES: New, 56% Used, 44%.
SHOTGUNS: New, 54% Used, 46%.
HANDGUNS: New, 46% Used, 54%.

Note: More than 50% of all acquisitions of used firearms are from private parties, rather than from stores.

4. Accidental deaths of civilians from firearms and other causes (U.S., 1967):

MOTOR VEHICLES: 53,100
FALLS: 19,800
FIRES: 7,700
DROWNING: 6,800
FIREARMS: 2,800
POISONS: 2,400
MACHINERY: 2,100

5. Total number of major violent offenses (U.S., 1964 vs. 1967):

HOMICIDES: 1964, 9,250 1967, 12,100.
AGGRAVATED ASSAULTS: 1964, 200,000 1967, 253,300.
ROBBERIES: 1964, 129,830 1967, 202,050.

(Continued)

Statistical Appendix (Continued)

6. Criminal uses of firearms (U.S., 1964 vs. 1967):

HOMICIDES: 1964, 55% with firearms 1967, 63% with firearms.
AGGRAVATED ASSAULTS: 1964, 15% with firearms 1967, 21% with firearms.
ROBBERIES: 1964, not available 1967, 37% with firearms.

7. Deadliness of firearms attacks vs. knife attacks (U.S., 1967):

Percentage of firearms attacks resulting in death: 12.8.
Percentage of knife attacks resulting in death: 2.9.
(Firearms attacks are thus 4.4 times as deadly as knife attacks.)

8. Type of gun used in crimes committed with firearms (large U.S. cities, 1967):

HOMICIDE: Long guns, 8% Handguns, 92%.
AGGRAVATED ASSAULT: Long guns, 14% Handguns, 86%.
ROBBERY: Long guns, 4% Handguns, 96%.

Note: Handguns were used in 76% of gun homicides throughout the United States in 1967.

Source: Task Force on Firearms to this Commission, *Firearms and Violence in American Life*, (Washington, D.C.: Government Printing Office, 1969).

APPENDIX 1

SUMMARY OF
RECOMMENDATIONS

39. that all states "should provide compensation to attorneys appointed to represent indigent criminal defendants in the state and local courts."
40. that the federal government and the states "should provide adequate compensation for lawyers who act in behalf of the poor in civil cases." 277
41. that the federal government "allocate seed money to a limited number of state and local jurisdictions demonstrating an interest in establishing citizens' grievance agencies."
42. that there should be "extension and vigorous enforcement of the 1965 Voting Rights Act, and intensified efforts to persuade all qualified citizens to vote."
43. that "we should give concrete expression to our concern about crime by a solemn national commitment to double our investment in the administration of justice and the prevention of crime, as rapidly as such an investment can be wisely planned and utilized."
44. that "the Law Enforcement Assistance Administration and the state planning agencies created pursuant to the Omnibus Crime Control and Safe Streets Act take the lead in initiating plans for the creation and staffing of offices of criminal justice in the nation's major metropolitan areas."
45. that we should create and support, with private and public funding, "private citizens' organizations to work as counterparts of the proposed offices of criminal justice in every major city in the nation."
46. that "the President call upon leading private citizens to create a National Citizens Justice Center."

Chapter 7

Firearms and Violence

47. that the National Rifle Association and other private organizations devoted to hunting and sport shooting aid

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in undertaking a public education campaign to "stress the duties and responsibilities of firearms ownership so that a new awareness of the proper role of firearms in American life can prevail in the more than 30 million homes which possess firearms."

48. that because of the risks of firearms accidents, individual citizens "reflect carefully before deciding that loaded firearms are necessary or desirable for self-defense in their homes."
49. that "further research be undertaken on the relationships between firearms and violence and on the measures that can reduce firearms violence."
50. that "research should be intensified on devices to assist law enforcement personnel in detecting the presence of concealed firearms on the person."
51. that "the federal government should join with private industry to speed the development of an effective non-lethal weapon."
52. that federal legislation be enacted "to encourage the establishment of state licensing systems for handguns. The federal legislation would introduce a federal system of handgun licensing, applicable only to those states which within a four-year period fail to enact a state law that (1) establishes a standard for determining an individual's need for a handgun and for the licensing of an individual who shows such a need and (2) prohibits all others from possessing handguns or buying handgun ammunition."
53. that "a system of federal administrative or judicial review be established to assure that each state system is administered fairly and does not discriminate on the basis of race, religion, national origin, or other unconstitutional grounds."
54. that federal legislation be enacted "to establish minimum standards for state regulation of long guns under which (1) an identification card would be required for long gun owners and purchasers of long gun ammunition (a system similar to that recommended by gun manufacturers) and

(2) any person 18 and over would be entitled to such a card, except certain classes of criminals and adjudicated incompetents."

