

Attitudes to Crime and Criminal Justice: Findings from the 1998 British Crime Survey

by
Joanna Mattinson and Catriona Mirrlees-Black

**A Research, Development and
Statistics Directorate Report**

Home Office Research Studies

The Home Office Research Studies are reports on research undertaken by or on behalf of the Home Office. They cover the range of subjects for which the Home Secretary has responsibility. Titles in the series are listed at the back of this report (copies are available from the address on the back cover). Other publications produced by the Research, Development and Statistics Directorate include Research Findings, the Research Bulletin, Statistical Bulletins and Statistical Papers.

The Research, Development and Statistics Directorate



RDS is part of the Home Office. The Home Office's purpose is to build a safe, just and tolerant society in which the rights and responsibilities of individuals, families and communities are properly balanced and the protection and security of the public are maintained.

RDS is also a part of the Government Statistical Service (GSS). One of the GSS aims is to inform Parliament and the citizen about the state of the nation and provide a window on the work and performance of government, allowing the impact of government policies and actions to be assessed.

Therefore -

Research Development and Statistics Directorate exists to improve policy making, decision taking and practice in support of the Home Office purpose and aims, to provide the public and Parliament with information necessary for informed debate and to publish information for future use.

"The views expressed in this report are those of the authors, not necessarily those of the Home Office (nor do they reflect Government policy)."

First published 2000

Application for reproduction should be made to the Information and Publications Group, Room 201, Home Office, 50 Queen Anne's Gate, London SW1H 9AT

© Crown copyright 2000 ISBN 1 84082 427 1
ISSN 0072 6435

Foreword

Promoting public confidence in the criminal justice system (CJS) is both a Home Office and CJS objective. Since the first survey in 1982 the British Crime Survey (BCS) has been an important source of information on attitudes to crime and criminal justice and has made a significant contribution to our understanding of the influences on confidence. The report by Hough and Roberts (1998) of the 1996 findings showed that the widely held view that sentencing was too lenient was at least in part due to misperceptions about crime and sentencing practice.

As well as updating some of the findings from the Hough and Roberts report, this report of the 1998 survey gives the findings from new questions on knowledge of juvenile crime and attitudes to youth justice. Overly pessimistic views about juvenile crime and justice provide some explanation for the widespread lack of confidence in juvenile justice identified. These findings reconfirm the need for better dissemination to the public of information about crime and criminal justice. The youth justice system has undergone extensive reform since the interviews were conducted, and future sweeps of the BCS will identify the extent to which this has affected public opinion.

DAVID MOXON
Crime and Criminal Justice Unit

Acknowledgements

We would like to thank all those who assisted in the design and analysis of the survey questions and preparation of this report. Special thanks go to Mike Hough (South Bank University), Margaret Ayres, Tracey Budd, Claire Flood-Page, Sarah Partridge (all Home Office) and Helen Yeo (Surrey University).

The 1998 BCS was conducted by the National Centre for Social Research (formally Social and Community Planning Research). Particular thanks go to Jon Hales and Nina Stratford.

Finally, this work was completely dependent on the co-operation of the British Crime Survey respondents who gave up their time to take part in the survey.

Joanna Mattinson
Catriona Mirrlees-Black

Contents

Foreword	iii
Acknowledgements	iv
Summary	vii
1 Introduction	1
Setting the scene	
The 1998 British Crime Survey	
2 Perceptions of adult crime and criminal justice	3
Public knowledge of crime and sentencing	
Public attitudes to the criminal justice system	
Sentencing preference in a specific case of burglary	
3 Knowledge of juvenile crime	11
The proportion of crime committed by juveniles	
The involvement of young males and females in crime	
Trends in juvenile crime between 1995 and 1997	
Who has the poorest level of knowledge?	
4 Opinions about youth justice	17
Public opinion of juvenile courts	
Are the police and courts tough enough?	
Which are treated more leniently – adults or juveniles?	
Juveniles' opinions (using the 1998 Youth Lifestyles Survey)	
How do public perceptions influence opinion?	
Sentencing options for juvenile offenders	
5 Understanding sentencing preferences	27
Sentencing preferences	
for shoplifting	
for burglary	
for serious violent attack on a teacher	
Comparing public preferences with sentencing practice	
offence type	
offender age	
recidivism	
The views of victims	

6.	Victims' preferences for 'their' offender	35
	Preferred options for different offences	
	Trends in victims' preferences	
	Predicting preferences	
	Attitudes to restorative justice	
	Who would accept reparation or mediation?	
	The prospects for restorative justice	
7	Policy implications	45
	Youth justice	
	Confidence in the criminal justice system	
	Appendix A Additional tables	49
	Appendix B Logistic regression	73
	Appendix C Survey design and methodology	83
	Appendix D Questions from the 1998 British Crime Survey	89
	References	105
	Publications	109

Summary

The 1998 sweep of the British Crime Survey updated the findings from the 1996 survey on knowledge of crime and criminal justice and attitudes to punishment. It also included new questions focusing on knowledge of juvenile offending and attitudes towards youth justice and juvenile offenders.

