

Withdrawal/Redaction Sheet

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. list	SSNs and DOBs [Personally Identifiable Information] (2 pages)	12/28/1998	b(6)
002. note	re: SSN and DOB [Personally Identifiable Information] (0 page)		b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 17181

FOLDER TITLE:

CEVI [Children Exposed to Violence Initiative] [2]

2016-0931-S
rc2322

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

December 28, 1998

**CHILDREN EXPOSED TO VIOLENCE
INITIATIVE ANNOUNCEMENT**

DATE: December 29, 1998
LOCATION: Roosevelt Room
BRIEFING TIME: 9:15 - 9:40 AM
EVENT TIME: 9:45 - 10:30 AM
FROM: Elena Kagan
Jose Cerda

I. PURPOSE

You will launch a new Children Exposed to Violence Initiative (CEVI) designed to prevent violence against children and improve the way the justice system deals with children who are victims of or witnesses to violence. CEVI will include four components: (1) reforming state and federal laws to provide swift and certain punishment for those who commit child abuse and neglect; (2) improving the way the justice system treats children who are the victims of, or witnesses to, acts of violence; (3) strengthening local prevention and intervention programs directed towards children exposed to violence; and (4) increasing public awareness of this serious problem through a National Summit next May. To get this new effort underway, you will announce the availability of \$10 million in "Safe Start" grants from the Justice Department to help up to 12 cities reduce the impact of violence on young children.

II. BACKGROUND

The Department of Health and Human Services found that in 1996, three million children were maltreated or abused. Recent Department of Justice statistics show that last year, 2.8 million adolescents (12 to 17 year-olds) were victims of violent crime and another 9 million witnessed serious violence -- with nearly 2 million of these teenagers suffering from some kind of post-traumatic stress disorder.

Children who are abused or neglected are far more likely than other children to become criminals themselves. These children are more than 50 percent more likely to be arrested while a juvenile, and nearly 40 percent more likely to be arrested for a violent crime when they become adults. They are also 33 percent more likely to become substance abusers.

What CEVI Will Do

Reform Laws Dealing with Child Victims and Witnesses. The Justice Department, in consultation with the states, will propose federal legislation that would (1) amend federal homicide statutes by making child abuse offenses predicates for felony murder and defining murder to include the death of a child resulting from a pattern of child abuse, and (2) provide a sentencing enhancement whenever a violent crime prohibited by federal law is committed in the presence of a child. The Department also will work with states to develop similar model legislation and to put in place additional reforms that will allow children to testify through closed circuit television, limit the number of interviews to which a child can be subjected, and allow children to use testimonial aids and have an adult present when testifying in court.

Improve Justice System Response. CEVI will improve the way participants in the justice system treat child victims and witnesses by providing the information and training necessary to prevent “secondary victimization.” The Justice Department will use approximately \$12 million in current funding to produce and distribute specialized training videos, best practice manuals, and other in-the-field user guides -- such as the guide on *Forming a Multidisciplinary Team to Investigate Child Abuse* released by the Justice Department today -- to law enforcement agents, prosecutors, victim and witness coordinators, and court personnel. Under this new initiative, the Justice Department also will work with state and local law enforcement to use Child Death Review Teams to investigate suspicious child fatalities; expand child victims’ assistance programs; help create “Court Schools,” which serve to acclimate children to the courtroom setting; and develop other similar programs.

Strengthen Prevention and Intervention. CEVI will assist states and localities to develop prevention and intervention initiatives focusing on children exposed to violence. These initiatives, often involving partnerships between law enforcement officers and other community members, will provide services and support to children and promote parent education. One example is the New Haven Child Development/Community Policing (CD-CP) program, a partnership between the New Haven Police Department and the Yale University Child Study Center that coordinates the work of law enforcement and mental health professionals in responding to children in violent situations. Today, you will announce the availability of \$10 million in “Safe Start” grants to help up to 12 more cities promote and build on proven initiatives like the New Haven CD-CP.

Increase Public Awareness. The Department of Justice will sponsor a National Summit on Children Exposed to Violence in May, with the Department of Health and Human Services, law enforcement organizations, child advocacy and media organizations, governors, county officials, mayors, legislators and prosecutors. The goal of the Summit will be to bring together experts in law enforcement, mental health, child development, domestic violence prevention, and related fields to increase public awareness of this issue and discuss additional ameliorative efforts.

III. PARTICIPANTS

Briefing Participants

Elena Kagan

Jose Cerda

Deputy Attorney General Eric Holder

Event Participants

Deputy Attorney General Eric Holder

Chief Melvin Wearing, Chief of Police, New Haven Connecticut

IV. PRESS PLAN

Open Press.

V. SEQUENCE OF EVENTS

- **YOU** will be announced onto the stage accompanied by stage participants.
- Deputy Attorney General Eric Holder will make introductory remarks and introduce Chief Melvin Wearing, Police Chief, New Haven, Connecticut.
- Chief Melvin Wearing will make remarks and introduce **YOU**.
- **YOU** will make remarks and then depart.

VI. REMARKS

Provided by Speechwriting.

**Children Exposed to Violence Event
Questions and Answers
December 29, 1998**

On the Problem of Children Exposed to Violence:

Q: Can you tell use more about the extent of the problem of children exposed to violence?

A: An alarming number of children experience violence as victims or witnesses. The Department of Health and Human Services found that in 1996, three million children were maltreated or abused. Recent Department of Justice statistics show that last year, 2.8 million adolescents were (12 to 17 years-old) were victims of violent crime and another 9 million witnessed serious violence -- with nearly 2 million of these teenagers suffering from some kind of post-traumatic stress disorder.

Children who are abused or neglected are far more likely than other children to become criminals themselves. These children are more than 50 percent more likely to be arrested for a violent crime while a juvenile, and nearly 40 percent more likely to be arrested for a violent crime when they become adults. They are also 33 percent more likely to become substance abusers.

Q: How can children exposed to violence be treated?

A: According to child development and mental health experts, children exposed to violence are in need of protection from further risk or harm, support from the criminal justice system, comprehensive mental health services, and a sustained relationship with a caring, positive adult role model. The Children Exposed to Violence Initiative responds to this need by changing federal and state laws to support child crime victims, improving the justice system's handling of children exposed to violence, and helping communities develop comprehensive plans to address this serious problem.

The New Children Exposed to Violence Initiative:

Q: How will this new initiative be funded?

A: Generally, funds for the new Children Exposed to Violence Initiative are included in the Justice Department's FY 1999 budget and will be sought again in FY 2000. Key funding sources include:

- \$12 million for improved law enforcement from the current budget of the Office of Juvenile Justice and Delinquency Prevention;

- \$10 million for Safe Start grants to 12 cities from funding for the 1994 Crime Act's Violence Against Women provisions; and

- \$20 million from existing prevention and intervention programs at the Office of Juvenile Justice and Delinquency Prevention, including funding for the National Network of Child Advocacy Centers.

Q: Why are you launching this new initiative now?

A: In part, we are launching CEVI now because funding for the Safe Start program will be available for the first time in FY 1999. However, CEVI's origin dates back to the White House Conference on Early Childhood Development and Learning in April of 1997. At this conference, the President and First Lady called for the Safe Start Initiative to help reduce the level of violence associated with young children exposed to violence.

In addition to these new funds, however, the Attorney General, Deputy Attorney General and the Director of the Office of the Juvenile Justice and Delinquency Prevention (Shay Bilchik) -- all of whom have dealt with the issue of children exposed to violence as prosecutors -- have long championed improving the justice system's response to children, and they have promoted programs such as Child Advocacy Centers, Safe Kids/Safe Streets and nurse home visitation programs to improve the criminal justice system's handling of child victims. CEVI represents their latest -- and most ambitious -- recommendations to strengthen the Administration's efforts in this area. It goes beyond programmatic efforts to include federal and state legislative changes, and it makes the issue of children exposed to violence a national priority. At the request of Attorney General Reno, Deputy Attorney General Eric Holder, will take the lead in coordinating CEVI's various components. As a result of his experience as federal judge and U.S. Attorney in the District of Columbia, Holder knows firsthand the devastating effects of violence on children. CEVI is one of his top priorities as Deputy Attorney General.

Q: When will the new Safe Start grants actually be awarded?

A: Applications for Safe Start grants will be made available after the New Year. Communities can have an application sent to them directly by calling the Department of Justice Response Center at 1-800-421-6770. Grant awards will be made this Spring.

Q: Can you clarify exactly what legislative reforms you are proposing as a part of CEVI?

A: As a part of CEVI, the President has asked the Justice Department, in consultation with the states, to develop federal and model state legislation that would:

(1) Amend homicide statutes by making child abuse offenses predicates for felony murder and defining murder to include the death of a child resulting from a pattern of child abuse. This change will permit prosecutors to establish liability for first degree murder by showing that a defendant committed a predicate child abuse offense and that the victim died as a result -- and without requiring proof of intent to kill or premeditation. There is no reason why child abuse that results in a

death should be treated differently than a botched robbery that leads to a stray bullet killing an innocent bystander.

(2) Provide enhanced penalties for whenever a violent crime is committed in the presence of a child. Although there is a growing body of research documenting the negative effects of children exposed to violence, current federal and most state laws do not generally recognize the greater and irrevocable harm that results from children witnessing violence.

Additionally, the President has also asked the Department to work with states to develop similar legislation that would allow children to testify through closed circuit television, limit the number of interviews to which a child can be subjected, and allow children to use testimonial aids and have an adult present when testifying in court.

Attorney General Reno:

Q: Why didn't Attorney General Reno attend today's event?

A: The Attorney General is at home with her family for the Christmas holiday. And as someone with a lifelong commitment to dealing with children's issues, she strongly supports today's CEVI announcement.

Reducing Violence in the Lives of Children

December 29, 1998

President Clinton will launch a new Children Exposed to Violence Initiative (CEVI) designed to prevent violence against children and improve the way the justice system deals with children who are victims of or witnesses to violence. CEVI will include four components: (1) reforming state and federal laws to provide swift and certain punishment for those who commit child abuse and neglect; (2) improving the way the justice system treats children who are the victims of, or witnesses to, acts of violence; (3) strengthening local prevention and intervention programs directed towards children exposed to violence; and (4) increasing public awareness of this serious problem through a National Summit next May. To get this new effort underway, the President will announce the availability of \$10 million in "Safe Start" grants from the Justice Department to help up to 12 cities reduce the impact of violence on young children.

The Need for Action

- **Too many child victims.** The Department of Health and Human Services found that in 1996, three million children were maltreated or abused. Recent Department of Justice statistics show that last year, 2.8 million adolescents (12 to 17 year-olds) were victims of violent crime and another 9 million witnessed serious violence -- with nearly 2 million of these teenagers suffering from some kind of post-traumatic stress disorder.
- **Child victims more at risk to become offenders.** Children who are abused or neglected are far more likely than other children to become criminals themselves. These children are more than 50 percent more likely to be arrested while a juvenile, and nearly 40 percent more likely to be arrested for a violent crime when they become adults. They are also 33 percent more likely to become substance abusers.

What CEVI Will Do

- **Reform Laws Dealing with Child Victims and Witnesses.** The Justice Department, in consultation with the states, will propose federal legislation that would (1) amend federal homicide statutes by making child abuse offenses predicates for felony murder and defining murder to include the death of a child resulting from a pattern of child abuse, and (2) provide a sentencing enhancement whenever a violent crime prohibited by federal law is committed in the presence of a child. The Department also will work with states to develop similar model legislation and to put in place additional reforms that will allow children to testify through closed circuit television, limit the number of interviews to which a child can be subjected, and allow children to use testimonial aids and have an adult present when testifying in court.
- **Improve Justice System Response.** CEVI will improve the way participants in the justice system treat child victims and witnesses by providing the information and training necessary to prevent "secondary victimization." The Justice Department will use approximately \$12 million in current funding to produce and distribute specialized

training videos, best practice manuals, and other in-the-field user guides -- such as the guide on *Forming a Multidisciplinary Team to Investigate Child Abuse* released by the Justice Department today -- to law enforcement agents, prosecutors, victim and witness coordinators, and court personnel. Under this new initiative, the Justice Department also will work with state and local law enforcement to use Child Death Review Teams to investigate suspicious child fatalities; expand child victims' assistance programs; help create "Court Schools," which serve to acclimate children to the courtroom setting; and develop other similar programs.

- **Strengthen Prevention and Intervention.** CEVI will assist states and localities to develop prevention and intervention initiatives focusing on children exposed to violence. These initiatives, often involving partnerships between law enforcement officers and other community members, will provide services and support to children and promote parent education. One example is the New Haven Child Development/Community Policing (CD-CP) program, a partnership between the New Haven Police Department and the Yale University Child Study Center that coordinates the work of law enforcement and mental health professionals in responding to children in violent situations. Today, the President will announce the availability of \$10 million in "Safe Start" grants to help up to 12 more cities promote and build on proven initiatives like the New Haven CD-CP.
- **Increase Public Awareness.** The Department of Justice will sponsor a National Summit on Children Exposed to Violence in May, with the Department of Health and Human Services, law enforcement organizations, child advocacy and media organizations, governors, county officials, mayors, legislators and prosecutors. The goal of the Summit will be to bring together experts in law enforcement, mental health, child development, domestic violence prevention, and related fields to increase public awareness of this issue and discuss additional ameliorative efforts.



Jose Cerda III

12/29/98 08:28:08 AM

Record Type: Record

To: Paul D. Glastris/WHO/EOP

cc:

Subject:

Draft 12/28/98 5:15 pm

Paul Glastris

**PRESIDENT WILLIAM J. CLINTON
REMARKS ON CHILDREN EXPOSED TO VIOLENCE
THE WHITE HOUSE
December 29, 1998**

Acknowledgments: Rep. Bud Cramer; Dep. AG Eric Holder; New Haven Police Chief Melvin Whering [pronounced ware-ing]; Montgomery County Councilmember Marilyn Praisner; and special thanks to the Attorney General, who is celebrating the holidays with her family in Florida, but who has shown a lifelong and unquestioned commitment to improving the lives of children.

During this holiday season, children have been at the center of our attention, and rightly so. They fill us with love, with delight, and with a sense of purpose. I want children to be at the center of our attention throughout the new year to come. Today, I want to talk today about new actions I am taking to help the millions of children who are exposed every year to violence, either as witnesses to violent behavior or as victims of it.

It is hard being a child today. There is too much violence, too much cruelty and incivility, and children experience these things at younger and younger ages. That is why I have worked so hard, along with Attorney General Janet Reno, on efforts to strengthen families and bring safety and order to our schools and communities. We passed a crime bill with tougher penalties and more prevention. We have enforced zero tolerance for guns in schools, expelling more than 6,000 students in 1997 who brought weapons to school. We expanded support for after school programs, to keep children constructively engaged and off the streets during the after-school hours when juvenile crime soars, and we want to expand that support even further.

With these efforts, and with the efforts of countless parents, teachers, principals, judges, police officers, and others, we have begun to make real progress. New crime statistics released by the Justice Department this past weekend show that the overall crime rate is has dropped to its lowest level in 25 years. Both property and violent crime

are down more than 20% since 1993, and the murder rate is down by nearly 30%. Juvenile crime rates have also finally started to fall; the juvenile murder rate has dropped 17 percent in one year; and juvenile arrest rates are down two years in row.

These are good signs. We should be pleased. We should be thankful. But we should not be complacent. Too many children are still the victims of violence. Too many children are still being abused and neglected. Too many children are still witnessing serious violence. As the First Lady's Zero-to-Three conference **last year** brought to light, children's exposure to violence has tremendous negative consequences--for those children and for the rest of us. A child who **(is abused or neglected)** is more than 50 percent more likely to be arrested **for committing a violent crime** as a juvenile, and nearly 40 percent more likely to be arrested **for a similar crime** as an adult. If want to keep crime rates going down, we must do more to break this cycle of violence.

Today, I am launching a new Children Exposed to Violence Initiative, to be sponsored by the Justice Department and directed by Deputy Attorney General Eric Holder. The aim of this initiative is to combat violence against children and prevent children who are exposed to violence from being victimized a second time by the justice system. As part of that initiative, I am today taking four specific actions.

First, I am asking the Justice Department to **work with the states (strike...research) and send legislation to Congress that would impose** tougher penalties against those who expose children to violence. I believe it's time **we sent** a message that when a man assaults or kills someone in the presence of a child, he has committed not one horrendous act but two. I believe it is time to ask why a bank robber who unintentionally kills an innocent bystander can be charged with felony murder, but a repeat child abuser who unintentionally kills a child cannot be.

Second, I am **asking** the Justice Department to develop and distribute the critical information state and local law enforcement agencies need to do a better job of responding to the needs of children who have been victimized by crime. Too often such children are victimized anew by a criminal justice system designed by and for adults. With the help of the Justice Department's new training videos and in-the-field user guides--the first of which we are releasing today--criminal justice agencies all over our nation can begin to provide children who have experienced violence with the healing they need and deserve.