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55. that "persons who transfer long guns be required to fill out a single card giving the serial number, type, make, and model of the weapon, the transferee's social security and firearms identification card numbers, the transferor's name and social security number, and the date of the transaction."
56. that "the Gun Control Act of 1968, which is intended to curtail the import of firearms unsuitable for sporting use, should be extended to prohibit domestic production and sale of 'junk guns.'"
57. that "a federal firearms information center should be established to accumulate and store information on firearms and owners received from state agencies; this information would be available to state and federal law enforcement agencies."
58. that "licensed gun dealers should be required by federal statute to adopt and maintain security procedures to minimize theft of firearms."

Chapter 8

Violence in Television Entertainment Programs

59. that "the broadcasting of children's cartoons containing serious, non-comic violence should be abandoned."
60. that "the amount of time devoted to the broadcast of crime, western and action-adventure programs containing violent episodes should be reduced."
61. that "more effective efforts should be made to alter the basic context in which violence is presented in television dramas."
62. that "the members of the television industry should become more actively and seriously involved in research on the effects of violent television programs, and their future policies, standards and practices with regard to

Lloyd Cutler

License and Restrict Handguns

Handgun Control Inc.—the Brady bunch—puts out an annual poster that makes the case for controlling handguns in one picture and about 33 words. It shows a revolver painted with the stars and stripes of the American flag. The caption reads:

IN 1990, HANDGUNS KILLED
22 PEOPLE IN GREAT BRITAIN
13 IN SWEDEN
91 IN SWITZERLAND
87 IN JAPAN
10 IN AUSTRALIA
68 IN CANADA

AND 10,567 IN THE UNITED STATES.
GOD BLESS AMERICA.

But despite the recommendations of several presidential commissions for the strict licensing of handguns, the number of handguns and other repeating weapons in the country has risen from an estimated 25 million in 1968 to an estimated 66 million today—a 150 percent increase over 25 years. We now have one handgun for every two American males, little boys included. And we manufacture or import an additional 2.5 million per year.

The Brady law will not do much to stem this rising tide. But its passage—supported by 90 percent of Americans in recent polls—shows that handgun control measures can be passed despite the lobbying power of the National Rifle Association. Here is a list of desirable additional measures we should tackle next, listed in rough order of political feasibility and real-world effectiveness:

(1) Finance the necessary research to perfect a radioactive or chemical tracer that can be placed in all handguns or in all handgun ammunition, so that the police, using Geiger counters and similar devices, can readily detect the presence of a loaded and concealed handgun on the street or in a vehicle. Carrying concealed weapons is already illegal almost everywhere. Even the NRA favors such laws. The

catch is how to detect a concealed weapon. Our military-industrial complex builds satellites capable of reading the headline of a newspaper lying on a Moscow street as well as smart missiles that can hit a Baghdad bridge from launch sites hundreds of miles away. Our engineers are almost certainly capable of finding effective ways to detect a concealed firearm on the street or in a vehicle. But we have never devoted the time or the money to try.

(2) Impose much stricter licensing laws on manufacturers and importers of handguns and handgun

And tax ammunition prohibitively.

ammunition. We already license the manufacture of dangerous drugs that have medicinal value, such as opium-based and other addictive painkillers. We impose strict production quotas based on demonstrated medical needs, and closely monitor the sale and distribution of such products to be sure they do not fall into illicit hands. We should do the same for handguns, which are less necessary and far more dangerous. Among other things, once we have developed a workable and tamper-proof tracing technique, we should require that every licensee build it into all newly manufactured handguns or rounds of handgun ammunition.

(3) Adopt Sen. Daniel Patrick Moynihan's idea of a prohibitive excise tax on the sale of ammunition, but with an extra wrinkle: The tax would be reduced or even eliminated if the manufacturer builds in a government-approved tracing device that will enable police to detect the presence of concealed ammunition on the streets and in vehicles. This will give ammunition manufacturers a financial incentive to invest in developing such devices.

(4) As the National Commission on the Causes and Prevention of Violence also recommended almost 25 years ago, create minimum federal standards for handgun licensing. Federal licenses would be required except in states that establish their own licensing systems meeting or exceeding the federal standards. Under these standards, everyone would have to obtain a license to possess a handgun, and licenses would be limited to persons who demonstrate a compelling need—such as police, security guards, and residents of remote unpoliced areas.

Unlicensed handgun owners would be required to surrender their weapons, perhaps with the inducement of a \$25 or \$50 federal bounty for doing so before a reasonable deadline expires. This is the only practicable way to bring down the number of handguns significantly below the 66 million that are already in private hands.

(5) Enact a federal statute making handgun manufacturers and dealers liable in treble damages to the victims of any shooting done with a handgun sold in violation of federal or state licensing laws. A Florida court already has found a dealer liable to a handgun victim for selling the handgun to a visibly drunken buyer. Strict liability would create an even stronger deterrent against negligent or deliberate violations of licensing laws.

The Brady supporters have reflected more political strength than most politicians have been willing to believe. With ever-mounting public support, the umbilical cord between handguns and violent crimes can be severed.

The writer, a Washington lawyer, was White House counsel in the Carter administration and was the executive director of the National Commission on the Causes and Prevention of Violence (the Eisenhower Commission) 1968-70.

FAX COVER SHEET

Neena

FROM THE OFFICE OF

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DISNEY PUBLISHING, WORLDWIDE114 5TH AVENUE, NEW YORK, NY 10011
PHONE: 212-633-4434 FAX: 212-633-5944DATE: 5/10

TIME: _____

TO: Bruce ReedFAX #: 202-456-5542 # of pages with cover sheet: 8

SUBJECT: _____

COMMENTS: Bruce,I was asked to forward the
attached op ed by Jann Wenner
to you. Hope all is well.

(Lisa)

GUNS AND VIOLENCE

The massacre in Colorado leaves us heartsick and outraged, not only because of the number of innocent children slain but also because this evil has taken place in the privileged heart of the American dream. As much as we demand that tragedy teach us lessons, it is unlikely that we will learn how to devise a set of controls that can stop violence like this in the future.

But there is one blindingly obvious lesson: The nature and extent and devastation of the violence was directly and undeniably linked to the kind of weaponry that we have made widely available in America.

Nonetheless, we are going to hear a debate about the so-called causes of teenage violence, and what are we going to get from this? Are we in the middle of some national soul searching, as President Clinton is trying to position it? Or are we going to get some amped-up rush to judgment and blame, driven by the bloodthirsty, vengeful or ambitious voices of hysteria that generally drown out the more nuanced and understanding thinkers?

Will a modern McCarthyism take root in our high schools? Will any kid who is a bit too odd or angry now be viewed with suspicion? Are we going to "profile" children who dress in black, behave like outsiders, appear to be interested in violent movies or songs or officially disapproved video games? Shall we make the geeks even more isolated and humiliated?

We are probably going to get mired in the big muddy of a rhetorical, inconclusive debate about the "culture of violence." Do we really need a White House conference if it serves little purpose but to distract us from facing the real issue — which is that virtually every man, woman and child in the United States has easy access, day or night, to combat weapons and handguns?

We have to accept the reality that violence is part of the human condition and sometimes it snaps in inexplicable and chaotic ways, and that despite this, the United

States—alone among western industrial societies—lets its population have open access to guns.

The cause, in the case of Littleton, will never be learned. Something went terribly wrong with two children, and their parents were powerless in the face of it. It was evil, and like all evil, great and small, it is a mystery. There are some things to which there are no answers.

In 1954, just as the baby boom began to enter its preteen years, in those last moments before the days of rock & roll, we had Senate hearings on juvenile delinquency that launched a fanatical crusade against horror and crime comic books, and ultimately led to their demise. Next, in the late Fifties and early Sixties, came the assaults on rock and roll — the attempts to censor it for its sexual suggestiveness, to blame it for youth riots and juvenile delinquency (again). FBI agents spent more than two years analyzing lyrics to the hit single “Louie Louie” for a subliminal challenge to authority. In the 1980’s teenage violence was associated with gangster rap or heavy-metal bands like Judas Priest, who were taken to court in Nevada in 1989 for their violent lyrics.

But we’re going to let rock and roll off the hook this time; no one, not even the most opportunistic culture warriors, believes that this attack has any political legs; rock is too popular to fuck with. The anti-Marilyn Manson crusade came to a silent halt within days of the Littleton massacre (though Manson wisely took himself off the concert circuit for the time being, a level of discretion and sensitivity that the National Rifle Association refused to exercise).

So can we blame it on Oliver Stone or *The Basketball Diaries*? We may find *Natural Born Killers* distasteful — I thought it artless, gratuitous, unpleasant violence — but this is not likely to fly; Charlie Starkweather and Caril Fugate preceded Stone’s Mickey and Mallory. After all, the most singularly violent movie of the last few years is Steven Spielberg’s *Saving Private Ryan*, which raised the level of gore to stunning new

heights. No one is going to argue that one, and no one is going to take on Spielberg, who is, after all, the establishment's favorite movie maker.

Movies and music will be safe; they are near universal, they've been around too long, and they are two of America's great cultural gifts to the world. So if we want to deal with the bogeyman instead of the guns, what do we have left? Videogames — violent videogames — are going to be the new demon for liberals and conservatives alike. They are going to take a whipping worse than horror comics or rock & roll ever did.

There is some genuinely unpleasant stuff out there: blood and guts, severed spinal cords; a technological panoply of violence, gore and weapons as cool and as real as what those Apache pilots see in their visor screens.