Third, I am announcing \$10 million in federal Safe Start grants to help **12** cities develop the kinds of comprehensive responses to children exposed to violence that New Haven has pioneered and that we've heard about today. The New Haven experience shows that trained law enforcement officers, paired with child psychologists, can provide the stability and comfort that children need to overcome their feelings of fear and chaos that result from exposure to violence.

Fourth, I am calling on the Justice Department to hold a National Summit on Children Exposed to Violence this coming June, **with the participation of the Department of Health**

and Human Services, law enforcement, child advocacy and media organizations, state and local officials and other groups like the National Network of Children's Advocacy Centers. The Summit will raise public awareness of the this serious problem and allow us to discuss additional steps we can all take to address it.

By working together, we have already made significant progress against crime and violence in this country. I believe we are on a course to make even greater gains in the future. As long as we continue to place America's children at the center of our attention, America will remain prosperous, united, and strong well into the 21st Century.

Thank you and God bless you.

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During this holiday season, children have been at the center of our attention, and rightly so. They fill us with love, with delight, and with a sense of purpose. I want children to be at the center of our attention throughout the new year to come. Today, I want to talk today about new actions I am taking to help the millions of children who are exposed every year to violence, either as witnesses to violent behavior or as victims of it.

It is hard being a child today. There is too much violence, too much cruelty and incivility, and children experience these things at younger and younger ages. That is why I have worked so hard, along with Attorney General Janet Reno, on efforts to strengthen families and bring safety and order to our schools and communities. We passed a crime bill with tougher penalties and more prevention. We have enforced zero tolerance for guns in schools, expelling more than 6,000 students in 1997 who brought weapons to school. We expanded support for after school programs, to keep children constructively engaged and off the streets during the after-school hours when juvenile crime soars, and we want to expand that support even further.

With these efforts, and with the efforts of countless parents, teachers, principals, judges, police officers, and others, we have begun to make real progress. New crime statistics released by the Justice Department this past weekend show that the overall crime rate is has dropped to its lowest level in 25 years. Both property and violent crime are down more than 20% since 1993, and the murder rate is down by nearly 30%. Juvenile crime rates have also finally started to fall; the juvenile murder rate has dropped 17 percent in one year; and juvenile arrest rates are down two years in row.

These are good signs. We should be pleased. We should be thankful. But we should not be complacent. Too many children are still the victims of violence. Too many children are still being abused and neglected. Too many children are still witnessing serious violence. As the First Lady's Zero-to-Three conference earlier this year brought to light, childrens' exposure to violence has tremendous negative consequences--for those children and for the rest of us. A child who experiences serious violence is more than 50 percent more likely to be arrested as a juvenile, and nearly 40 percent more likely to be arrested as an adult. If want to keep crime rates going down, we must do more to break this cycle of violence.

Today, I am launching a new Children Exposed to Violence Initiative, to be sponsored by the Justice Department and directed by Deputy Attorney General Eric Holder. The aim of this initiative is to combat violence against children and prevent children who are exposed to violence from being victimized a second time by the justice system. As part of that initiative, I am today taking four specific actions.

First, I am asking the Justice Department to research and recommend tougher penalties against those who expose children to violence. I believe it time to consider sending a message that when a man assaults or kills someone in the presence of a child, he has committed not one horrendous act but two. I believe it is time to ask why a bank robber who unintentionally kills an innocent bystander can be charged with felony murder, but a repeat child abuser who unintentionally kills a child cannot be.

Second, I am directing the Justice Department to develop and distribute the critical information state and local law enforcement agencies need to do a better job of responding to the needs of children who have been victimized by crime. Too often such children are victimized anew by a criminal justice system designed by and for adults. With the help of the Justice Department's new training videos and in-the-field user guides--the first of which we are releasing today--criminal justice agencies all over our nation can begin to provide children who have experienced violence with the healing they need and deserve.

Third, I am announcing \$10 million in federal Safe Start grants to help 15 cities develop the kinds of comprehensive responses to children exposed to violence that New Haven has pioneered and that we've heard about today. The New Haven experience shows that trained law enforcement officers, paired with child psychologists, can provide the stability and comfort that children need to overcome their feelings of fear and chaos that result from exposure to violence.

Fourth, I am calling on the Justice Department to hold a National Summit on Children Exposed to Violence this coming June, to be co-hosted by the Department of Health and Human Services, the Rob Reiner Foundation, the American Bar Association, the National Network of Children's Advocacy Centers, and other groups.

By working together, we have already made significant progress against crime and violence in this country. I believe we are on a course to make even greater gains in the future. As long as we continue to place America's children at the center of our attention, America will remain prosperous, united, and strong well into the 21st Century.

Thank you and God bless you.

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Jose Cerda III

12/28/98 10:28:27 PM

Record Type: Record

To: Paul D. Glastris/WHO/EOP

cc:

Subject: Requested edits from DOJ...appreciate what you can do to make these...jose

Draft 12/28/98 5:15 pm

Paul Glastris

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Second, I am **asking** the Justice Department to develop and distribute the critical information state and local law enforcement agencies need to do a better job of responding to the needs of children who have been victimized by crime. Too often such children are victimized anew by a criminal justice system designed by and for adults. With the help of the Justice Department's new training videos and in-the-field user guides--the first of which we are releasing today--criminal justice agencies all over our nation can begin to provide children who have experienced violence with the healing they need and deserve.

Third, I am announcing \$10 million in federal Safe Start grants to help 12 cities develop the kinds of comprehensive responses to children exposed to violence that New Haven has pioneered and that we've heard about today. The New Haven experience shows that trained law enforcement officers, paired with child psychologists, can provide the stability and comfort that children need to overcome their feelings of fear and chaos that result from exposure to violence.

Fourth, I am calling on the Justice Department to hold a National Summit on Children Exposed to Violence this coming June, to be co-hosted by the Department of Health and

Human Services, and with the participation of law enforcement, child advocacy and media organizations, state and local officials and other groups like the National Network of Children's Advocacy Centers.

By working together, we have already made significant progress against crime and violence in this country. I believe we are on a course to make even greater gains in the future. As long as we continue to place America's children at the center of our attention, America will remain prosperous, united, and strong well into the 21st Century.

Thank you and God bless you.

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FACTS:

An alarming number of children experience violence as victims or witnesses:

- In 1996, data reported to HHS showed that 3 million children were reported as maltreated or abused. (1996 National Child Abuse and Neglect Data System (NCAN))
In addition, Child Protective Services determined that almost 1 million children were identified as victims of substantiated abuse or neglected.
- In a study conducted at Boston City Hospital, 1 out of every 10 children seen in their primary care clinic had witnessed a shooting or stabbing before the age of 6 (50% in the home and 50% in the street). The average age of these children was 2.7 years.
- In 1993, of 1035 Chicago students, ages 10 - 19, 35% witnessed a stabbing, 39% witnessed a shooting, and 24% had seen someone killed. (Bell and Jenkins 1993). In an earlier 1990 Chicago study of 1000 elementary and high-school age children, 40% had witnessed a shooting, 33% had witnessed a stabbing, and 25% had witnessed a murder. (Kotulak 1990)
- Approximately 33% of all violent crime victims are children aged 12 - 19. This amounts to 2.8 million adolescent victims in 1997 alone. (Bureau of Justice Statistics, National Crime Victimization Survey (NCVS) 1997).
- Teenagers, aged 12 - 19, are almost twice as likely as persons aged 24 - 34, and almost three times as likely as persons aged 35 - 49, to be victims of violent crime. (NCVS 1997)
- Of the nation's 22.3 million adolescents ages 12 - 17, approximately 1.8 million have been victims of serious sexual assault, 3.9 million have been victims of serious physical assault, and almost 9 million have witnessed serious violence. (1997, National Institute of Justice (NIJ) *Prevalence and Consequences of Child Victimization*)

Child victims and witnesses are traumatized by their experiences and are far more likely to become juvenile and adult offenders:

- Children's exposure to violence and maltreatment is significantly associated with increased depression, anxiety, post traumatic stress, anger, greater alcohol and drug abuse, and lower academic achievement. It shapes how they remember, learn and feel. These dangers are greatest for the youngest children who depend almost completely on their parents and care givers to protect them from trauma.

- In a recent study, more than 30% of children who witnessed violence were reported to commit violent acts. (Felton Earls study)
- Abused and neglected children are 33% more likely to become substance abusers. (Site needed)
- **Children who are victims or witnesses to violence are at an increased risk for delinquency, adult criminality, and violent criminal behavior.** Exposure to violence shapes how a child learns, feels, and acts. (Widom, Cycle of Violence, NIJ)
- Children reported abused and neglected are 67 times more likely to be arrested between the ages of 9 and 12 than other children. (Child Welfare League of America, 1997 Sacramento County study)
- **Being abused or neglected as a child increases the likelihood of arrest as a juvenile by 53% and the likelihood of arrest for a violent crime as an adult by 38%.** It also places children at significant risk for substance abuse, mental illness, and suicide. (Widom, Cycle of Violence, NIJ)
- Among the juveniles arrested for criminal and status offenses, 20 - 50% are themselves victims of child abuse or other violent crime. (Cite derived from 1997 Child Welfare League of America California Study)

FACTS:

An alarming number of children experience violence as victims or witnesses:

- In 1996, data reported to HHS showed that 3 million children were reported as maltreated or abused. (1996 National Child Abuse and Neglect Data System (NCAN))
In addition, Child Protective Services determined that almost 1 million children were identified as victims of substantiated abuse or neglected.
- In a study conducted at Boston City Hospital, 1 out of every 10 children seen in their primary care clinic had witnessed a shooting or stabbing before the age of 6 (50% in the home and 50% in the street). The average age of these children was 2.7 years.
- In 1993, of 1035 Chicago students, ages 10 - 19, 35% witnessed a stabbing, 39% witnessed a shooting, and 24% had seen someone killed. (Bell and Jenkins 1993). In an earlier 1990 Chicago study of 1000 elementary and high-school age children, 40% had witnessed a shooting, 33% had witnessed a stabbing, and 25% had witnessed a murder. (Kotulak 1990)
- Approximately 33% of all violent crime victims are children aged 12 - 19. This amounts to 2.8 million adolescent victims in 1997 alone. (Bureau of Justice Statistics, National Crime Victimization Survey (NCVS) 1997).
- Teenagers, aged 12 - 19, are almost twice as likely as persons aged 24 - 34, and almost three times as likely as persons aged 35 - 49, to be victims of violent crime. (NCVS 1997)
- Of the nation's 22.3 million adolescents ages 12 - 17, approximately 1.8 million have been victims of serious sexual assault, 3.9 million have been victims of serious physical assault, and almost 9 million have witnessed serious violence. (1997, National Institute of Justice (NIJ) *Prevalence and Consequences of Child Victimization*)

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Founders, Action America;

Murder Must End Now

FIGHT
CRIMEINVEST
IN KIDS

Memorandum

To: Neera Tanden
 From: Sandy Newman
 Date: 1/28/98
 RE: Child Abuse and Home Visiting Parenting Coaching
 and Support Programs.

Hi, Neera,

I've attached:

- an excerpt from our School and Youth Violence Prevention plan, which is our shortest summary of this info. It contains no footnotes.
- an excerpt from our *Quality Child Care and After-School Programs: Powerful Weapons Against Crime* (February, 1998) which is more complete and includes footnotes.

One key piece of data regarding David Olds' Prenatal/Early Infancy Program is that it cut subsequent delinquency among the kids in half. This is mentioned in the School and Youth Violence Prevention Plan, but not in the *Quality Child Care* report because it had not been published at the time that report was issued. I've pasted in below a summary (excerpted from another of our documents) of that info.

This program has now been found through extraordinarily rigorous study to have reduced child abuse by 80% during the two years of the program and to have a continued effect on abuse after the program ended. Follow-up studies done when the children reached age 15 showed that delinquency was cut in half and the arrests of the mothers themselves had been reduced by two thirds. The study has now been replicated in Memphis, where five years of follow-up data has now been collected with similar findings, and is being replicated in Denver, where two years of data have thus far been collected.

We have not collected info on traumatic stress syndrome and other problems experienced by kids who witness violence. Steve Marans, who heads the program on Child Development and Community Policing at the Yale Child Studies Center (and serves on our Resource Council) would be a good bet for info on that. He can be reached at (203) 785-3377 or 785-7047 or at home (203) 387-6823 or paged at 203/260-2819.

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3. Help schools identify troubled and disruptive children at an early age, and provide children and their parents with the counseling and training that can help kids get back on track.

When elementary school children display disruptive behavior, it is a warning signal that it is time to start looking for the causes of the problem, and provide the proven social skills training, counseling, and other help for the children and their families that can help them back to a healthier path. For example:

- A Montreal study showed that providing disruptive first- and second-grade boys with services like these cut in half the odds that they would be in special classes, rated highly disruptive by a teacher or by peers, or have been required to repeat a grade in school — all signs that the risk of future violence has been sharply reduced.
- Providing half of a group of hyperactive six- to twelve-year-olds with three and a half years of weekly parent training and individual and group therapy for children cut in half the number who had been charged for a major offense six years later, compared to those children denied the services.

4. Prevent child abuse and neglect by: a) Providing enough well-trained child protective services staff to protect endangered children; and b) Offering all high-risk parents the in-home parenting-coaching programs that have been proven to cut in half both abuse and neglect and subsequent teen delinquency.

Being abused or neglected multiplies the risk that a child will grow up to be a violent teen or adult. With almost three million American children reported as abused or neglected in 1995, we need to make sure that child protective services staff have sufficient resources to identify and treat abused or neglected children. We also must act before children are hurt by expanding the programs proven to reduce cases of abuse and neglect. For example:

- The Prenatal and Early Infancy Project randomly assigned half of a group of at-risk mothers to receive visits by specially trained nurses who provide coaching in parenting skills and other advice and support. Rigorous studies show the program not only *reduced child abuse by 80%* in the first two years, but that fifteen years after the services ended, *these mothers had only one-third as many arrests, and their children were only half as likely to be delinquent.*
- A similar "Healthy Start" program in Hawaii offered at-risk mothers preventive health care and home visits by paraprofessionals who coach in parenting skills and child development and offer family counseling. Over a four-year period, those who had not received the Healthy Start services *were more than two-and-a-half times more likely to have a confirmed instance of child abuse.*

The Bottom Line: Investing in Kids Saves Lives and Money

When America fails to invest in its children and youth, we pay far more later — not just in lives and fear, but also in tax dollars. The federal treasury will actually have *more* money to dedicate to other uses a few years from now — whether for social security, paying off the accumulated national debt, or tax cuts — if we invest *today* in programs to help kids get the right start. For example:

"We could be saving thousands of lives — and sparing thousands of families unimaginable heartbreak — by investing up front in the proven early childhood care and youth development programs that can turn kids away from crime."

— Jean Lewis, President, National Organization of Parents of Murdered Children

- Economist Steven Barnett found that the High/Scope Foundation's Perry Preschool study *saved \$150,000 per participant in crime costs alone.* Even after subtracting the interest that could have

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FIGHT CRIME



INVEST IN KIDS

QUALITY CHILD CARE AND AFTER-SCHOOL PROGRAMS

POWERFUL WEAPONS AGAINST CRIME

A Report

from

FIGHT CRIME: INVEST IN KIDS

February 1998

President
Sanford A. Newman, J.D.

Associate Directors
Amy R. Dawson
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Research Director
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Development Coordinator
Jonah S. Van Zandt

component, can have a positive impact on a child's ability to get along with others and can work to reduce other anti-social behavior¹⁷. Such programs have also been shown to have an impact in improving language skills and cognitive development at early ages, and have been linked to reducing future delinquency and criminal behavior¹⁸ as well as child abuse.

Unfortunately, not all child care will produce the same results as these high-quality programs. Currently, in large part because so many parents cannot afford quality care, millions of children are in child care that is so inferior in quality that it not only fails to produce these positive results but actually damages their development. Children in mediocre child care are more likely to be retarded in verbal and reading skills and to display more aggression toward other children and toward adults.

B. Impact of Parenting Education and Family Support Programs on Child Abuse and Neglect

Parenting education and family support were an important component of the child care/child development services provided in the High/Scope and Syracuse studies, as they are today in Head Start and Early Head Start. The necessity for providing these parenting support services draws additional strength from research on their impact on child abuse and neglect.

Almost three million American children were officially reported as abused or neglected in 1995.¹⁹ From a law enforcement perspective, this is an unmitigated and avoidable disaster.

Each instance of physical abuse is, of course, itself a crime, as are most cases of neglect. Though these crimes are not normally included in crime statistics, most Americans would agree that they are among the nation's most serious crimes. If we include them in our definition of serious crimes, *abuse and neglect make up nearly one-fifth of all serious crimes reported each year.*

As bad as that is, it is only the first chapter of a tragic story. Child abuse and neglect also substantially increase the risk that a child will grow up to become a criminal. Abuse and neglect thus begin a cycle of violence and crime which endangers all of us.

Extensive studies conducted for the National Institute of Justice concluded that *being abused or neglected as a child increases by two-thirds the likelihood of a juvenile arrest for a violent crime and the likelihood of being arrested more than five times by age twenty.*²⁰ Earlier, the Rochester Youth Development Study had found that, compared to children who had not been maltreated, children reported abused or neglected by age twelve had nearly twice as many serious delinquencies and violent offenses four years later.²¹ It is now clear that abused children and neglected children are, on average, arrested at an earlier age, have more arrests, and are more likely to be repeat violent offenders.²²

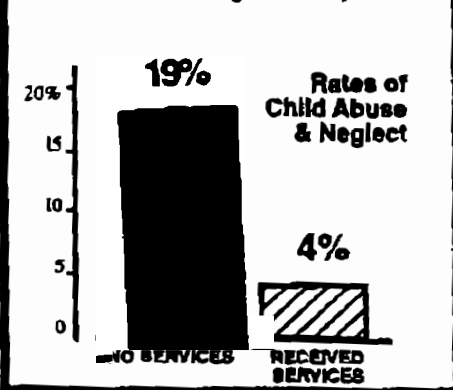
These data on the impact of child abuse and neglect in isolation from any other factors clearly understate their real-life impact on crime. In the real world, child abuse most often occurs in combination with other risk factors, such as low socioeconomic status, other family problems, and dangerous neighborhoods. It is

now widely understood that risk factors interact with one another; they are "multiplicative, not additive," in their impact.²³ For example, children growing up with only one of a set of identified risk factors have social and academic outcomes worse than those of children showing none. But children with two or more risk factors are four times as likely to develop social and academic problems.²⁴

It now seems clear that child abuse is especially potent in combination with other risk factors, and especially likely to occur in families where a number of other risk factors are present. One recent study released in 1997 by the Child Welfare League of America and Sacramento County, California, found that children between the ages of nine and twelve who had been reported abused or neglected were sixty-seven times more likely to be arrested than other children in that age group.²⁵ During the study period, of all such children arrested, fully half (66) came from the among the county's 1100 nine- to twelve-year-olds who had been reported abused or neglected; the other half came from the 73,900 children in that age range about whom there were no such reports.²⁶ In other words, 6% of those reported abused and neglected had already been arrested by age twelve, compared to less than one-tenth of one percent of other children in that age group.

Prenatal and Early Childhood Nurse Home Visitation Program

Home visits to provide health care, coaching for at-risk parents, and other services cut abuse and neglect by 80%.



It appears that roughly half of all abuse and neglect among high-risk families could easily be eliminated through a modest investment in parenting-coaching visits for families.

The Prenatal and Early Childhood Nurse Home Visitation Program,²⁷ sponsored by the University of Rochester Medical School, provided low-income first-time teen mothers and their babies²⁸ home visits by specially trained nurses during pregnancy and for two years after the child's birth. Nurses provided coaching for parents on child development, child-rearing skills,

and children's health needs, and helped connect them with other community health and human service agencies and with informal support networks.

Four years after the child's birth, one-fifth of the children not receiving home visitors had been abused or neglected — compared to one in twenty of those who had received the home-visiting services. In other words, the program reduced child abuse and neglect by 80%!²⁹ A follow-up study thirteen years after the visits ended showed that, for the period of childbirth to age 15, the women who had, as young mothers, received the services of the home visitor had incurred 46 percent of verified reports of abuse and neglect and 69 percent fewer arrests than the comparison group.³⁰

Hawaii's statewide "Healthy Start" program has been shown to lower abuse and neglect among high-risk families by more than 60%. The program uses a tested checklist of predictive factors to identify high-risk new mothers immediately after delivery, and then offers families the option to enroll in a program providing preventive health care and home visits by paraprofessionals who coach in parenting skills and child development and offer family counseling. Approximately 95% of those offered the services accept. In a large and rigorous study of 2,706 families determined to be at high risk, half were randomly assigned to receive Healthy Start services.³¹ Over a four-year period, those who had not received the Healthy Start services were more than two-and-a-half times as likely to have a confirmed instance of child abuse.³² Moreover, cases of abuse and neglect which did occur among Healthy Start families were generally less severe than those among the control group.³³

The difference in abuse and neglect shown in the Healthy Start study, striking as it is, probably understates the program's real impact on abuse and neglect, since any child maltreatment which did occur in a Healthy Start family was highly likely to be detected, while abuse and neglect in control-group families were far more likely to go unnoticed.

It is noteworthy that the U.S. Advisory Board on Child Abuse and Neglect has recommended as a top priority the nationwide implementation of home visiting programs.³⁴ And the National Committee to Prevent Child Abuse, in partnership with Ronald McDonald House Charities, has launched a Healthy Families America initiative to promote high-quality home visiting programs for new parents, modeled after the Hawaii program. Two-hundred-fifty local Healthy Families America programs are now operating in 34 states. Nevertheless, these programs lack the resources they need to reach more than a small fraction of the families that would benefit from participation.

12/28/98 2:40

REMARKS BY ERIC HOLDER

At the beginning of this century, G. Gordon Campbell wrote, "If the child is safe, everyone is safe." As we come to the end of the century, we are still struggling as a society to protect our children. Under the leadership of President Clinton crime has been reduced in America to the lowest levels in a generation. Americans, young and old, are safer now, much safer, than they were. In recent years, a great deal of attention has been paid to the numbers of juveniles who commit crimes, but we have an even bigger problem—the numbers of children who are victims or witnesses of violent crime. Approximately 30% of violent crime victims are children under the age of 17. Youth age 12 to 17 are almost three times more likely than adults to experience violent crime and suffer injury as a result. Of the nation's 22.3 million adolescents ages 12 to 17, approximately 1.8 million have been victims of serious sexual assault, 3.9 million have been victims of serious physical assault, and almost 9 million have witnessed serious violence. Nearly 2 million appear to have suffered from post-traumatic stress disorder—a long-term mental health condition often characterized by depression, anxiety, nightmares, flashbacks, and other physical and behavioral symptoms. These figures represent

adolescents only. Data on victimization of children aged 11 and under and who are often too young to report the crimes they suffer is limited, but we do know that sexual abuse, physical abuse, and domestic violence is a common factor in the lives of a significant number of children.

Until the last decade or so, most abuse and violence against children was addressed from a social services perspective only. Police and prosecutors had little experience dealing with children as victims and almost no contact with the array of child welfare, medical, mental health, schools, and other agencies involved with child victims. Each agency held different pieces of the puzzle that made up a child's life, but no one agency could see the complete picture with the result that children fell through the cracks.

The last ten years has seen a growing avalanche of cases involving child victims being referred to the criminal justice system. As a judge and then U.S. Attorney in the District of Columbia, I saw firsthand that the usual ways of handling victims and witnesses in the criminal justice system were not appropriate or effective for cases involving children. I saw first hand on the presentence reports of too many young people the evidence that their first contact with the court

system was as a victim of abuse or neglect. I met too many children, the victims of or witness to violence, who were confused, angry or broken - their lives negatively affected with certain long-term consequences. I sat in too many trials where the perpetrators of violence against children were not, due to defects in the law, adequately punished.

This is not just as it has been viewed in the past a "social issue" it is also a law enforcement issue. Child victims are more likely to become adult victims; child victims are more likely to become adult offenders. The only way to break this cycle is to intervene early in the lives of children who experience violence. We must have patience and knowledge of children's developmental stages, special investigative methods, and innovative trial techniques designed to maximize the ability of children to convey accurate information and to minimize unnecessary revictimization. We must ensure that children traumatized by violent crime have access to mental health and other victims services to help them cope. Police and prosecutors are accustomed to directing cases, but the complex needs and circumstances of child victims require that we become partners with other professionals and agencies. No single agency can cope with child victimization alone. In the U.S. Attorney's Office, we hired clinicians to

serve as child interview specialists and advocates, created a court school program for children who had to testify, and worked with other agencies to develop a childrens advocacy center.

We can't afford not to find better ways to address these issues. The stakes are incredibly high. Child maltreatment is at the heart of much of the crime and serious social problems in our community. Children who are victims of or witnesses to violence are at an increased risk for delinquency, adult criminality, and violent criminal behavior. Being abused or neglected as a child increases the likelihood of arrest as a juvenile by 53% and the likelihood of arrest for a violent crime as an adult by 38 percent (Widom, Cycle of Violence, NIJ). It also places children at significant risk for substance abuse, mental illness, and suicide. Much of this victimization goes unrecognized and unaddressed until the damage is done and it is too late to repair it. Intervening in the lives of victimized children before patterns of behavior, self-esteem, and character are established may be the best opportunity to prevent future violence in the streets and in our homes.

The cruel beginnings suffered by many of our children have produced a legacy of troubled lives and violence. As a nation, we have paid dearly in lost lives and

human potential. For the rest of my life, I will be haunted by images of children who suffered at the hands of violent adults—usually their parents and caretakers—or witnessed the violent deaths of a parent or sibling. They have names and faces: Michelle, Donald, Brittany, Aleisha, Bianca, Darius, Aman. Some survived and some did not. Some are doing well and some are living casualties of the violence that characterized their childhoods. We can and we must do a better job of protecting and healing our children.

Under the leadership and direction of the President we, at the Justice Department have begun an initiative that will, in partnership with communities, social service agencies, schools, courts, local prosecutors, and the private sector, improve prevention, interaction and accountability efforts addressing children exposed to violence.

In many communities across the country, criminal justice and other professionals are working together to improve the response to children exposed to violence. In some ways the work is just beginning, but we share a fundamental commitment and belief: that committing violence against or in the presence of children has a devastating impact and is a serious crime for which offenders must be held accountable. Along with this recognition is the belief that children deserve equal

justice under the law. If our youngest and most vulnerable citizens do not receive justice, then quite simply we have no justice—and no one is safe.

O JJDP Funding for Children Exposed to Violence Initiative

Improving Law Enforcement (approx. \$12,620,000)

- Center on Crimes Against Children (earmark) , New Hampshire, \$1.5m
- Child Development Community Policing, New Haven @\$300,000
- American Prosecutors Research Institute (VOCA) including child abuse, juvenile justice and parental abduction training \$1.5m
- National Center for Missing and Exploited Children (Title IV) including Internet Investigations; Cybercrime training; Cybertipline; National Survey of Internet Porn \$8.120m
- Law Enforcement Training (including CEO Youth Violence Forum; Child Abuse and Exploitation Investigation; Managing Juvenile Operations; Gang, Gun and Drug Policy; SAFE Policy; Youth Oriented Community Policing; Tribal Justice TTA; and SHOCAP) up to \$1.2m

Intervention (approx. \$32.5m)

- Safe Kids/Safe Streets \$3m
- Parents Anonymous (earmark)\$3m
- Local Child Advocacy Centers (VOCA) \$4m
- Regional Child Advocacy Centers (VOCA) \$1m
- National Network of Child Advocacy Centers (VOCA) \$500,000
- Court Appointed Special Advocates Program (earmark) \$9m
- Safe Start \$10m

- National Council of Juvenile and Family Court Judges Child Abuse Training
(earmark)including permanent families, handling an training \$2m

Prevention and Research (approx \$95,965,000)

- Title V including \$15m (Safe Schools) + \$10m Tribal youth +\$25m underage drinking
+\$45m community prevention programs
- Nurse Home Visitation \$140,000 + Blueprints
- Family Strengthening, University of Utah \$225,000
- Program of Research on the Causes and Correlates of Delinquency \$600,000

DRAFTFox
~~12/28/98~~

-456-2878

Legislative Proposal - Child Homicide Statutes**Summary:**

Legislation for homicides within federal jurisdiction that would make child abuse offenses predicates for felony murder and that would define murder to include the death of a child resulting from a pattern of child abuse.

Background and Justification:

The federal government is responsible for criminal cases arising in the special maritime and territorial jurisdiction (principally civilian-defendant military base cases) and for felony cases in Indian country. The federal homicide statutes that apply accord no special treatment to cases involving child victims even though there are particular problems of proof relating to malice and premeditation when the homicide victim is a child who died as a result of child abuse. Several states have responded to this issue by making child abuse one of the predicate acts for felony murder. This permits liability for first degree murder to be established by showing that the defendant committed a predicate child abuse offense and that the victim died as a result, without requiring proof of intent to kill and premeditation. Other states define the highest degrees of homicide to include killing a child where the fatal conduct was part of a pattern of child abuse. These statutes generally permit proof of a lesser degree of culpability than malice and premeditation. Certainly the death of a child resulting from child abuse is as worthy as being treated as first degree murder as an unintentional death during the course of a robbery or other offense that traditionally has served as a predicate for felony murder.

Budget Impact:

Minimal, if any. These statutes would apply to cases that would almost certainly have been prosecuted anyway.

Affected Components and Agencies:

United States Attorneys offices in jurisdictions that include Indian country and military bases; EOUSA; OTJ; F.B.I.

Potential Support and Opposition:

This proposal seems likely to be supported by all affected components and Congress. These statutes would not create federal jurisdiction where none currently exists and would provide tools for prosecuting cases that would almost certainly be prosecuted anyway.

Point of Contact:

Geoffrey Bestor, OPD, Ext. 4-2283

DRAFT

DOJ Legislative Initiatives for the 106th Congress - Legislative Proposal - Federal Child Neglect and Endangerment Statute

Summary: Legislation for child neglect and endangerment within federal jurisdiction that would make it a felony offense when someone knowing causes or permits the life a child to be endangered or it's health to be injured by neglect or abuse.

Background and Justification: The federal government is responsible for criminal cases arising in the special maritime and territorial jurisdiction and for felony cases arising in Indian country. Chapter 109A of title 18 includes a full range of child sexual abuse offenses which apply in these areas, and sections 113(a)(1) - (7) of title 18 are the general assault provisions which can be used to prosecute incidents of assault on any person and can include children. These general assault provisions include some enhancements for assaultive crimes against children however there is no specific federal child abuse statute. The general assault statutes with the use of the enhancement provisions are currently being used to address incidents of child physical abuse. The homicide offenses which apply in these areas (title 18 sections 1111-12) accord no special treatment to cases involving child victims. Since child physical abuse situations are currently being addressed by the use of assault statutes there is no urgent need for a child physical abuse statute, however, there is a gap for cases which involve severe neglect and endangerment situations. At a recent AGAC Native American Issues Subcommittee three case examples were noted where children were severely injured or died as the result of neglect by the responsible adult. The U.S. Attorneys present expressed their frustration in not having a federal endangerment statute available to address these unfortunate incidents. The U.S. Attorneys present noted that they would like it as an option for significant neglect and endangerment cases that result in death or serious injury to a child.

Budget Impact: Minimal. There would not be a flood of these cases. It would simply provide an option currently unavailable for cases that merit consideration of this type of charge. Therefore the impact on BOP would not be significant..

Affected Components and Agencies: United States Attorneys offices in jurisdiction that include Indian country and military bases; EOUSA; OTJ; FBI; BIA; BOP.

Potential Support, Opposition: Support for such a provision will be voiced by representatives of EOUSA, and will likely be shared by most U.S. Attorneys offices. There may be some opposition from tribal communities who might feel this provision would cross over to Indian child welfare jurisdictional grounds and possibly raise sovereignty issues.

Point of Contact: Mary H. Murguia, Ext. 5-9780.

DRAFT**DOJ Legislative Initiatives for the 106th Congress**

Summary: This proposal would call for the United States Sentencing Commission to consider whether a sentencing enhancement should be added to the Federal Sentencing Guidelines for violent crimes that are committed when children are present.

Background and Justification: There is a growing body of research documenting the effects on children of exposure to violence, and in particular, to violent crime. Witnessing violence may have strong, negative effects on children's emotional well-being, and has in some instances been shown to affect cognitive development as well. In short, when violent crime is committed in front of children, many lives may be damaged, even irrevocably so. At the same time, current federal and most state law does not generally recognize the greater harm that may result when children witness violent crime. Several states have recently determined that a different, and more severe, criminal justice system response to violent crime is warranted when committed in front of children. Five states have responded by providing enhancements to available sentences when children are present; three have created a new criminal offense. All of these states have limited this approach to cases of domestic violence. This legislative response to the secondary victimization of children is very controversial in the domestic violence victims' movement: there are strongly voiced concerns that increasing the penalty for a crime only when children are present will be seen as minimizing the severity of the crime against the battered victim; equally strong concerns are raised about the likelihood that battered mothers will be charged by child protection agencies with failure to protect their children from witnessing violence, and risk losing custody of their children. At the same time, there is support for enhanced penalties of this nature among the child advocacy community. The proposed federal sentencing enhancement would apply to violent crime generally, not just to domestic violence, which might (but might not) allay some of the concerns of the domestic violence community. Representatives from OPD, EOUSA, the Criminal Division, the Office for Victims of Crime, the Violence Against Women Office, the Violence Against Women Grants Office, and OLA met to discuss this issue. There was consensus among the group that this proposal merits consideration by the Deputy Attorney General and the Attorney General, and that they should be made aware of the likely positive and negative reactions to such a proposal.