And these games are complex and multidimensional, with symbolism worthy of Dante. They are going to be a bonanza for psychologists, sociologists, legitimate experts of every stripe and discipline. The police are weighing in, and military-training experts are talking about the games' similarities to the programs used to train infantry for high kill rates.

Indeed, because we find some of these games distasteful and unfamiliar, we are going to fear them. And we are going to find it easy to blame and easy to attack, and we will all congratulate ourselves that in so doing we have been able to do something. And it will be easy; we will be glad to see this stuff go.

The powerful leaders of the media empires who control the multi-billion dollar television, music and movie machines are surely preparing themselves now to defend their profits and their freedoms, and our rights to free and creative expression, no matter how offensive it sometimes may seem. But they should not make the mistake of failing to extend those rights to the creators of videogames. They cannot afford to jettison them. If they do, they jeopardize themselves morally, and they invite us to impugn their motives, because, after all, videogames are clear competitive threats to their share of the youthful entertainment dollar.

It's possible that such games *might* reinforce the feelings of isolation or amplify the anger of psychologically distressed children, but there is no convincing proof that the games are a cause of their initial vulnerability or that they are a trigger mechanism. Children who play violent fantasy games do not automatically go on to murder their classmates. Adolescents are fully capable of distinguishing fantasy violence — whether in music, movies or videogames — from real violence. Apparently the grown-ups in Washington are not.

Students, when they arrive in their classrooms, want to know not whether their schoolmates have been playing videogames but whether they are carrying guns.

[line space]

It is useless to blame the parents of Eric Harris and Dylan Klebold — as useless as it is to blame the parents of the teenage killers in Pearl, Mississippi; West Paducah, Kentucky; Jonesboro, Arkansas; and Springfield, Oregon. From what we know of them, they were excellent, caring parents who spent time with their kids and were active in the community. But in each case they lived in states with lax gun-control laws and had their homes stocked with guns.

There are 192,000,000 privately owned firearms in the United States, with 7.5 million guns being added to that total each year. In a recent Rolling Stone/MTV poll of 12-to-24-year-olds (taken ten days before the Columbine shootings), 84 percent of them said they had easy access to firearms.

A parent is not able to stop this open commerce in guns. A parent does not possess the ability to design and manufacture a kid-proof gun or one with the latest “fingerprint” technology. Only governments can do this.

In Japan, Canada and, indeed, in most Western industrialized nations, violent movies, music and videogames are the norm, but access to firearms is not. In 1996, handguns were used to murder 2 people in New Zealand, 15 in Japan, 30 in Great Britain, 106 in Canada, 213 in Germany, and 9,390 in the United States. According to the

Centers for Disease Control, more American children are killed by handguns than by all natural causes combined.

It is clear that it's now the responsibility of the community and society to give parents some support. Even the most responsible, trained gun-owner, with safety locks on his weapons, is powerless. It's not the Fifties — Mom's not home all day, monitoring the kids; she's at work. We need to begin creating a gun-free society and thoughtful community safety nets. In the phrase of Hillary Clinton, it takes a village to raise a child.

[line space]

The performance of President Clinton in the aftermath of the Columbine killings has been discouraging. The entertainment industry makes an easy, feel-good target, but in the end there is no clear, plausible relationship between entertainment and violent behavior — unlike the distinct relationship between Eric Harris' Tec-9 semi-automatic pistol and some of the fifteen dead kids in Colorado.

It is time for the President to call for tough, severely restrictive gun-control legislation that begins the process of diminishing the massive arsenal that now threatens our society. It is time to go way beyond the ineffective measures like the so-called assault-weapons ban, which is so riddled with loopholes that these guns are still legally and freely available to an eighteen-year-old boy with a grudge.

"President Clinton should seize the moment," the *Washington Post* wrote in its lead editorial, "to do more than offer photo op handwringings in classrooms or endorsements of constructive but piecemeal approaches to the terror of gunfire. He should stand up for a national ban on the general sale, manufacture and ownership of handguns."

Instead, Clinton offers to "bury the hatchet" with the NRA and asks its leaders to sit beside media executives in the search for solutions to violence. This is ridiculous; the hunters and sportsmen with whom we might reason do not control the NRA; its fanatic leadership cannot be replaced by a majority vote of the membership since the bylaws have been blatantly (and likely illegally) rigged in favor of a small minority.

The NRA has to be taken on; nearly eighty percent of Americans favor strict, restrictive laws. That majority has been frustrated not only by the NRA's ruthless use of money and fanaticism but also by the lack of effective leadership from the gun-control movement and by President Clinton's failure to commit to this issue as anything much more than a public-relations exercise.

There is no making nice here; these are not nice people. Charlton Heston is unblinking in the face of the images of students fleeing Columbine high school. "Our mission is to remain a steady beacon of strength for the Second Amendment even if it has no other friends on the planet," he said. "We cannot let tragedy lay waste to the most rare and hard-won human right in history."

(The Second Amendment does not in fact guarantee the absolute right to citizens to bear arms. In 1992, six former Attorneys General, Democratic and Republican, signed a statement that said, "For more than 200 years, the federal courts have unanimously determined that the Second Amendment concerns only the arming of the people in service to an organized state militia; it does not guarantee immediate access to guns for private purposes. The nation can no longer afford to let the gun lobby's distortion of the Constitution cripple every reasonable attempt to implement an effective national policy toward guns and crime.")

[line space]

It is insanity to think that art causes violence. Music doesn't put guns in the hands of children. Videogames are not the root cause of teenage anger. Art — high or low — is not the culprit. You don't stop children from hurting other children by stopping them from playing with toy guns. You protect children by taking away real guns.

Does anyone really think we're going to live in a safer society if we don't have video games, if children can't play Dungeons and Dragons? Are we a better society if we demand that musicians and filmmakers and game designers not portray violence? It's not the culture that caused the murders in Springfield, Oregon; in Edinboro, Pennsylvania; in

Jonesboro, Arkansas; in West Paducah, Kentucky; in Pearl, Mississippi; in Littleton, Colorado; or in the place where this happens next; it's the guns.

Jann S. Wenner

New York City

May 5, 1999

CAUTION

PHOTOCOPY
PRESERVATION

**Martha Williams
704 Camp St.
Hattiesburg, MS 39401
(601) 544-0224**

I am a Family Dynamics and Family Health teacher at North Forrest High School. Because of recent tragedies, I have developed a program entitled "Teenagers and Dangerous Relationships". Please see the enclosed handout.

Because of recent school tragedies, this program is timely in its content and purpose. Through this program, teenagers or parents may easily be able to identify the four signs of a dangerous relationship. The program contains audience participation, video segments, music, and printed material. The length of the program can vary from 30 to 60 minutes.

I have 17 years of teaching experience, and I have a unique understanding of the issues that today's teenager may face in or out of school. This program is well accepted by teenagers.

It is also appropriate for parents, teachers, community outreach workers, and anyone who works with teenagers. It is also beneficial to law enforcement personnel.

During the summer of 1998, I have presented my program at Delta State University and Mississippi University for Women. I have also presented this program at Mississippi's Responsible Fatherhood Summit. This program was featured in the Hattiesburg American on November 2, 1998.

I believe that my program contains valuable information which may prevent the next school tragedy since most of the serious problems in our schools stem from dangerous relationships.

I would appreciate the opportunity to discuss my program with you in detail. My home phone number is (601) 544-0224 and my address is listed above. If you would like to discuss this program, please contact me at your convenience. I believe my presentation can improve the quality of life and the safety of the teenagers in our area.

Sincerely,

A handwritten signature in cursive script that reads "Martha Williams".

Martha Williams

CAUTION

Dangerous Relationship

!!!KEEP OUT!!!

FOUR WARNING SIGNS OF A DANGEROUS RELATIONSHIP

- 1. Jealousy**
- 2. Possessiveness**
- 3. Domineering and/or
Controlling behavior**
- 4. Violent behavior or threats**

Martha B. Williams
693 Eatonville Rd.
North Forrest High School
Hattiesburg, MS 39401-9708

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Neera

INVESTING IN OUR CHILDREN

**A REPORT ON YOUTH VIOLENCE
AND SCHOOL SAFETY**

**MIKE MOORE
ATTORNEY GENERAL
STATE OF MISSISSIPPI**

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May 10, 1999

Mr. Bruce N. Reed
Assistant to the President for
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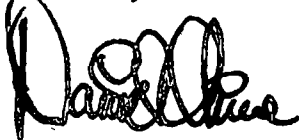
Dear Mr. Reed:

In connection with the White House conference on domestic violence issues being held today, I wanted to make you aware of the sermon delivered by the Very Reverend Nathan D. Baxter, dean of the Washington National Cathedral, on the Sunday following the Littleton, CO, tragedy.

Because of the high profile which the Cathedral maintains in this community, and the personal relationship which Dean Baxter holds with the President and the Vice President, and their families, I thought you would find his commentary on this issue of interest. If you deem it appropriate, Dean Baxter would welcome your providing copies of this sermon to conference attendees.

Additionally, if there is an opportunity where Dean Baxter's presence would be helpful to the Administration, or if there is a role where the Cathedral facilities may be useful, to further the public debate on this issue, please know that he would welcome the opportunity to participate as and where appropriate.