Budget Impact: If an enhancement is adopted, there will be a marginal increase in the length of sentences served by various violent federal offenders, affecting the Bureau of Prisons.

Affected Components and Agencies: EOUSA, Criminal Division, OTJ, Violence Against Women Office, Violence Against Women Grants Office, Bureau of Prisons, and FBI.

Potential Support and Opposition: Strong support for such a provision was voiced by representatives from EOUSA, and would likely be shared by U.S. Attorneys Offices. There would likely be support from children's advocates, including those in the victim's movement who are concerned with child victims. Strong opposition will come from the domestic violence advocates. Although they strongly agree that children are harmed by witnessing violence, their concerns stem from the potential harmful consequences for battered women, as described above.

Point of Contact: Mary Murguia (EOUSA)

12/28/98

2:40pm

Q. What kind of legislation will the administration propose?

A. The Department of Justice will work with federal and state legislators to develop legislation that enhances penalties and increases accountability for perpetrators of violent crimes affecting children. The law must be reformed to hold defendants who kill children through abuse and neglect strongly accountable. To that end, the Department will propose federal and model state felony murder statutes that would make child abuse offenses predicates for felony murder and that would define murder to include the death of a child resulting from a pattern of child abuse. The Department will also propose legislation for child neglect and endangerment within federal jurisdictions that would make it a felony offense when someone knowingly causes or permits the life of a child to be endangered or its health to be injured by neglect or abuse. The Department will also propose legislation to help our court system better fit our kids. For example, the Department will propose draft state legislative reforms that will enable children to testify through closed circuit television, limit the number of interviews a child is subjected to, and allow children to use testimonial aids and have adult supervision when testifying in court. The Department will also seek reform of evidentiary rules that hinder prosecutors presentation of propensity evidence relating to repeated acts of child sexual abuse.

Any other Q & A?

12/28/98

2:40pm

Q. What kind of legislation will the administration propose?

A. The Department of Justice will work with federal and state legislators to develop legislation that enhances penalties and increases accountability for perpetrators of violent crimes affecting children. The law must be reformed to hold defendants who kill children through abuse and neglect strongly accountable. To that end, the Department will propose federal and model state felony murder statutes that would make child abuse offenses predicates for felony murder and that would define murder to include the death of a child resulting from a pattern of child abuse. The Department will also propose legislation for child neglect and endangerment within federal jurisdictions that would make it a felony offense when someone knowingly causes or permits the life of a child to be endangered or its health to be injured by neglect or abuse. The Department will also propose legislation to help our court system better fit our kids. For example, the Department will propose draft state legislative reforms that will enable children to testify through closed circuit television, limit the number of interviews a child is subjected to, and allow children to use testimonial aids and have adult supervision when testifying in court. The Department will also seek reform of evidentiary rules that hinder prosecutors presentation of propensity evidence relating to repeated acts of child sexual abuse.

Let's
discuss
?
9Let's
discuss
?
9

Part

Ch. 51

HOMICIDE

18 § 1111

(2) the term "ethnic group" means a set of individuals whose identity as such is distinctive in terms of common cultural traditions or heritage;

(3) the term "incites" means urges another to engage imminently in conduct in circumstances under which there is a substantial likelihood of imminently causing such conduct;

(4) the term "members" means the plural;

(5) the term "national group" means a set of individuals whose identity as such is distinctive in terms of nationality or national origins;

(6) the term "racial group" means a set of individuals whose identity as such is distinctive in terms of physical characteristics or biological descent;

(7) the term "religious group" means a set of individuals whose identity as such is distinctive in terms of common religious creed, beliefs, doctrines, practices, or rituals; and

(8) the term "substantial part" means a part of a group of such numerical significance that the destruction or loss of that part would cause the destruction of the group as a viable entity within the nation of which such group is a part.

(Added Pub.L. 100-606, § 2(a), Nov. 4, 1988, 102 Stat. 3046.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative and purpose of Pub.L. 100-606, see 1988 U.S. Code Cong. and Adm. News, p. 4156.

CHAPTER 51—HOMICIDE

Sec.

1111. Murder.

1112. Manslaughter.

1113. Attempt to commit murder or manslaughter.

1114. Protection of officers and employees of the United States.

1115. Misconduct or neglect of ship officers.

1116. Murder or manslaughter of foreign officials, official guests, or internationally protected persons.

1117. Conspiracy to murder.

1118. Murder by a Federal prisoner.

1119. Foreign murder of United States nationals.

1120. Murder by escaped prisoners.

1121. Killing persons aiding Federal investigations or State correctional officers.

1122. Protection against the human immunodeficiency virus.

§ 1111. Murder

(a) Murder is the unlawful killing of a human being with malice aforethought. Every murder perpetrated by poison, lying in wait, or any other kind of willful, deliberate, malicious, and premeditated killing; or committed in the perpetration of, or attempt to perpetrate, any arson, escape, murder, kidnapping, treason, espionage, sabotage, aggravated sexual abuse or sexual abuse, burglary, or robbery; or perpetrated from a premeditated design unlawfully and maliciously to effect the death of any human being other than him who is killed, is murder in the first degree.

Any other murder is murder in the second degree.

(b) Within the special maritime and territorial jurisdiction of the United States,

Whoever is guilty of murder in the first degree shall be punished by death or by imprisonment for life;

Whoever is guilty of murder in the second degree, shall be imprisoned for any term of years or for life.

(June 25, 1948, c. 645, 62 Stat. 756; Oct. 12, 1984, Pub.L. 98-473, Title II, § 1004, 98 Stat. 2188; Nov. 10, 1986, Pub.L. 99-646, § 87(c)(4), 100 Stat. 3623; Nov. 14, 1986, Pub.L. 99-654, § 3(a)(4), 100 Stat. 3663; Nov. 18, 1988, Pub.L. 100-690, Title VII, § 7025, 102 Stat. 4397; Sept. 13, 1994, Pub.L. 103-322, Title VI, § 60003(a)(4), 108 Stat. 1969.)

HISTORICAL AND STATUTORY NOTES

Reviser's Note

Based on Title 18, U.S.C., 1940 ed., §§ 452, 454, 567 (Mar. 4, 1909, c. 321, §§ 273, 275, 330, 35 Stat. 1143, 1152).

Section consolidates the punishment provision of sections 454 and 567 of Title 18, U.S.C., 1940 ed., with section 452 of Title 18, U.S.C., 1940 ed.

The provision of said section 454 for the death penalty for first degree murder was consolidated with section 567 of said Title 18, by adding the words "unless the jury qualifies its verdict by adding thereto 'without capital punishment' in which event he shall be sentenced to imprisonment for life".

The punishment for second degree murder was changed and the phrase "for any term of years or for life" was substituted for the words "not less than ten years and may be imprisoned for life". This change conforms to a uniform policy of omitting the minimum punishment.

Said section 567 was not included in section 2081 of this title since the rewritten punishment provision for rape removes the necessity for a qualified verdict.

The special maritime and territorial jurisdiction provision was added in view of definitive section 7 of this title.

Effective Date of 1986 Amendment

Amendment by section 87 of Pub.L. 99-646 effective 30 days after Nov. 10, 1986, see section 87(e) of Pub.L. 99-646, set out as a note under section 2241 of this title.

Complete Annotation Materials, see Title 18 U.S.C.A.

Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. list	SSNs and DOBs [Personally Identifiable Information] (2 pages)	12/28/1998	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 17181

FOLDER TITLE:

CEVI [Children Exposed to Violence Initiative] [2]

2016-0931-S
rc2322

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

add AG

suggested language

- DRAFT -

Draft 12/28/98 12:20 pm
Paul Glasstris

PRESIDENT WILLIAM J. CLINTON
REMARKS ON CHILDREN EXPOSED TO VIOLENCE
THE WHITE HOUSE
December 29, 1998

Acknowledgments:

During this holiday season, children have been at the center of our attention, and rightly so. They fill us with love, with delight, and with a sense of purpose. I want children to be at the center of our attention throughout the new year to come. That is why I want to talk today about new actions I am taking to help the millions of children who are exposed every year to violence, either as witnesses to violent behavior or victims of it.

PAIN It is hard being a child today. There is too much violence, too much cruelty and inequity, and children experience these things at younger and younger ages. That is why I have worked so hard in recent years on efforts to strengthen families and bring safety and order to our schools and communities. We passed a crime bill with tougher penalties and more prevention. We passed a Safe and Drug Free Schools bill that provides support for violence and drug prevention efforts in 97 percent of our nation's school districts. We passed the Gun-Free Schools Act requiring that any student caught bringing a firearm into school be expelled, and over 6000 students were expelled for doing just that in the most recent year for which we have statistics. We encouraged cities with high juvenile crime rates to impose curfews, and 80 percent of cities in a recent survey now have curfews. We expanded support for after school programs, to keep children constructively engaged and off the streets during the after-school hours when juvenile crime soars, and we want to expand that support even further.

With these efforts, and with the efforts of countless parents, teachers, principals, judges, police officers, and others, we have begun to make real progress. Juvenile crime rates have finally started to drop; the juvenile murder rate has dropped 17 percent in one year; and juvenile arrest rates are down two years in row. And as the latest Justice Department crime survey released this week shows, violent crime in general fell seven percent last year and 21 percent since I took office. The violent crime rate is now at its lowest level since 1973.

These are good signs, and we should be pleased and thankful. But we must not be complacent. Too many children are still the victims of violence. Too many children are still being abused and neglected. Too many children are still witnessing serious violence. And as the First Lady's Zero-to-Three conference earlier this year brought to light, children's exposure to violence has tremendous negative consequences—for those children and for the rest of us. A child who experiences serious violence is as much as 50 percent more likely to be arrested as a juvenile, and 40 percent more likely to be arrested as an adult. If want to keep crime rates going down, we must do more to break this cycle of violence.

is abused, neglected
~~or otherwise~~

is abused, neglected
~~or otherwise~~
~~victim~~

for a violent crime

for violent crime

JAN SEANINGS has language
about Attorney General,

DRAFT

Today, I am launching a new Children Exposed to Violence Initiative, to be sponsored by the Justice Department and directed by Deputy Attorney General Eric Holder. As part of that initiative, I am today taking four specific actions:

work w/ state and federal
policy makers to

First, I am asking the Justice Department to research and recommend tougher penalties against those who expose children to violence. I believe it is time to ask why a bank robber who unintentionally kills an innocent bystander can be charged with felony murder, but a repeat child abuser who unintentionally kills a child cannot be. When a man beats a woman in the presence of a child, he has committed not one horrendous act but two, and I believe we should at least think about allowing judges to take that fact into account when imposing sentences.

person
commits
a violent
crime

up to 12

Second, I am announcing \$10 million in federal grants to 15 cities to develop the kinds of comprehensive responses to children exposed to violence that New Haven has pioneered and that we've heard about today. New Haven shows that trained law enforcement officers, paired with child psychologists, can provide the stability and comfort that children need to overcome their feelings of fear and chaos result from exposure to violence.

in partnership
with
state
& local
law
enforcement
officials

Third, I am asking the Justice Department to develop and distribute the critical information state and local law enforcement agencies need to do a better job of responding to the needs of children who have been victimized by crime. Too often such children are victimized anew by a criminal justice system designed by and for adults. With the help of the Justice Department's new training videos and in-the-field user guides--the first of which we are releasing today--criminal justice agencies all over our nation can begin to provide children who have experienced violence with the healing they need and deserve.

with the support
of this
Administration

Fourth, I am calling for a National Summit on Children Exposed to Violence, to be held TK and co-hosted by the Department of Health and Human Services, the Rob Reiner Foundation, the American Bar Association, and other groups.

By working together, we have already made significant progress against crime and violence in this country. I believe we are on a course to make even greater gains in the future. As long as we continue to place America's children at the center of our attention, America will remain prosperous, united, and strong well into the 21st Century.

Thank you and God bless you.

###

The summit will be in partnership with
the Department of Health and Human Services,
the Rob Reiner Foundation / I am Your Child Campaign
other child advocacy and media organizations,
law enforcement organizations, governors, county officials, mayors, legislators
and prosecutors.

Fax 456-7028

12/28/98

2:40pm

ADD
STUFF

Children Exposed to Violence Event
Questions and Answers
December 29, 1998

DRAFT

On the Problem of Children Exposed to Violence:

(ages 12-19)

Q: Can you tell use more about the extent of the problem of children exposed to violence?

A: An alarming number of children experience violence as victims or witnesses. According to a 1997 study by the National Institute of Justice (*Prevalence and Consequences of Child Victimization*), of the nation's 22.3 million adolescents (ages 12 to 17 years old), approximately 1.8 million were the victims of serious sexual assault; another 3.9 million were victims of serious physical assault; and almost 9 million witnessed serious violence of some type -- nearly 2 million of whom show symptoms of suffering from post traumatic stress disorder. National crime statistics also show that adolescents make up approximately 25 percent of all violent crime victims, and that they are almost 3 times more likely to be exposed to violent crime and suffer injury as a result (1996 National Crime Victimization Survey).

Local data make an even more compelling case for addressing the problems associated with children exposed to violence. For instance, initial findings from an ongoing study on juvenile violence in Winston-Salem, NC, reveal the following:

- Among the 300 juveniles (ages 17 and under) with the most frequent contacts with the police, 97 percent have been the victims of an crimes themselves;
- Of those victimizations, 26 percent occurred before the age of 5, and another 25% occurred before the ages of 5 and 7;
- These 300 juveniles have been the victims of crimes an estimated 1,942 times -- with some being victimized as many as 28 times before the age of 15;
- The highest overall rates of victimization were among 12-15 year-olds, who are showing increased involvement as suspects in violent crimes and assaults; and
- Among 12-15 year-olds, approximately 25 percent have been the crime victims more than 10 times.

And even more alarming than the statistics are the individual stories of children who witness terrible violence at a very young age, and spend the rest of their lives recovering from it -- turning their unaddressed passive victimization into active aggression against others.

twice as likely as persons age 25-34
and about 3 times as likely as persons
age 35-49 to be victims of violent crime.

DRAFT

Q: What is the long-term impact of children being exposed to violence?

A: Generally, children who are exposed to violence -- ~~especially very young children who depend completely on their parents and other adults~~ -- are significantly associated with post traumatic stress, greater rates of alcohol and drug abuse, increased depression, lower academic achievement, and higher levels of criminality. In fact, one recent study showed that children who were abused or neglected were ~~50%~~ ^{over 50%} more likely to be arrested as a juvenile -- and ~~38%~~ ^{40%} more likely to be arrested when they became adults.

Q: How can children exposed to violence be treated?

For violent crime

A: According to child development and mental health experts, children exposed to violence are in need protection from further risk or harm, support from the criminal justice system, comprehensive mental health services, and a sustained relationship with a caring, positive adult role model. We believe that the new Children Exposed to Violence Initiative will address all of these areas.

The New Children Exposed to Violence Initiative:

Q: Why are you launching this new initiative now?

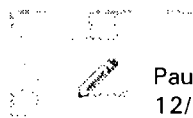
A: In part, we are launching CEVI now because funding for the Safe Start program will be available for the first time in FY 1999. However, CEVI's origin dates back to the White House Conference on Early Childhood Development and Learning in April of 1997. At this conference, the President and First Lady called for the Safe Start Initiative to help reduce the level of violence associated with young children exposed to violence.

In addition to these new funds, however, the Attorney General, Deputy Attorney General and the Director of the Office of the Juvenile Justice and Delinquency Prevention (Shay Bilchik) -- all of whom have dealt with the issue of children exposed to violence as prosecutors -- have long championed improving the justice system's response to children, and they have promoted programs such as Child Advocacy Centers, Safe Kids/Safe Streets and nurse home visitation programs to improve the criminal justice system's handling of child victims. CEVI represents their latest -- and most ambitious -- recommendations to strengthen the Administration's efforts in this area. It goes beyond programmatic efforts to include federal and state legislative changes, and it makes the issue of children exposed to violence a national priority. The Deputy Attorney General Eric Holder, will take the lead in coordinating CEVI's various components. Mr

Q: ^{Holder saw first hand the ~~devastating~~ ^{devastating} effects of violence on children when he served as a judge.} When will the new Safe Start grants actually be awarded?

A: Applications for Safe Start grants will be made available after the New Year. ^{USA in D.C. has identified CEVI as a top priority of the} Communities can get a copy by calling the Department of Justice Response Center at 1-800-421-6770. Actual grant awards will be made sometime in the Spring.