Sincerely,



David Olive

Colorado 1999



*A sermon
preached by
the Very
Reverend
Nathan D.
Baxter,
dean of
Washington
National
Cathedral*

“Right Pathways to Peace”

Good Shepherd Sunday, April 25, 1999

The LORD is my shepherd, I shall not want.
He makes me lie down in green pastures;
 he leads me beside still waters;
 he restores my soul.
He leads me in right paths
 for his name's sake.
Even though I walk through the darkest valley,
 I fear no evil;
 for you are with me.

—*Psalm 23*

On this Good Shepherd Sunday America is sad, and so am I. What happened in Littleton, Colorado, this past week is the telling tragedy of a nation and not just of one community or of a few angry distorted teenagers. It is the telling of America's soul. In this decade alone there have been at least seven such tragedies: Notus, Idaho; Springfield, Oregon; Fayetteville, Tennessee; Edinboro, Pennsylvania; Jonesboro, Arkansas; West Paducah, Kentucky; Pearl, Mississippi. Time and again we have been brought to these moments of self-examination by the tragic experience of our children—senseless, unimaginable violence and death.

America is sad today, but strangely we are not yet outraged. We are not outraged by a culture dominated by popular art imitating graphic violence and gratuitous death—a cultural reality whose industry is justified by horrendous profits and rhetoric about free expression and supply-and-demand economics as the American way. It may be the American way, but it is not the way of the Good Shepherd, for it corrupts our soul; it does not “restore our soul.”

Our children live in a culture that not only glorifies violence but insures easy legal access to high-powered assault weapons. Strong political lobbies justify this access as an expression of constitutional and individual rights. We are told it is the American way. But our children are not “lying down by still waters.” They are lying down in death! It may be the American way, but it is contributing to the destruction of our children's lives and souls.

More of America is enjoying the right to work today, making a better material life for our children. Yet why are they so unhappy and why are we so sad? Something is wrong with America's soul. It is leanness, and it is a poverty of spirit. That is why Jesus said in the beatitudes, "Blessed are they that know they are spiritually poor for [only then can they receive] the Kingdom of Heaven [or the peace of God]." We are sad today. But why are we not outraged?

Every day in our inner-cities our children are injured or killed by gun violence. We think it is sad, but we do not identify with them, we actually do not quite think of them as our children. We would like to assume that their tragedy is related to their impoverishment of hope, lack of economic opportunity and moral discipline.

But Littleton is one of those places whose tragedy gets our attention. A quiet, upper middle-class community with a quaint name; a name reflecting more of what it means to be America than cosmopolitan names such as New York, D.C., Chicago or San Francisco. Littleton, a place with good schools, beautiful, bright and promising kids, nice neighbors, police who are well trained and members of the community. A nice, comfortable, safe community with good, hard-working folks just like you and me. People living out their commitment to the American dream. It's the kind of dream many of us have tucked away somewhere in our hearts.

The children who were killed or injured at Columbine High School are our children. Eric Harris and Dylan Klebold, the alleged killers, they, too, are our children. The children of Littleton represent the vulnerability of all of our children to evil. It reminds us that even success cannot create a place safe from evil.

The comfort of living in a success culture can cause good people not to see the potential for evil within ourselves and around us, only to see the good. One incredulous parent in Littleton spoke for all of us when he was reported as saying, "I can't believe somebody couldn't see these things coming." But what is there among our possessions that can enable us to see "the shadow of death" in the glaring sunlight of social bliss? What material security can defend against the spiritual assaults of evil?

As people of faith we must believe in God and seek to follow God as the Good Shepherd. But a healthy faith also requires that we take seriously a counter spiritual reality in the universe—evil! We must accept that evil is really often beyond the scope of our culpability or control. It is why Jesus taught us in the Lord's Prayer to pray for "deliverance from evil." Only by God's spirit can we resist evil's force and be sustained in the wake of its assault.

I fear much of America, religious or otherwise, believes more in the dichotomy of profit and loss, success and failure, than in the reality of God and of evil. We are a nation that enjoys and believes in economic prosperity above all else. We believe success and material affluence is our right. In fact, the bible of democracy says that right is unalienable. The second paragraph of the Declaration of Independence states that every person is "endowed by their Creator with certain unalienable rights that among these are life, liberty, and the pursuit of happiness." But happiness is more than material; it is spiritual peace and security as well.

In middle America, many of our children are learning this truth early on—through their exasperating loneliness, their adolescent anger and confusion in the midst of a world of privilege. In the quiet of their hearts, among the privacy of friends, in the message of their sullen and sometimes bizarre behavior, they are acknowledging the illusion of privilege—the impotence of things to satisfy self worth. We often wonder why all we have worked so hard to provide for our children does not seem to be sufficient. But they, in their own way, know the truth of what Jesus taught, that "life does not consist in the abundance of things."