At the request of Attorney General Janet Reno,



Paul D. Glastis
12/28/98 05:29:37 PM

Record Type: Record

To: Jose Cerda III/OPD/EOP, Jon P. Jennings/WHO/EOP

cc:

Subject: latest draft

Draft 12/28/98 5:15 pm

Paul Glastis

**PRESIDENT WILLIAM J. CLINTON
REMARKS ON CHILDREN EXPOSED TO VIOLENCE
THE WHITE HOUSE
December 29, 1998**

Acknowledgments: Rep. Bud Cramer; Dep. AG Eric Holder; New Haven Police Chief Melvin Whering [pronounced ware-ing]; Montgomery County Councilmember Marilyn Praisner.

During this holiday season, children have been at the center of our attention, and rightly so. They fill us with love, with delight, and with a sense of purpose. I want children to be at the center of our attention throughout the new year to come. Today, I want to talk today about new actions I am taking to help the millions of children who are exposed every year to violence, either as witnesses to violent behavior or as victims of it.

It is hard being a child today. There is too much violence, too much cruelty and incivility, and children experience these things at younger and younger ages. That is why I have worked so hard, along with Attorney General Janet Reno, on efforts to strengthen families and bring safety and order to our schools and communities. We passed a crime bill with tougher penalties and more prevention. We have enforced zero tolerance for guns in schools, expelling more than 6,000 students in 1997 who brought weapons to school. We expanded support for after school programs, to keep children constructively engaged and off the streets during the after-school hours when juvenile crime soars, and we want to expand that support even further.

With these efforts, and with the efforts of countless parents, teachers, principals, judges, police officers, and others, we have begun to make real progress. New crime statistics released by the Justice Department this past weekend show that the overall crime rate is has dropped to its lowest level in 25 years. Both property and violent crime are down more than 20% since 1993, and the murder rate is down by nearly 30%.

Juvenile crime rates have also finally started to fall; the juvenile murder rate has dropped 17 percent in one year; and juvenile arrest rates are down two years in row.

These are good signs. We should be pleased. We should be thankful. But we should not be complacent. Too many children are still the victims of violence. Too many children are still being abused and neglected. Too many children are still witnessing serious violence. As the First Lady's Zero-to-Three conference earlier this year brought to light, children's exposure to violence has tremendous negative consequences--for those children and for the rest of us. A child who ~~experiences serious violence~~ ^{IS ABUSED OR NEGLECTED} is more than 50 percent more likely to be arrested as a juvenile, and nearly 40 percent more likely to be arrested as an adult. If want to keep crime rates going down, we must do more to break this cycle of violence. *For a violent crime.*

Today, I am launching a new Children Exposed to Violence Initiative, to be sponsored by the Justice Department and directed by Deputy Attorney General Eric Holder. The aim of this initiative is to combat violence against children and prevent children who are exposed to violence from being victimized a second time by the justice system. As part of that initiative, I am today taking four specific actions. *Does insert*

First, I am asking the Justice Department to ~~research and recommend~~ ^{Stiles} tougher penalties against those who expose children to violence. I believe it time to consider sending a message that when a ~~man~~ ^{person} assaults or kills someone in the presence of a child, ~~he~~ ^{she} has committed not one horrendous act but two. I believe it is time to ask why a bank robber who unintentionally kills an innocent bystander can be charged with felony murder, but a repeat child abuser who unintentionally kills a child cannot be.

Second, I am ~~directing~~ ^{asking} the Justice Department to develop and distribute the critical information state and local law enforcement agencies need to do a better job of responding to the needs of children who have been victimized by crime. Too often such children are victimized anew by a criminal justice system designed by and for adults. With the help of the Justice Department's new training videos and in-the-field user guides--the first of which we are releasing today--criminal justice agencies all over our nation can begin to provide children who have experienced violence with the healing they need and deserve.

Third, I am announcing \$10 million in federal Safe Start grants to help ~~15 cities~~ ¹² develop the kinds of comprehensive responses to children exposed to violence that New Haven has pioneered and that we've heard about today. The New Haven experience shows that trained law enforcement officers, paired with child psychologists, can provide the stability and comfort that children need to overcome their feelings of fear and chaos that result from exposure to violence. *with support of his Administration*

Fourth, I am calling on the Justice Department to hold a National Summit on Children Exposed to Violence this coming June, to be co-hosted by the Department of Health and Human Services, the Rob Reiner Foundation, the American Bar Association, the National Network of Children's Advocacy Centers, and other groups. *[Signature]*

program

DRAFT

12/28/98
2:40pm

Reducing Violence in the Lives of Children December 29, 1998

President Clinton will launch a new Children Exposed to Violence Initiative (CEVI) designed to prevent violence against children and improve the way the justice system deals with children who are victims of or witnesses to violence. CEVI will include four components: (1) reforming state and federal laws to provide swift and certain punishment for those who commit child abuse and neglect; (2) improving the way ^{the justice system} law enforcement responds to incidents involving child victims or witnesses; (3) strengthening local prevention and intervention directed towards children exposed to violence; and (4) increasing public awareness of this serious problem through a National Summit next May. To get this new effort underway, the President also will announce ^{the Justice Dept's} availability of \$10 million in "Safe Start" ^{supplimenting} grants from the Justice Department to help up to 1512 cities reduce the impact of violence on young children.

The Need for Action

Too many child victims. In 1997, 2.8 million adolescents (12- to 17-year olds) are victims of violent crime victims nationally -- 25 percent of all such victims -- and millions more are exposed to violence in other ways. In fact, of the nation's 22.3 million adolescents, almost 9 million have witnessed serious violence -- with nearly 2 million suffering from post-traumatic stress disorder. Another 2.8 million children are abused or neglected.

And a recent study from San Diego found that they Child victims more at risk. Children who are abused, neglected or otherwise victimized by or exposed to violence are more likely to become criminals themselves. They are more than 50 percent as likely to be arrested while a juvenile, and nearly 40 percent as likely to be arrested when they become adults. ~~They are also 67 times more likely to be arrested between their 9th and 12th birthdays.~~ They are also ~~at significantly greater risk for substance abuse, mental illness, and suicide~~.

What CEVI Will Do

[Reform Laws Dealing with Child Victims and Witnesses. As part of CEVI, the Justice Department will develop federal and model state legislation that increases penalties for violent crimes affecting children, demands accountability from those who kill children through abuse or neglect, and generally improves the court system's ability to address the unique needs of child victims and witnesses.]

Justice System
Improve Law Enforcement Response. CEVI will improve the way participants in the justice system respond to incidents involving child victims and witnesses by ensuring that they receive the necessary information and training to prevent the "secondary victimization" of child victims and witnesses. CEVI will produce and distribute specialized training videos, best practice manuals, and other in-the-field user guides -- such as the guide Forming a Multidisciplinary Team to Investigate Child Abuse released by the Justice Department today -- to law enforcement agents, prosecutors, victim and witness coordinators, and court personnel. CEVI also will work to help state

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Applications will be available
in the beginning of the new
year.

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and local law enforcement use Child Death Review Teams to investigate suspicious child fatalities; expand child victims assistance programs; help create "Court Schools" that accclimate children to the courtroom setting; and develop other similar programs.

• **Strengthen Prevention and Intervention.** CEVI will assist states and localities to develop prevention and intervention initiatives focusing on children exposed to violence. These initiatives, including but going beyond law enforcement measures and personnel, would involve numerous members of the community in providing services and support to children exposed to violence and promoting parent education. One example is the New Haven Child Development/Community Policing (CD-CP) program, a partnership between the New Haven Police Department and the Yale University Child Study Center, which coordinates the work of law enforcement and mental health professionals in responding to children in violent situations. Today, the President will announce the availability of \$10 million in "Safe Start" grants to help up to 15 more cities implement proven initiatives like the New Haven CD-CP.

to
build on

(regional)

• **Increase Public Awareness.** The Department of Justice will sponsor a National Summit on Children Exposed to Violence in May of next year and hold follow-up forums to help implement recommendations from the Summit. Other participants in the Summit will include The Summit will be co-hosted by the Department of Health and Human Services, law enforcement organizations, child advocacy organizations, and the American Bar Association. The goal of the Summit will be to bring together experts in law enforcement, mental health, child development, and related fields to increase awareness of the extent of this problem and discuss further ways to address the issue of child victimization.

12

program

domestic
violence
prevention

The Summit will be held in partnership with the Department of Health and Human Services, child advocacy + media organizations, law enforcement organizations, governors, county officials, mayors, legislators and prosecutors.

RIDER A:

~~_____~~
~~_____~~

In 1993, 2.8 million children were
→ identified as maltreated or abused.

RIDER B

Witnessing acts:

In a recent study, more than 30% of children who witnessed violence (~~without experiencing it directly~~) became violent. ~~are reported to commit violent acts.~~



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Bureau of Justice Statistics National Crime Victimization Survey

December 1998, NCJ 173365

Criminal Victimization 1997 Changes 1996-97 with Trends 1993-97

By Michael Rand
BJS Statistician

Americans age 12 or older experienced fewer violent and property crimes in 1997 than in any other year since the 1973 inception of the National Crime Victimization Survey (NCVS). In 1997 as measured by the survey, U.S. residents age 12 or older experienced almost 35 million criminal victimizations, down from about 44 million such crimes experienced in 1973. The 1997 estimate was also a decrease from almost 37 million violent and property victimizations in 1996.

Of the crimes in 1997, 8.6 million involved the violent crimes of rape, sexual assault, robbery, and assault; 25.8 million involved the property crimes of theft, household burglary, and motor vehicle theft; and 0.4 million involved personal thefts such as purse snatching.

In 1997 there were 39 violent victimizations per 1,000 persons, down somewhat from the 42 per 1,000 in 1996. The 1997 property crime rate of 248 per 1,000 households was lower than the 266 per 1,000 households experienced in 1996. These declines continued a general downward trend in criminal victimization that began in 1995.

The trends reported in this Bulletin encompass 1993 through 1997. The initial year was the first in which the redesigned NCVS used a full sample of households. Compared to 1993 rates, the 1997 victimization rates

for every type of violent and property crime measured by the NCVS showed a significant decrease. Between 1993 and 1997 the violent crime rate declined by 21%, and the property crime rate fell by 22%.

Highlights

- The NCVS property and violent crime rates are the lowest recorded since the survey's inception in 1973.*

- The downward trend in violent victimization begun in 1994-95 continued in 1997.

- In 1997, violent crime rates were 21% lower than they had been in 1993. Property crime rates were 22% below 1993 property crime rates.

- The recent decreasing violent and property crime trends were experienced by most segments of the populations. However, in 1997, the violent victimization rates for persons age 50 and older were no lower in 1997 than they had been in 1993.

- The violent and property crime rates each declined by 7% in 1996-97.

*After adjusting rates following the 1992 NCVS survey redesign.

- The murder rate declined 8% between 1996 and 1997.

- In 1997, as in past years, males, Hispanics, and younger people, were more vulnerable to violent crime victimization than females, non-Hispanics, and older persons, respectively. Blacks experienced higher violent crime rates than whites or persons of other races.

- In 1997, as in previous years, males experienced higher victimization rates than females for all violent crimes except rape/sexual assault.

- In 1997, 4 of 10 violent and property crimes were reported to police. Females and blacks were more likely to report a violent crime to police than were males and whites.

- About half of all violent crimes in 1997 were committed by someone whom the victim knew.

DRAFT**Criminal victimization, 1996-97***Violent crime*

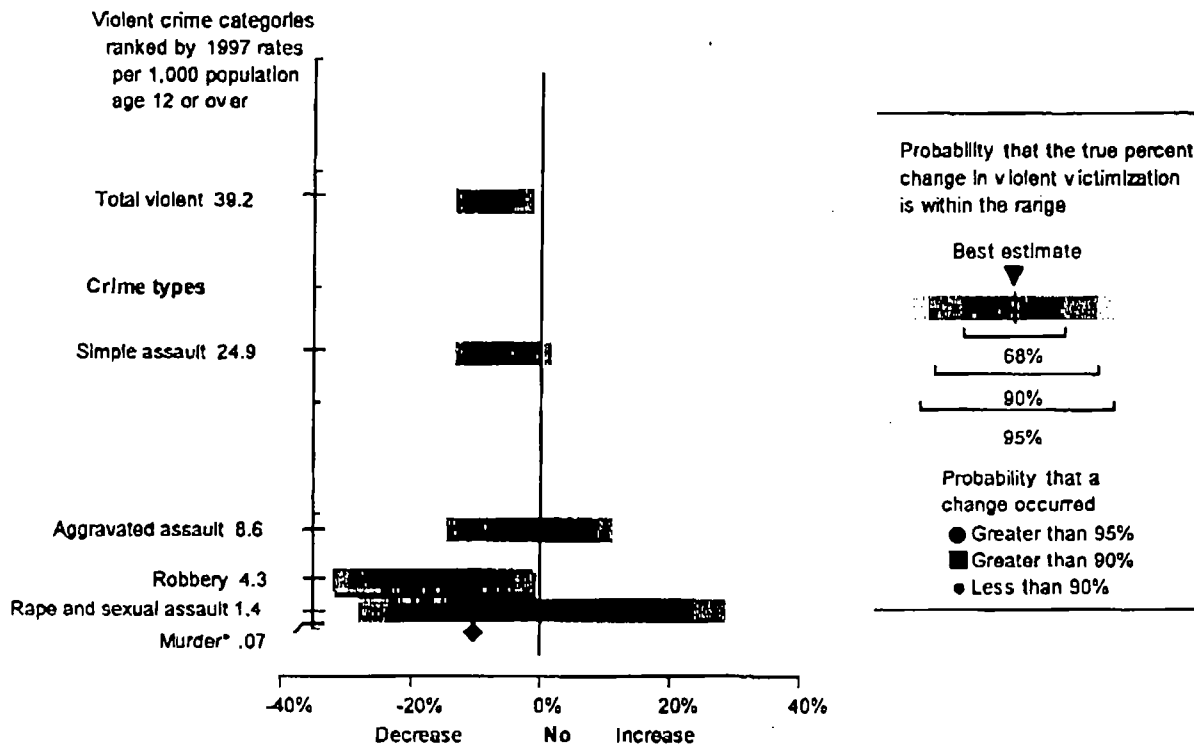
The NCVS collects data on nonfatal violent crimes against persons age 12 and older, both reported and not reported to police. The Uniform Crime

Reports (UCR) program of the FBI collects data on murder and non-negligent manslaughter.

From 1996 to 1997, the murder rate declined by 8% and the violent crime rate fell by 7%. Of the violent crimes measured by the NCVS, only robbery

showed a significant decline from 1996, while simple assault was down slightly.

For aggravated assault the apparent decline was not statistically significant.

Change In violent victimization by category, 1996-97

Note: The rape category includes sexual assaults. The change in murder rates is presented as a point since the source of the data, the Uniform Crime Reports, is not a sample survey.

For further explanation of the graph, see the BJS Technical Report, *Displaying Violent Crime Trends Using*

Estimates from the National Crime Victimization Survey, NCJ-167881.

*The murder rates were for all ages.

Sources: BJS, National Crime Victimization Survey, and FBI, Uniform Crime Reports.

The figure shows the estimated annual percentage change in victimization rates from 1996 to 1997 for the categories that comprise violent crime: homicide, rape and sexual assault, aggravated assault, simple assault, and robbery. The crime categories are displayed vertically according to their 1997 rates per 1,000 population age 12 or older. Total violent (the sum of all types) is first

with the highest rate, and murder is last with the lowest rate.

Because the National Crime Victimization Survey relies on a sample of households, the rates and numbers from it are estimates and are not exact. Each bar shows the range within which the true percent change in rates from year to year is likely to fall.

If a bar is clear of the "No change" line, we are reasonably certain a change occurred. If a bar crosses the "No change" line, there is a possibility that there was no change. The degree of certainty depends on where the bar crosses the line. The bars representing the crime categories where a statistically significant year-to-year change occurred are outlined.

The length of the range bars varies considerably from crime to crime, dependent on sample size and rarity of the event. The value for the change in homicide rates is given as a point and not a range of estimates because homicide rates are derived from nonsample data. The murder rates have no variance, but some discrepancies exist between UCR rates and *Vital Statistics* of the National Center for Health Statistics.

Figure 1

Murder and nonnegligent manslaughter

In 1997 there were 6.8 murders per 100,000 inhabitants. This represents an 8% decline from the previous year. The decrease was apparent across all sizes of cities and regions. (See the box on page 6.)

Violent crime measured by the NCVS

While overall violent crime measured by the NCVS declined from 1996-97, the only type of violent crime for which the decrease was statistically significant was robbery. There was also a marginally significant decline in the rate of simple assault victimizations. For completed rape, an apparent increase was not significant, nor were apparent declines in attempted rape and attempted aggravated or simple assault.

The apparent 1996-97 increase in personal theft, comprising pocket picking and purse snatching, was not statistically significant.

Among demographic groups examined, only for males, non-Hispanics, and Midwesterners were the 1996-97 declines in violent crime statistically significant, while for whites, the decline was marginally significant. For non-Hispanics and Midwest residents, the overall decreases in violent crime were the result of decreases in robbery and simple assault, while whites experienced a decrease in the rate of simple assault. No demographic group examined experienced a decline in aggravated assault.

Property crime

Household burglary, theft, and motor vehicle theft make up the property crimes measured by the NCVS. In the aggregate, property crime declined 7% between 1996 and 1997. The 8% decline in thefts included at least slight decreases in thefts at all value levels measured: under \$50, \$50-\$249, and \$250 or more.

Table 1. Criminal victimization, 1996-97

Type of crime	Number of victimizations (1,000's)		Victimization rates (per 1,000 persons age 12 or older per 1,000 households)		
	1996	1997	1996	1997	Percent 1996-97
All crimes	36,796	34,788	...	...	
Personal crimes^a	9,443	8,971	43.5	40.8	-6.2%*
Crimes of violence	9,125	8,615	42.0	39.2	-6.7*
Completed violence	2,700	2,679	12.4	12.2	-1.6
Attempted/threatened violence	6,425	5,935	29.6	27.0	-8.8*
Rape/Sexual assault	307	311	1.4	1.4	0
Rape/attempted rape	197	194	0.9	0.9	0
Rape	98	115	0.4	0.5	25.0
Attempted rape	99	79	0.5	0.4	-20.0
Sexual assault	110	117	0.5	0.5	0
Robbery	1,134	944	5.2	4.3	-17.3*
Completed/property taken	757	607	3.5	2.8	-20.0*
With injury	250	243	1.1	1.1	0.0
Without injury	508	363	2.3	1.7	-26.1*
Attempted to take property	377	337	1.7	1.5	-11.8
With injury	79	73	0.4	0.3	-25.0
Without injury	298	265	1.4	1.2	-14.3
Assault	7,683	7,359	35.4	33.5	-5.4
Aggravated	1,910	1,883	8.8	8.6	-2.3
With injury	513	595	2.4	2.7	12.5
Threatened with weapon	1,397	1,288	6.4	5.9	-7.8
Simple	5,773	5,476	26.6	24.9	-6.4 ¹
With minor injury	1,240	1,257	5.7	5.7	0
Without injury	4,533	4,218	20.9	19.2	-8.1 ¹
Personal theft ^a	318	356	1.5	1.6	6.7
Property crimes	27,353	25,817	266.3	248.3	-6.8%*
Household burglary	4,845	4,635	47.2	44.6	-5.5
Completed	4,056	3,893	39.5	37.4	-5.3
Forcible entry	1,511	1,497	14.7	14.4	-2.0
Unlawful entry without force	2,545	2,396	24.8	23.0	-7.3
Attempted forcible entry	789	742	7.7	7.1	-7.8
Motor vehicle theft	1,387	1,433	13.5	13.8	2.2
Completed	938	1,007	9.1	9.7	6.6
Attempted	449	426	4.4	4.1	-6.8
Theft	21,120	19,749	205.7	189.9	-7.7*
Completed ^a	20,303	18,960	197.7	182.3	-7.8*
Less than \$50	7,580	7,218	73.8	69.4	-6.0*
\$50-\$249	7,374	6,680	71.8	64.2	-10.6*
\$250 or more	4,216	3,955	41.1	38.0	-7.5 ¹
Attempted	818	789	8.0	7.6	-5.0

Note: The number of victimizations may differ from those reported previously because the estimates are now based on data collected in each calendar year rather than data about events within a calendar year. (See *Survey methodology* on page 9.) Completed violent crimes include rape, sexual assault, robbery with or without injury, aggravated assault with injury, and simple assault with minor injury. In 1994 the total population age 12 or older was 213,135,890; in 1995, 215,080,690; in 1996, 217,234,280; and in 1997, 219,839,110. The total number of households in 1994 was 100,568,060; in 1995, 101,504,820; in 1996, 101,504,820; in 1997, 103,988,670.

... Not calculable.

*The difference from 1996 to 1997 is significant at the 95-percent confidence level.

¹The difference from 1996 to 1997 is significant at the 90-percent confidence level.

²The NCVS is based on interviews with victims and therefore cannot measure murder.

³Includes pocket picking, purse snatching, and attempted purse snatching not shown separately.

⁴Includes thefts with unknown losses.

Apparent declines from 1996 to 1997 in the rates of household burglary and motor vehicle theft were not statistically significant.

The decrease in property crime from 1996 to 1997 was broadly based. Households of all races and in all types of localities experienced less property crime in 1997, when compared to the previous year. However, while

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Table 2. Rates of violent crime and personal theft, by sex, age, race, and Hispanic origin, 1997

		Victimizations per 1,000 persons age 12 or older						
Characteristic of victim	Population	All crimes of violence*	Rape/ Sexual assault	Violent crimes				Personal theft
				Robbery	Total	Aggra- vated	Simple	
Sex								
Male	106,598,660	45.8	0.3	6.1	39.3	10.9	28.4	1.6
Female	113,240,440	33.0	2.6	2.6	28.0	6.4	21.6	1.7
Age								
12-15	15,701,280	87.9	2.5	8.2	77.1	15.1	62.0	2.8
16-19	15,244,130	96.2	5.6	10.2	80.4	24.6	55.8	3.5
20-24	17,648,850	67.8	2.4	7.4	57.9	17.0	40.9	1.8
25-34	40,162,600	46.9	2.3	4.7	39.9	9.5	30.4	1.1
35-49	62,604,840	32.2	0.6	3.7	27.8	7.4	20.4	1.6
50-64	36,486,320	14.6	0.2	2.2	12.2	2.8	9.4	1.1
65 or older	31,991,100	4.4	0.2	0.9	3.4	0.6	2.8	1.2
Race								
White	184,617,470	38.3	1.4	3.8	33.1	8.2	24.9	1.4
Black	26,683,380	49.0	1.6	7.4	39.9	12.2	27.7	3.3
Other	8,538,250	28.0	1.1	5.0	21.9	6.1	15.8	0.8
Hispanic origin								
Hispanic	21,163,000	43.1	1.5	7.3	34.4	10.4	24.0	2.4
Non-Hispanic	196,323,060	38.3	1.4	3.9	33.0	8.3	24.7	1.5

*The National Crime Victimization Survey includes as violent crime rape/sexual assault, robbery, and assault but not murder and manslaughter.

non-Hispanic households were less victimized, Hispanic households were victimized in 1997 at about the same rate as in 1996. By region, only households in the South did not share in the decline.

Urban households and those in the Northeast experienced less burglary in 1997 than in 1996. For non-Hispanic households the 1997 rate was slightly lower than in the previous year. The 1997 burglary rate was lower than the 1996 rate for no other identified category of victims.

The decline in theft was experienced by most, but not all, demographic groups examined. While white and other race households and non-Hispanic households were less vulnerable to theft in 1997 than in 1996, the decline for black households and Hispanic households was not great enough to be statistically significant.

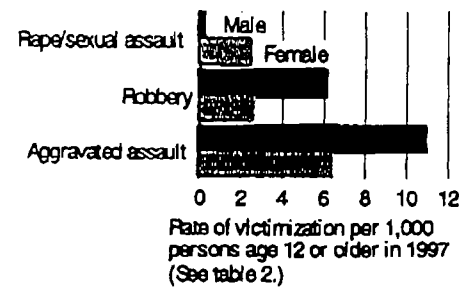
By region, only in the South did the theft rate not fall from 1996 to 1997. Households in urban, suburban, and rural areas all were less victimized by theft in 1997 than in the previous year.

Characteristics of victims of violent crime, 1997

While victimization rates for persons in demographic groups fluctuate from year to year, the characteristics of crime victims and victimizations exhibit a large degree of stability over time. The demographic groups that were in 1997 the most vulnerable to specific violent crimes and to overall violent victimization were, in general, also the most vulnerable to victimization in previous years.

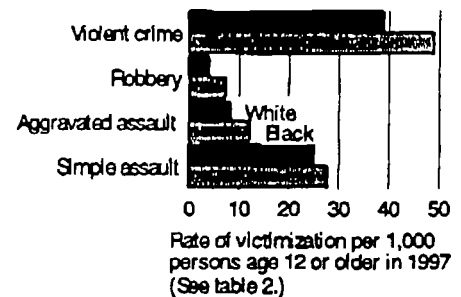
Sex of victim

As in past years, except for rape and sexual assault, males were more likely than females to be victims of violent crime. Men were twice as likely as women to experience robbery and were also more likely to be victims of aggravated and simple assault. Women, sustained rape or sexual assault at a rate about 8 times that of men.



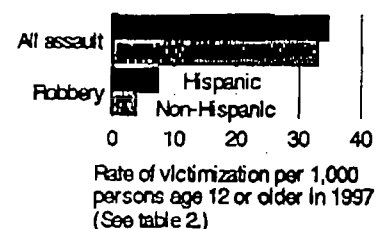
Race of victim

Blacks were more likely than whites to be victims of violent crime, who in turn were more likely than those of other races (Asians or Native Americans). Except for rape/sexual assault, blacks were more vulnerable than whites to every type of violent crime. The difference was greatest for robbery and least for simple assault. Blacks were victims of robbery at a rate about double that of whites.



Ethnicity of victim

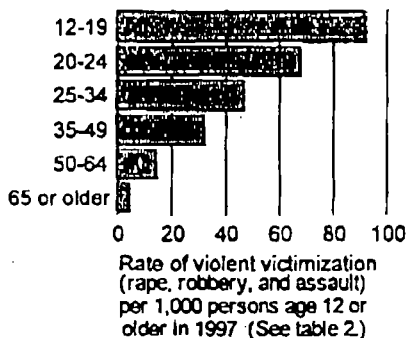
In 1997 Hispanics were about as likely to be victims of rape/sexual assault, aggravated assault and simple assault as non-Hispanics. Only for robbery did Hispanics experience a higher rate than non-Hispanics.



DRAFT**Age of victim**

The patterns of violent victimization across the age spectrum that existed in 1996 continued to be present in 1997. Persons between ages 12 and 15 and between 16 and 19 had higher violent crime victimization rates than did persons age 25 or older. Persons age 12-19 were about twice as likely as persons age 25-34 and about 3 times as likely as persons age 35-49 to be victims of violent crimes. Persons age 12-19 had a violent crime victimization rate about 20 times that of persons age 65 or older. Persons age 16-19 had a significantly higher rate of aggravated assault than did any other age group.

Age of victim
of rape, robbery, or assault

**Household income**

In general, violent crime rates are lowest for those in higher income brackets and highest for those in lower income brackets (table 3). Persons in households with an annual income of less than \$7,500 experienced significantly more violent crime than persons in households at any other income level, while persons in households with incomes of \$75,000 or more experienced significantly less than any

Annual household income

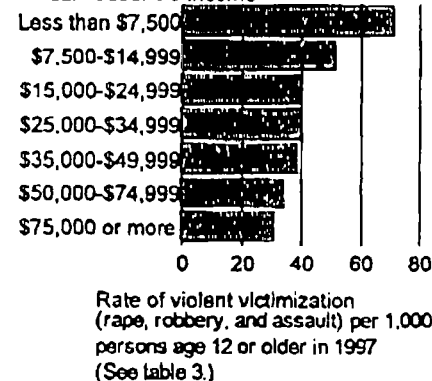


Table 3. Rates of violent crime and personal theft, by household income, marital status, region, and location of residence of victims, 1997

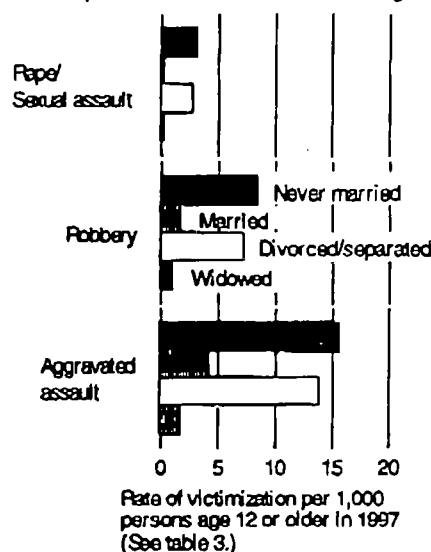
		Victimizations per 1,000 persons age 12 or older						
		Violent crimes						Personal theft
Characteristic of victim	Population	All*	Rape/ Sexual assault	Robbery	Total	Assault		
						Aggra- vated	Simple	
Household income								
Less than \$7,500	13,085,420	71.0	5.2	10.1	55.6	13.6	42.0	2.7
\$7,500 - \$14,999	23,275,460	51.2	2.2	7.0	42.1	11.8	30.3	2.0
\$15,000 - \$24,999	30,729,010	40.1	1.5	4.6	34.0	10.4	23.6	1.7
\$25,000 - \$34,999	28,817,790	40.2	1.5	4.2	34.6	8.2	26.4	1.5
\$35,000 - \$49,999	34,712,640	38.7	0.6	2.9	35.2	8.6	26.6	1.4
\$50,000 - \$74,999	32,446,570	33.9	0.7	3.1	30.0	7.2	22.8	1.6
\$75,000 or more	26,864,180	30.7	1.1	3.7	26.1	4.7	21.4	1.4
Marital status								
Never married	67,650,800	71.5	3.0	8.3	60.1	15.5	44.6	2.4
Married	113,762,150	19.0	0.3	1.7	17.0	4.2	12.8	1.0
Divorced/separated	23,451,480	62.8	2.8	7.3	52.7	13.9	38.8	2.5
Widowed	13,838,230	8.0	0.3	1.0	6.7	1.7	5.0	1.5
Region								
Northeast	41,935,440	34.6	1.2	4.1	29.3	5.5	23.8	2.4
Midwest	53,268,360	36.4	1.3	3.4	31.7	8.3	23.4	1.5
South	78,232,420	38.1	1.4	4.4	32.3	8.8	23.5	1.8
West	46,402,880	48.4	1.7	5.4	41.3	11.4	29.9	0.9
Residence								
Urban	64,609,030	51.2	2.0	7.4	41.8	12.4	29.4	2.8
Suburban	108,671,050	36.3	1.2	3.4	31.7	6.9	24.8	1.3
Rural	46,559,030	29.2	1.1	2.1	26.1	7.3	18.8	0.7

*The National Crime Victimization Survey includes as violent crime rape/sexual assault, robbery, and assault but not murder and manslaughter.

others. Persons in households in the middle range of income (\$15,000-\$49,999) had similar rates of victimization in comparison to one another but significantly different rates from the lowest and highest income groups.

Marital status

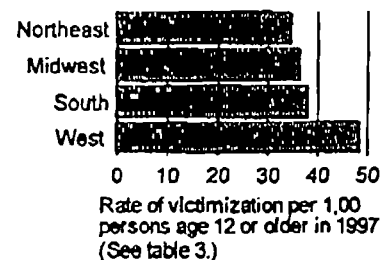
Never married persons and those who had separated or divorced had higher



violent victimization rates than those who were married or had been widowed. For assault, persons who were never married were victimized at rates higher than people in any other marital status. Persons who had been widowed were the least vulnerable to assault.

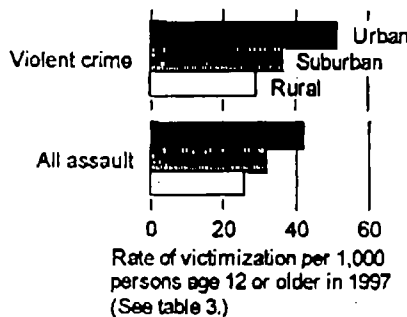
Region

People residing in the West were more vulnerable to violent crime victimization than people residing in any other region in the country. People living in the Northeast, Midwest and South had similar victimization rates in 1997.



Urbanization

Urban residents had overall violent victimization rates significantly higher than suburban residents, who in turn had rates higher than rural residents. However, there was no difference in the rate at which suburban and rural residents were victims of rape/sexual assault or aggravated assault.



Note: The crime survey includes as violent crime rape, robbery, and assault.

Victim-offender relationship

About half of all violent crimes in 1997 were committed by someone whom the victim knew. Victims of nonstranger crimes were more likely than victims of crimes by strangers to report that the victimization was completed. Among the violent crimes measured by the NCVS, rape/sexual assault was the crime most likely to be committed by a nonstranger, and robbery was the least likely. Victims of simple assault were more likely than victims of aggravated assault to report that the offender was a non-stranger.

	Percent of violent crime victimizations, 1997	
	Stranger	Nonstranger
All victimizations	46.5%	49.8%
Attempted	49.2	47.5
Completed	40.4	55.1
Rape/sexual assault	30.4%	68.3%
Robbery	66.1	25.7
Assault	44.6	52.2
Aggravated	52.6	42.1
Simple	41.8	55.7

Note: The National Crime Victimization Survey includes as violent crime rape, robbery, and assault but not murder and manslaughter.