Yet, there is a spiritual tragedy here, for to know the truth of which Jesus speaks without knowing the God of whom he speaks is to encounter a desperate reality: a sense of futility and even rage. Where do we turn with the rage and fear of our futility if we do not know God?

And so some seek another spiritual power to soothe their pain and anger; power to help them feel in charge, to be greater than that which they fear. In the process, they make a strange peace with violence and death. These dangerous evils can become our children's friends. Our children can find a type of peace in morbid fascination with such things as heavy metal, Goth culture and mimicking Hollywood depictions of gloom and death. Macabre make-up masks the pain, and lurid lyrics that shock and befuddle others are intended to represent their morbid peace with death and violence, with futility and fatalism. In the extreme, one embraces a notion that if nothing is real and all is hopeless, then my death and the death of others does not really matter. It is like a video game, with all the gore and violence, with none of the responsibilities or consequences. Like the familiar hymn, "it soothes our pain and quiets our fears," St. Paul taught that death loses its sting through faith in Jesus Christ. But it is important to know that there are alternative powers that offer solace from the sting of death.

For many of our urban children there is also a sense of futility, especially in the inner city where there is no perceived future for many children, except violence and early death. They are more familiar with the sound of gunfire than the chimes of an ice cream truck. We see young people—including sweet, nonviolent children—caught up in the lyrics of gangster rap. A counterculture music where they hear their isolation and alienation glorified in high decibels, their fears and anger articulated with a hostility that intimidates a world which would otherwise ignore them. It is another strange alliance with the reality of death and violence around them.

A social worker once told me of a beautiful spring day in an inner-city housing project, overhearing a group of lovely young girls fantasizing about how they would be dressed for a certain special occasion. They described to each other the color and type of dress they would wear, debated what accessories would be cool, the type of flowers. The social worker thought they were fantasizing about their prom or even their wedding until he heard them discuss which friends would give eulogies. They were designing their funerals! They, too, were making peace with death and violence. But death and violence can never be true friends. They are always the seductive imps of evil that consume the soul of our children in quiet as well as in resounding ways.

We must change our culture. We must be more than sad. We must be outraged enough to demand a change. The welfare of our children is not just the work of parents and teachers in Littleton or our inner cities. It is a communal responsibility! It is the responsibility of all of us: parents, teachers, ministers, politicians, business and industry. They are all our children.

We must begin by seeing evil's opportunity in a culture that celebrates violence; which romanticizes it, commercializes it, sexualizes it and casually passes time with it as entertainment: music, computer and video games, graphic comic books that anesthetize us to death's reality and the true consequence of violence. A few weeks ago I was waiting for my wife in one of the large area malls. I went into a video arcade filled with preadolescent children. I discovered not only that there was not a game simple enough for me to play, but that every game—every single game—was based on violence and bloody killing. The higher the level you mastered the more sinister and violent the game. We cannot accept this. Our children are blurring the reality of death and violence.

We must insist that the right to bear arms is not more important than the right to save our children from violence and death. Nor must we allow gun manufacturers to be exonerated by free market rhetoric and pious chatter about civil liberties while children die every day on our streets and in our schools from guns easily gotten over the Internet and from gun shows and shops. It is arrogant idealism that the accessibility of firearms is more important than the protection of our children from themselves.

Consider these statistics:

1996 hand gun murders: New Zealand 2, Japan 15, Great Britain 30, Canada 106, Germany 213, USA 9,390

Governmental studies: 200 million guns; 30 percent of teenagers have firearms.

Department of Education: more than 6,000 students were expelled from schools last year for bringing guns to school.

The NRA and the governor of Colorado are wrong on this issue of accessibility and concealment. They, like many of us, don't understand or accept the factor of evil.

Finally, we must be people of peace. We must work to build community not clan, reaching out to others, including those different from ourselves. Building relationships across race, culture and lifestyles is the most essential way to fight bigotry.

Being responsive to the pain and loneliness of others must be as evident in our lives as the ethic of hard work and our convictions about the rewards of success. I love the prayer of Saint Francis, which guides us to be people for others.

I realize that it is unnatural “to seek to love more than to be loved, to understand more than to be understood.” But this is why Jesus told Nicodemus you must be born again. We must allow God to change us. When we seek a relationship with God, to have a life of active faith, we are changed. We find strength to do the things that make a difference in our culture, communities and homes. Our children need to see us as spiritually different from the world, as people who take a relationship with God as primary, people who believe seriously in the peace of God’s vision for humanity. Unless we do so, our children, as beautiful as they are, will continue to be vulnerable to evil.

This sermon is not about Littleton, Colorado. It is about you and me. Their tragedy is our tragedy. If our children have any hope of being saved, our culture must change. But our culture will only change if we change. We must become people committed to change, committed to the way of the Good Shepherd. The way shown to us by Jesus, the Good Shepherd, “revives our souls and leads us along right pathways” of peace. So, on this Good Shepherd Sunday, I invite you to join with me in praying the prayer of Saint Francis, that God will make us instruments of God’s peace.