Murder and nonnegligent manslaughter, by characteristics of victims and location, 1993-97

Characteristic of victim or location	Percent of murders and nonnegligent manslaughters				
	1993	1994	1995	1996	1997
Race of victim	100.0%	100.0%	100.0%	100.0%	100.0%
White	46.2	48.0	48.3	47.5	47.5
Black	50.8	48.4	48.2	48.4	48.4
Other	2.3	2.7	2.7	3.0	3.0
Not reported	0.8	1.0	0.9	1.2	1.2
Sex of victim	100.0%	100.0%	100.0%	100.0%	100.0%
Male	78.4	76.6	76.9	77.2	77.2
Female	21.5	23.2	22.9	22.7	22.7
Not reported	0.1	0.2	0.2	0.2	0.2
Age of victim	100.0%	100.0%	100.0%	100.0%	100.0%
Under 18	11.4	12.1	12.4	12.2	12.2
18 or older	86.8	86.2	86.3	86.6	86.6
Unknown	1.8	1.7	1.3	1.2	1.2
Type of weapon used	100.0%	100.0%	100.0%	100.0%	100.0%
Firearm	70.0	68.2	67.8	67.8	67.8
Knife	12.7	12.7	13.5	12.8	12.8
Blunt object	4.1	4.5	4.6	4.6	4.6
Personal weapon	5.3	5.9	5.9	6.3	6.3
Other	7.8	8.7	8.2	8.5	8.5
Overall U.S. rate	9.0	8.2	7.4	6.8	6.8
Region					
Northeast	7.1	6.2	5.4	4.8	4.8
Midwest	7.5	6.9	6.4	6.1	6.1
South	10.7	9.8	9.0	8.4	8.4
West	9.4	9.0	7.7	6.8	6.8
Urban character					
Metropolitan cities*	10.0	9.1	8.1	7.4	7.4
Smaller cities*	4.8	4.7	4.5	4.2	4.2
Rural counties	5.0	5.0	4.7	4.6	4.6
Number of murders and nonnegligent manslaughters	23,330	23,330	21,610	19,650	18,210

*Metropolitan cities are those in Metropolitan Statistical Areas (MSA's), and smaller cities are those outside an MSA. Source: FBI, Uniform Crime Reports.

Murder in the United States, 1997

Statistics on murder are compiled from over 16,000 city, county and State law enforcement agencies as part of the FBI's Uniform Crime Reports (UCR). For 1997 the UCR showed 18,210 murders — a rate of 6.8 murders per 100,000 persons. The number of persons per 100,000 U.S. population in 1997 was 8% lower than in 1995 and 28% lower than in 1993.

The FBI defines murder in its annual *Crime in the United States* as the willful (nonnegligent) killing of one human being by another. The incidence of murder varies across victim characteristics. While the number of homicides has decreased

since 1993, the pattern of characteristics of homicide victims has remained relatively unchanged.

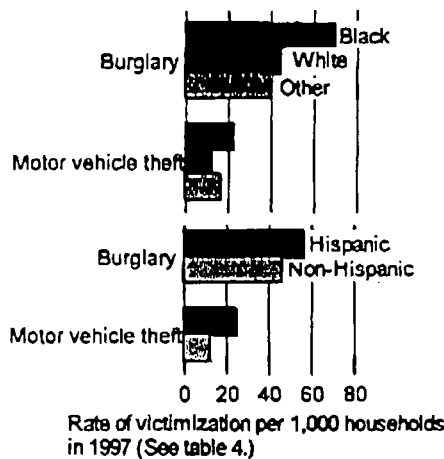
- Three-fourths of the victims were male.
- Whites and blacks each made up about 48% of murder victims.
- 1 in 8 murder victims were under age 18.
- Firearms were used in about 7 in 10 murders.
- The homicide rate was highest in the South and lowest in the Northeast.
- The homicide rate was higher in metropolitan cities than in smaller cities and rural areas.

Characteristics of victims of property crime, 1997

Race/ethnicity of head of household

Black households were more likely than white or households of other races (Asian or Pacific Islanders and American Indians/Alaskan natives grouped together) to be victims of property crimes (table 4). Black households had higher rates of household burglary and theft than did white and other race households. Black and other race households experienced motor vehicle theft at rates about twice that of white households.

Hispanic households were more likely than non-Hispanic household to be victims of each of the property crimes measured by the NCVS: burglary, theft, and motor vehicle theft.



Region, urbanization, and home ownership

As with violent crime, households in the West were more vulnerable to property crime than households in other regions. The property crime rate was lowest in the Northeast.

Overall, urban households had higher property crime rates than suburban households, which in turn had higher rates than rural households. This order occurred for each of the property crimes measured by the survey.

For each type of property crime, people living in rented homes or apartments had a significantly higher rate of victimization than those living in their own homes.

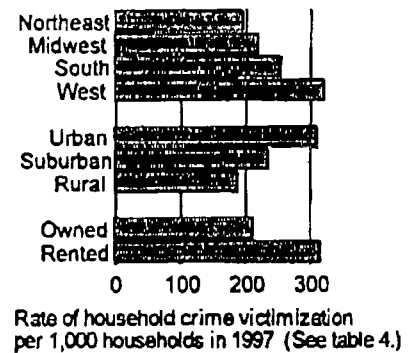
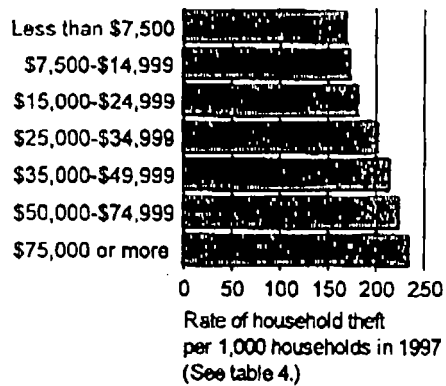


Table 4. Household property crime victimization, by race, Hispanic origin, household income, region, and home ownership of households victimized, 1997

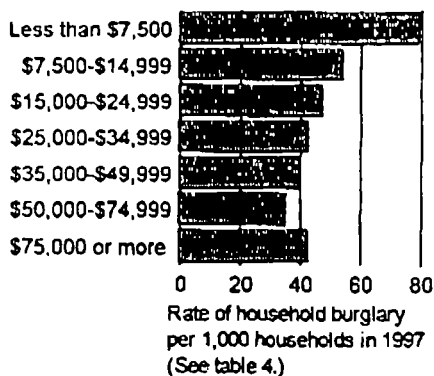
Characteristic of household or head of household	Number of households, 1996	Victimizations per 1,000 households			
		Total	Burglary	Motor vehicle theft	Theft
Race					
White	87,880,170	242.3	42.3	11.9	188.1
Black	12,821,410	291.9	62.5	24.1	205.3
Other	3,487,090	237.4	36.2	23.3	177.9
Hispanic origin					
Hispanic	8,257,860	329.4	60.9	29.6	238.9
Non-Hispanic	95,028,300	240.9	43.2	12.5	185.2
Household income					
Less than \$7,500	8,343,820	258.8	79.5	10.0	169.3
\$7,500 - \$14,999	12,648,520	236.3	53.9	9.1	173.3
\$15,000 - \$24,999	15,237,980	242.5	47.2	14.1	181.2
\$25,000 - \$34,999	13,430,070	260.2	42.4	15.8	202.0
\$35,000 - \$49,999	14,967,560	271.6	39.8	17.2	214.6
\$50,000 - \$74,999	13,033,070	270.9	35.0	11.7	224.2
\$75,000 or more	10,728,660	292.8	42.4	16.3	234.1
Region					
Northeast	20,039,640	195.6	28.5	11.2	155.9
Midwest	25,474,750	219.9	41.8	8.7	169.4
South	37,234,080	253.8	48.7	15.3	189.8
West	21,240,200	322.2	55.7	19.7	246.8
Residence					
Urban	31,912,480	309.9	56.5	20.1	233.3
Suburban	50,284,550	235.4	38.9	12.7	183.8
Rural	21,791,640	187.7	40.1	7.1	140.5
Home ownership					
Owned	67,512,040	211.7	35.8	11.1	164.8
Rented	36,476,630	316.1	60.9	18.7	236.5

DRAFT**Household income**

In general, households with higher incomes were more susceptible than those with lower incomes to theft and motor vehicle theft. Households with incomes \$35,000 or above had the highest theft victimization rates.



Conversely, the lower the income, the higher the likelihood of burglary. Households with incomes below \$7,500 had burglary rates significantly higher than households with higher annual incomes. There were no differences in the burglary rates of households in the income categories \$35,000 and above.

**Reporting to the police**

About a third of the crimes measured by the NCVS were reported to law enforcement authorities, according to the victims. Motor vehicle thefts were reported to police at the highest rate — 80%, and thefts were reported at the lowest rate — 28%. Of violent crimes, 59% of aggravated assaults were reported, compared to 31% of rape or sexual assaults.

Female, black, and Hispanic victims were more likely than male, white, and non-Hispanic victims, respectively, to report the crimes to the police.

	Percent of crime reported to the police
All victimizations	37.4%
Violent crime	44.0%
Rape/Sexual assault	30.5
Robbery	55.8
Assault	43.7
Simple	38.4
Aggravated	59.1
Household crime	35.1%
Burglary	51.8
Motor vehicle theft	79.8
Theft	27.9

Victim characteristic	Percent of violent victimizations reported to the police
All	44.5%
Male	42.3%
Female	47.5
White	43.7%
Black	48.7
Hispanic	48.4
Non-Hispanic	44.0

Victimization trends, 1993-97

The 1993-96 declining trends in violent and property crime continued in 1997. While not all year-to-year changes for every category of crime were statistically significant, the overall rates for violent crime and every major type of crime measured: rape/sexual assault, robbery, aggravated assault, simple assault, burglary, theft, and motor vehicle theft showed statistically significant declines between 1993 and 1997.

Murder/nonnegligent manslaughter

The number and rate of murder in all regions of the United States have declined steadily since 1993. (See the box on page 6.) The characteristics of murder victims have remained relatively stable during that time.

Violent crime

The general pattern among violent crimes measured by the NCVS was a nonsignificant increase in both the number and rate of victimization between 1993 and 1994 and then a decline through 1997. While some year-to-year changes in victimization rates for violent crime in the aggregate and for some types of crime were not significant, every type of violent crime declined significantly over the whole period.



Table 5. Rates of criminal victimization and percent change, 1993-97

Type of crime	Victimization rates (per 1,000 persons age 12 or older or per 1,000 households)					Percent change			
	1993	1994	1995	1996	1997	1993-97	1994-97	1995-97	1996-97
Personal crimes^a	52.2	54.1	48.5	43.5	40.8	-21.8%*	-24.6%*	-15.9%*	-6.2%*
Crimes of violence	49.9	51.8	46.6	42.0	39.2	-21.4*	-24.3*	-15.9*	-6.7*
Completed violence	15.0	15.4	13.8	12.4	12.2	-18.7*	-20.8*	-11.6*	-1.6
Attempted/threatened violence	34.9	36.4	32.8	29.6	27.0	-22.6*	-25.8*	-17.7*	-8.8*
Rape/Sexual assault	2.5	2.1	1.7	1.4	1.4	-44.0*	-33.3*	-17.6	0
Rape/attempted rape	1.6	1.4	1.2	0.9	0.9	-43.8*	-35.7*	-25.0*	0
Rape	1.0	0.7	0.7	0.4	0.5	-50.0*	-28.6	-28.6	25.0
Attempted rape	0.7	0.7	0.5	0.5	0.4	-42.9*	-42.9*	-20.0	-20.0
Sexual assault	0.8	0.6	0.5	0.5	0.5	-37.5*	-16.7	0.0	0
Robbery	6.0	6.3	5.4	5.2	4.3	-28.3*	-31.7*	-20.4*	-17.3*
Completed/property taken	3.8	4.0	3.5	3.5	2.8	-26.3*	-30.0*	-20.0*	-20.0*
With injury	1.3	1.4	1.0	1.1	1.1	-15.4	-21.4	10.0	0
Without injury	2.5	2.6	2.5	2.3	1.7	-32.0*	-34.6*	-32.0*	-26.1*
Attempted to take property	2.2	2.3	1.9	1.7	1.5	-31.8*	-34.8*	-21.1*	-11.8
With injury	0.4	0.6	0.4	0.4	0.3	-25.0	-50.0*	-25.0	-25.0
Without injury	1.8	1.7	1.6	1.4	1.2	-33.3*	-29.4*	-25.0*	-14.3
Assault	41.4	43.3	39.5	35.4	33.5	-19.1*	-22.6*	-15.2*	-5.4
Aggravated	12.0	11.9	9.5	8.8	8.6	-28.3*	-27.7*	-9.5	-2.3
With injury	3.4	3.3	2.5	2.4	2.7	-20.6*	-18.2*	8.0	12.5
Threatened with weapon	8.6	8.6	7.1	6.4	5.9	-31.4*	-31.4*	-16.9*	-7.8
Simple	29.4	31.5	29.9	26.6	24.9	-15.3*	-21.0*	-16.7*	-6.4*
With minor injury	6.1	6.8	6.6	5.7	5.7	-6.6	-16.2*	-13.8*	0
Without injury	23.3	24.7	23.3	20.9	19.2	-17.6*	-22.3*	-17.6*	-8.1*
Personal theft ^b	2.3	2.4	1.9	1.5	1.6	-30.4*	-33.3*	-15.8	6.7
Property crimes	318.9	310.2	290.5	266.3	248.3	-22.1%*	-20.0%*	-14.5%*	-6.8%*
Household burglary	58.2	56.3	49.3	47.2	44.6	-23.4	-20.8*	-9.5*	-5.5
Completed	47.2	46.1	41.7	39.5	37.4	-20.8*	-18.9*	-10.3*	-5.3
Forcible entry	18.1	16.9	15.5	14.7	14.4	-20.4*	-14.8*	-7.1	-2.0
Unlawful entry without force	29.1	29.2	26.2	24.7	23.0	-21.0*	-21.2*	-12.2*	-6.9
Attempted forcible entry	10.9	10.2	7.6	7.7	7.1	-34.9*	-30.4*	-6.6	-7.8
Motor vehicle theft	19.0	18.8	16.9	13.5	13.8	-27.4*	-26.6*	-18.3*	2.2
Completed	12.4	12.5	11.5	9.1	9.7	-21.8*	-22.4*	-15.7*	6.6
Attempted	6.6	6.3	5.5	4.4	4.1	-37.9*	-34.9*	-25.5*	-6.8
Theft	241.7	235.1	224.3	205.7	189.9	-21.4*	-19.2*	-15.3*	-7.7*
Completed ^c	230.1	224.3	215.3	197.7	182.3	-20.8*	-18.7*	-15.3*	-7.8*
Less than \$50	98.7	93.5	85.2	73.8	69.4	-29.7*	-25.8*	-18.5*	-6.0*
\$50-\$249	76.1	77.0	76.0	71.8	64.2	-15.6*	-16.6*	-15.5*	-10.6*
\$250 or more	41.6	41.8	42.1	41.1	38.0	-8.7*	-9.1*	-9.7*	-7.5*
Attempted	11.6	10.8	9.0	8.0	7.6	-34.5*	-29.6*	-15.6*	-5.0

Note: Victimization rates may differ from those reported previously because the estimates are now based on data collected in each calendar year rather than data about events within a calendar year. (See *Survey methodology* on page 9). Completed violent crimes include rape, sexual assault, robbery with or without injury, aggravated assault with injury, and simple assault with minor injury. See the note on table for the population counts, 1993-97.

*The difference from 1996 to 1997 is significant at the 95-percent confidence level.

†The difference from 1996 to 1997 is significant at the 90-percent confidence level.

^aThe NCVS is based on interviews with victims and therefore cannot measure murder.

^bIncludes pocket picking, purse snatching, and attempted purse snatching not shown separately.

^cIncludes thefts with unknown losses.

Personal theft

Personal theft includes pocket picking and attempted and completed purse snatching. The personal theft rate decreased significantly from 1993 to 1997.

Property crime

The numbers and rates of property crime, both in the aggregate and by type of crime declined throughout the 1993-97 period. However, as was the

case with violent offenses, not every year-to-year decrease was significant.

Characteristics of victims

The general downward trend in criminal victimization can be seen across demographic characteristics such as victim sex, race and income. Male and females, blacks and whites, and those

at different income levels all experienced similar rates of decline from 1993-97 for overall violent and property crime victimizations.

Between 1993 and 1997 urban households did experience greater declines in property crime rates than did suburban or rural households.

Survey methodology

Except for homicide data obtained from the FBI's Uniform Crime Reporting program, this report presents data from the NCVS. The NCVS obtains information about crimes from an ongoing, nationally representative sample of households in the United States. NCVS data include both those incidents reported and those not reported to the police. In 1997 approximately 43,000 households and 80,000 people age 12 and older were interviewed. For the 1997 NCVS data presented here, the response rates were 95% of eligible households and 89% of eligible individuals.

The data in this report are based upon interviews conducted during the calendar year being estimated. Because of the retrospective nature of the survey, the estimates include some incidents that actually occurred during the

previous year. Analyses comparing the victimization information collected in a calendar year (denoted here as a *collection year*) to that obtained about victimizations experienced in the same calendar year (called a *data year*) show only a small difference between the two methods. For example, for 1995, the violent crime rate based on data year victimizations was 44.5 per 1,000 persons age 12 or older, compared to 46.6 based on the collection year method. The differences will be greater during periods of changing crime rates and less during periods of stable rates.

Computation of standard errors

The comparisons made in this report were tested to determine whether the observed differences were statistically significant. Comparisons mentioned in the report passed a hypothesis test at the .05 level of statistical

significance (or the 95% confidence level). This means that the estimated difference between comparisons was greater than twice the standard error of that difference. For comparisons that were found to be statistically significant at the 90% confidence level, the terms *somewhat different* or *slight difference* are used.

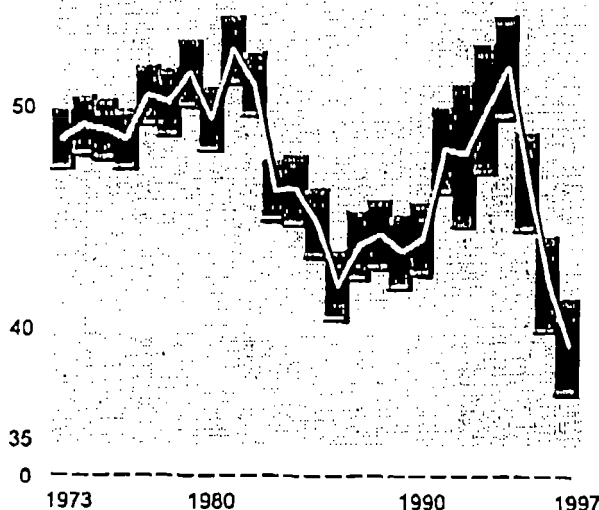
Caution should be used when comparing estimates not discussed in the text. Seemingly large differences may not be statistically significant at the 95% or even the 90% confidence level.

Calculations were conducted with statistical programs developed specifically for the NCVS by the U.S. Bureau of the Census. These programs take into account the complex NCVS sample design when calculation generalized variance estimates.

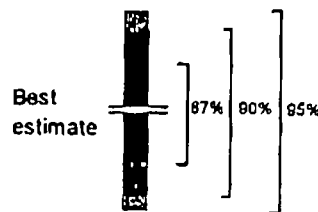
Trends in violent victimization, 1973-97

The best estimate and range of estimates

Violent victimizations per
1,000 population age 12 or over



Probability that the true
violent victimization rate
is within the range



Note: Because of changes made to the victimization survey, data prior to 1992 are adjusted to make them comparable to data collected under the redesigned methodology.

Source: National Crime Victimization Survey, 1973-97.

Because the National Crime Victimization Survey relies on a sample of households, the rates and numbers from it are estimates and are not exact.

The figure shows trends in the violent victimization rate: each bar shows the range within which the true victimization rate is likely to fall for the indicated year and the line represents the best estimate, the most likely value for the rate in each year, which is the published number. There is a greater likelihood that the true rate will fall near the best estimate, and the bars reflect that likelihood: the darker the bar segment, the greater the likelihood.

The difference between two estimates is considered significant when their range bars do not overlap. The precision in the estimate depends almost entirely on the sample size. For further explanation of this graph, see the forthcoming BJS Technical Report, *Displaying Violent Crime Trends Using Estimates from the National Crime Victimization Survey*, NCJ-167881.



This report and additional data, analyses, and graphs about criminal victimization in the United States are available on the Internet at <http://www.ojp.usdoj.gov/bjs/>

Data presented in this report can be obtained from the National Archive of Criminal Justice Data at the University of Michigan, 1-800-999-0960. The archive can also be accessed through the BJS Web site. When at the archive site, search for dataset ICPSR 6406.

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Jan M. Chaiken, Ph.D., is director.

This report continues the BJS Bulletin series of *Criminal Victimization*. BJS Bulletins present the first release of findings from permanent data collection programs such as the National Crime Victimization Survey.

Michael Rand, BJS Statistician, wrote this report. Marianne Zawitz, BJS Statistician, and Michael Maltz, BJS Fellow, produced figure 1 and the appendix figure. Cathy Maston provided statistical review. Tom Hester produced and edited the report. Marilyn Marbrook, assisted by Jayne Robinson and Yvonne Boston, administered final production.

December 1998, NCJ-173385

REVISED REMARKS:

Good morning. I am delighted to be here as we call attention to one of the most critical issues facing the young people of this country -- exposure to violence. I stand here as a police chief of a community which has faced this problem and is involved in trying to do something about it.

As a nation we have much to celebrate as we see continuing decreases in violent crime -- including violent juvenile crime -- but our work is far from done. The direct and indirect victimization of our children is still too frequent an occurrence. Exposure to street and school violence, child abuse and domestic violence all present a danger to the well being of our children and the safety of our communities. The results of exposure to this violence has been well documented by several researchers: the most startling result being the increased likelihood of these children becoming perpetrators of violence.

That is the cause for alarm. But as we gather here, there is also reason for hope. My own community, with support from Attorney General Reno and the Department of Justice, has started an initiative which seeks to provide the help these children need. By bringing together community police officers and mental health providers we have put New Haven in a position to not only recognize this problem, but also put in place a plan to make certain that when a child is exposed to violence he or she will receive appropriate mental health services.

In New Haven, the Police Department now works hand in hand with the Yale Child Study Center. Together, we respond to violent situations involving child victims and witnesses, 24 hours a day, 7 days a week. Together we provide mental health services to hundreds of children whose needs before would not have been met and who may well have chosen the wrong path and become offenders themselves. Together, police and child development specialists teach and train one another -- we learn about how trauma affects children, and we intervene earlier and smarter to prevent violence from recurring.

We have not stopped with our work in New Haven -- in partnership with the Office of Juvenile Justice and Delinquency Prevention we have begun replicating this work in several other communities -- all of which have both seen the need to help these children and embraced the use of community policing as a means of helping to fix the problem. This Administration should take great pride in putting these police departments in position to take on this challenge -- because it was the vision of President Clinton in advocating for Federal support for 100,000 community police officers which created the capacity we needed to do this job.

As I look around me and see the support at the highest levels of government that our children now have -- the strong voices which are now advocating for them: the President, Deputy Attorney General Eric Holder, and so many others, it tells me we are on the right course and that our children and our communities will be healthier, safer and happier as a result. I thank all of you for your efforts.

It is now my honor to introduce the person that has made all of this work possible, President Bill Clinton. Thank you President Clinton for all you have done for the children of this country.



U.S. Department of Justice

Office of the Deputy Attorney General

Washington, D.C. 20530

FAX TRANSMISSION COVER SHEET

TO: **Name:** **Jose Cerda, Domestic Policy Council**

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DATE: **December 28, 1998**

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A SECTION

HELP?

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Tuesday, December 29, 1998

Violence Against Children Targeted

■ Crime: Clinton plans to boost penalties for offenses directed at youngsters. He also wants to marshal more social services to aid youthful victims.

By *JAMES GERSTENZANG*, Times Staff Writer

W

ASHINGTON--Armed with information indicating that children exposed to violent crime are more likely to commit it later in life, President Clinton today plans to unveil a program that would increase penalties for violence against youngsters and provide greater social services for them.

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White House officials say the program is intended to help law enforcement officers counter the spiral in which young victims turn to criminal behavior as they become adolescents and young adults.

Although data are lacking that correlates violence against younger children with a later proclivity toward crime, recent surveys have linked crime by teenagers to violent incidents earlier in their lives.

In addition, 30% of the nation's teenagers in the last year either have witnessed or been victims of serious violence.

"As a result, they're more likely to become criminals themselves," one senior Clinton aide said.

According to a draft of remarks prepared for his announcement, Clinton will say that "it is time to consider sending a message that, when a man assaults or kills someone in the presence of a child, he is committing not one horrendous act but two."

The president plans to ask Congress to approve tougher penalties for federal crimes committed against children and to encourage states to enact more stringent punishment. He would direct \$12 million in already appropriated spending into programs to train law enforcement officials to better deal with the aftermath of violent crimes to which children are exposed.

Continued

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HELP?



Tuesday, December 29, 1998

Violence Against Children Targeted (cont'd)

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In addition, his plan would allocate \$10 million to local programs directed at preventing violence against children, as well as those providing mental health and other social services for victims.

Clinton also will announce a Department of Justice conference in the spring for law enforcement and social services personnel who deal primarily with childhood exposure to violence.

The president's announcement today reflects a building White House effort to draw attention to domestic issues in the weeks leading to the State of the Union address next month.

According to one government survey cited by White House officials, teenagers who are victims of violent crime are more than 50% more likely to be arrested, and children who are victims of crimes between their ninth and 12th birthdays are 67 times more likely to be arrested than those who have a more peaceful childhood.

The initiative, reflecting a yearlong effort by senior Justice Department officials, is modeled after a program in New Haven, Conn., in which, White House officials say, the police department and mental health workers coordinate responses to crimes.

In the program, developed with assistance from child development experts at Yale University, mental health aides are available around the clock and police officers are trained to be sensitive to the needs of children, to help young victims and young witnesses deal with the aftermath of violence.

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1 Search the archives of the Los Angeles Times for similar stories about: BILL CLINTON, CRIME PREVENTION, CRIME VICTIMS -- CHILDREN, VIOLENCE, CRIMINAL JUSTICE, CHILD DEVELOPMENT, DIVERSION PROGRAMS. You will not be charged to look for stories, only to retrieve one.

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Date: 12/29/98 Time: 01:30

CClinton announcing plan for combating violence against children

WASHINGTON (AP) The Clinton administration is taking new steps to combat violence against children, including proposing to make it a felony to endanger a child's life through abuse or neglect.

President Clinton was presenting his ``Children Exposed to Violence Initiative'' at the White House today.

Aides, speaking on condition of anonymity, provided some details in advance of Clinton's announcement.

The president's initiative has four main parts:

The Justice Department will propose legislation that would make it easier for federal prosecutors to prove a felony murder charge involving the death of a child without having to prove it was premeditated. It also will propose making it a felony to endanger a child's life through abuse and establish criminal penalties for committing acts of violence against others in the presence of a child.

Giving additional training to police, prosecutors, investigators and court personnel in ways to avoid unnecessary traumatization and emotional stress on child victims and witnesses in abuse cases.

Helping states and communities develop projects that involve mental health professionals and other members of the community in responding to children involved in violent situations and educating parents about abuse and neglect. To get this started, Clinton is making available \$10 million in ``Safe Start'' grants from the Justice Department to help as many as 15 cities reduce the impact of violence on young children.

Increase public awareness of the problem. The Justice Department will sponsor a national ``summit'' conference on children and violence in May 1999 to bring together experts in law enforcement, mental health, child development and related fields to discuss the issue of child victimization.

About one-third of all victims of violent crime in the United States are teen-agers, according to White House figures. Also, an additional 2.8 million children are abused or neglected each year, and almost 9 million adolescents aged 12 to 17 have witnessed serious violence.

The Clinton administration contends that children who are abused, neglected or otherwise exposed to violence are more likely to become criminals themselves. They also are at greater risk for substance abuse, mental illness and suicide, the White House says.

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Date: 12/29/98 Time: 08:02

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Date: 12/26/98 Time: 09:58

bWhite House Backgrounder on Drunk Driving, Underage Drinking

To: National Desk

Contact: White House Press Office, 202-456-2100

WASHINGTON, Dec. 26 /U.S. Newswire/ -- The following was released today by the White House:

COMBATING DRUNK DRIVING AND UNDERAGE DRINKING

December 26, 1998

In his radio address to the nation, President Clinton will release the findings of a new study showing that in 1996, an estimated 46 million American drivers used alcohol and/or drugs within two hours prior to getting behind the wheel of a car. To address this problem, President Clinton will announce: (1) a renewed challenge to Congress to set a nationwide drunk driving standard of 0.08 blood alcohol content (BAC); (2) the issuance of an interim final rule by the Department of Transportation to strengthen state efforts against drinking and driving; and (3) the availability of \$25 million in Justice Department grants to combat underage drinking.

Drinking and driving remains a serious problem

New survey documents alcohol and drug use among drivers. The President will release the findings of a new study which estimates that in 1996, 28 percent -- or 46.5 million -- of the 166 million drivers in the U.S. used drugs, alcohol, or both within two hours prior to driving. The vast majority -- 38 million people -- drank alcohol within two hours prior to driving. This first-time study is a collaborative effort of the Substance Abuse and Mental Health Services Administration (SAMHSA) and the National Highway Traffic Safety Administration (NHTSA). The findings are based on data from the 1996 National Household Survey on Drug Abuse and interviews with nearly 12,000 drivers.

Taking action to keep our streets safe

Fighting for a tough national impaired-driving standard. President Clinton will call on Congress to enact legislation next year to make 0.08 BAC the legal limit for impaired driving. If all states had 0.08 laws, alcohol-related deaths would decrease by about 500 to 600 each year. The President supports bipartisan legislation that would give states three years to enact 0.08 legislation, on penalty of losing highway funds. Sixteen states and D.C. have already adopted .08 laws: UT, OR, ME, CA, VT, KS, NC, NM, NH, FL, VI, HI, AL, ID, IL, and WA.

Giving states new incentives. The President will announce the issuance of a new rule by the Transportation Department to help strengthen state efforts to combat impaired driving. The interim final rule will set forth new criteria by which states can qualify for grants from the Alcohol-Impaired Driving Grant Incentive Program, including: imposing a system of graduated licenses for young drivers, testing BAC levels in fatal crashes, establishing programs to target drinking and driving by young adults (ages 21-34), and enforcing graduated penalties for high-BAC drivers. The Transportation Equity Act for the 21st Century, signed into law by President Clinton this summer, authorizes \$219.5 million over 6 years -- a 65 percent increase in funding -- to continue the Alcohol-Impaired Driving Grant Incentive Program.

Keeping youth sober and safe. The President will announce that the Justice Department will make \$25 million available to help states curb underage drinking. About one-third of all motor vehicle fatalities involving youths ages 15 to 20 are alcohol-related. The

Combating Underage Drinking initiative, administered by the Office of Juvenile Justice and Delinquency Prevention, will provide grants to support and enhance the enforcement and prevention efforts of states and localities to prohibit the sale and consumption of alcoholic beverages by minors.

President Clinton: A record of leadership

Fewest alcohol-related deaths since 1975. Earlier this year, the Transportation Department released data showing that the rate of alcohol-related crashes fell from nearly 41 percent in 1996 to 38.6 percent in 1997 -- the first time that the rate dropped below 40 percent and the fewest number of alcohol-related fatalities (16,189) since the Transportation Department began keeping records in 1975. Since 1982, the number of alcohol-related fatalities has dropped by more than a third.

Zero tolerance for underage drinking and driving. In 1995, President Clinton fought for and signed legislation requiring states to have ``zero alcohol tolerance'' laws for underage drinking and driving by October 1, 1998, on penalty of losing highway funds. At the time the President signed the legislation, just 24 states and D.C. had zero tolerance laws. Today, all 50 states have zero tolerance laws on the books.

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The National Advancement Of Police Officers Scholarships

OUTLINE

The following is a brief outline of proposed suggestions for a scholarship program for state and local in-service law enforcement officers:

Definitions

- Proposed definition for state and local law enforcement officer: As stated in the 'Violent Crime Control and Law Enforcement Act of 1994', found in Title XX 'Police Corps and Law Enforcement Officers Training', Section 200202 *Definitions*. 'Law enforcement position means employment as an officer in a state or local police force or correctional institution'.

Establishment of Program

- The C.O.P.S. office would administer the program. Once the program is enacted and the regulations for the program are implemented, the application process will be disseminated to all local and state law enforcement agencies. The process for accepting applicants will be based on a first-come first-serve policy. We would recommend that the program be authorized and funded for five years.

Allotment

- A scholarship recipient will receive up to 75% of the cost of higher education. The scholarship recipient will receive reimbursement under this program, up to 75% of the total cost of educational expenses, as defined, upon certification of course or courses that the recipient completed.

Use of Allotments

- We recommend that this program unequivocally appropriate 100% of allotted funds to in-service law enforcement officers. Past programs, including the Law Enforcement Education Program (LEEP) and Law Enforcement Scholarships and Recruitment Program have not been completely geared towards in-service law enforcement. This new scholarship would cover the cost of educational expense including tuition, fees, books, supplies and related expenses.

Eligibility

- To be eligible for this program a recipient should be employed at least 3 years as a law enforcement officer, as defined, before qualifying for a scholarship under this program.

Application

- We recommend the application process be a brief and direct one-page application with the C.O.P.S. office administering the scholarships and having the oversight to enforce the program. A law enforcement officer, as defined, will be eligible for a scholarship if seeking higher education for an associate, baccalaureate or graduate degree.