Lord, make us instruments of your peace.
Where there is hatred, let us sow love;
Where there is injury, pardon;
Where there is discord, union;
Where there is doubt, faith;
Where there is despair, hope;
Where there is darkness, light;
Where there is sadness, joy.

Grant that we
May not so much seek
To be consoled, as to console;
To be understood, as to understand;
To be loved, as to love.
For it is in giving that we receive;
It is in pardoning that we are pardoned;
And it is in dying that we are born
To eternal life. Amen.

May 5, 1999

Office of Tipper Gore
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Neera

re: Littleton shootings

Dear Mrs. Gore:

I believe all the questions, all the answers for Columbine High have been movingly portrayed by Hollywood in a number of wonderful classics. In memorial to the Littleton shootings, I urge we ask Hollywood to do something positive: assemble a portfolio of their finest classic masterpieces about troubled teens and feature them in reruns or in Blockbuster this summer! Movies which give the essence of the problem include *Rebel Without a Cause* (James Dean, Natalie Wood, 1955), *Splendor in the Grass* (Warren Beatty, Natalie Wood, 1961), *Ordinary People* (Robert Redford, James Sutherland, Mary Tyler Moore, 1980), *The Great Santini* (1979), *Francis* (Jessica Lange, Sam Shepard), and many others.

We seem condemned to repeat the past because we forget the urgently relevant, powerful message from movies like these: Kids act out conflicts bubbling between parents and throughout the family and it happens to ordinary people in good neighborhoods. Kids reflect parents' repressed emotions. Parents who love their kids, try to do their best, unwittingly chew up their kids by passing on parents' own mental problems, cherished illusions, and ineffective ways of coping. Parents talk of duty, honor, respect, discipline, spirituality, rationality, but kids watch parents fight and act crazy. Parents give kids ritalin, prozac, religious extremism, and send them to therapy. Adolescent psychologists end up trying to fix teenage rebellion caused by parents' own mid-life crises, marital problems, and unresolved moral dilemmas.

We can't hope for emotional stability from kids if parents continue to deny their own mental health needs. Hollywood can help by reminding parents of this enduring lesson portrayed in some wonderful old movies from past generations.

Thank you for listening,

Sally Ann Mayfield

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Mr Reed:
Can you help?
THX
Sally Ann M.

Following are excerpts from Producer David Weisbart's discussion of the movie, *Rebel Without a Cause* in 1955:

Rebel Without a Cause concerns itself with young people. Boys & girls who don't understand the world and a world that doesn't understand them. What's the action here? We're confronted by a high school student, Jim Stark, played by James Dean, who gets pushed around, humiliated by his peers. It's a story, a dance, a story about two boys rebelling against the world. But the real story, that is something else. That knife fight is a result, not a cause. The real cause of *Rebel Without a Cause* is here in what we call our key scene:

Mom No, I don't want you to go to the police! there were other people, why should you be the only one involved?
Jim because I am involved, and you're involved. . .mom, a boy was killed tonight! I don't see how we can get out of that by pretending it didn't happen!
Dad Look Jim, you know that you did wrong, that is, the main thing. . .
Jim that's nothing! you told me to always tell the truth! you can't turn that off, just like that!
Mom But he's not saying that, he's saying don't volunteer. . .
Dad You'll learn Jim, you'll learn when you're older. . .
Jim I don't think that I want to learn that way!
Mom It doesn't matter anyway because we were moving. . .
Dad That's news to me, just why are we moving?
Mom Do I have to spell it out?
Jim You are not going to use me as an excuse again, mom, every time you can't face yourself you want to move! you say it's me!
Mom that's not true!
Jim you say it's me, she says it's the neighborhood! you give me all sorts of excuses! I just want to do one thing right!

In other words, this is partly a story about parents, it has to be. . . This is a movie that has to do with kids, nice kids, the slum kids started the idea, but there is a part of the teen age story not even the newspapers have seen. The movie has to do with kids, nice kids. The question is, what makes kids from nice homes do things like this? What are they looking for? What drives them? What has hurt them? That's the story of *Rebel Without a Cause*. To find the answer, the writers observed the day to day police precinct stations. They saw real life scenes like this one:

Dad Don't I get you everything you want, a bicycle, a car
Jim thank you
Dad you hear all the talk about not loving your kids enough. We give you love and affection don't we? then what is it? I can't even touch you anymore but you pull away! I want to understand you!
Jim You're tearing me apart!

So the creators of the story discovered their subject has as much to do with parents as it does with children, a father like this one, a tragic figure, confused, ineffective, bewildered by the responsibilities of parenthood. . .