Knowledge of crime and criminal justice

- Although more people were aware in 1998 than in 1996 that recorded crime was falling, 59 per cent still thought that it had increased between 1995 and 1997; half of these said it had 'increased a lot'. *(Recorded crime fell by 10% between 1995 and 1997, and had been falling since 1993. The BCS showed a fall of 14% during the same period.)*
- In both 1996 and 1998, nearly four-fifths of respondents thought that 30 per cent or more of recorded crime was violent. *(About 8% of recorded crime is the more serious woundings and sexual assaults. Including common assaults increases the violent proportion to 12%.)*
- As in the 1996 BCS, the use of immediate custody for the offences of burglary and rape is greatly underestimated. For instance, 56 per cent thought that less than 60 per cent of convicted adult rapists are imprisoned. *(99% of males aged 21 or over convicted of rape in England and Wales in 1997 received a custodial sentence.)*

Opinions of the criminal justice system

- Of the parts of the CJS assessed in both 1996 and 1998, prisons were most often rated as doing a poor or very poor job, closely followed by judges, the probation services and magistrates. The police were rated most highly.

- Although opinions about judges have improved significantly since 1996, the vast majority of respondents (80%) still consider they are out of touch with what ordinary people think. Magistrates fare slightly better, with 61 per cent saying they are out of touch.
- The poor rating of sentencers is partly explained by a perception that sentencing is too lenient. Eight in ten thought sentences were too lenient, the same proportion as in 1996.
- Despite the view the courts are too lenient in their sentencing, there is little support for building more prison places. In tackling prison overcrowding, the most popular option is to find new ways to punish offenders that are less expensive than prison but tougher than probation.

Knowledge of juvenile crime

- Juveniles are widely perceived as being responsible for the majority of crime, or at least as equally involved in crime as adults. Although official statistics probably underestimate their involvement, juveniles account for a minority of cautioned or convicted offenders.
- While most people were aware that juvenile crime is committed predominantly by males (68% thought so), nearly a third thought juvenile crime was committed equally by females.
- Over two-thirds thought that both young males and females were becoming increasingly involved in crime. However, according to official statistics between 1995 and 1997 the number of known male juvenile offenders remained constant, while the number of female juvenile offenders fell.

Opinions about youth justice

- A new question in 1998 asked for opinions of juvenile courts and found they were rated worse by the public than any other part of the criminal justice system assessed. Those who hold the view that juvenile courts are doing a 'poor or very poor' job were most likely to:
 - think juvenile offenders are dealt with much too leniently
 - say teenagers hanging round the streets in their local area is a very big problem

- be male
- have a poor knowledge of juvenile crime
- have been a victim of crime recently.
- Three out of four respondents thought that the police and courts are too lenient in their treatment of juvenile offenders. A similar question in the 1998 Youth Lifestyles Survey found that younger respondents (i.e. those aged 12 to 17) were far less likely to agree that the police and courts were too lenient than older respondents (aged 18 to 30 years old).
- Over three-quarters of people felt there were not enough ways of dealing with young offenders. However, when asked what measures they would like to see introduced many mentioned options already available to the courts.

Public sentencing preferences

- Restorative/reparative disposals were a popular choice for juveniles committing offences for the first time. However, persistent offenders attracted a more punitive response, with heavy reliance on custodial sentences.
- Suggestions for the best way to deal with a male juvenile shoplifter, burglar or juvenile who commits a serious violent attack on a teacher were, in general, more punitive than current sentencing practice.
- However, sentencing preferences for a real case of an adult burglar with previous convictions were, if anything, more lenient than sentencing guidelines. About half of respondents advocated a prison sentence, but a quarter suggested community sentence. Financial compensation was the most popular option.

Victims' sentencing preferences

- In the hypothetical sentencing cases, there was no evidence that having been a recent victim increased the punitiveness of sentences.
- Those respondents who had been a victim in the previous year were also asked what action should have been taken against the person who committed their crime. Responses varied considerably across and within offence type:

- burglary with entry, mugging and theft of vehicle were the most likely to attract a prison sentence
- monetary compensation was the preferred option for vehicle-related crimes and incidents of vandalism
- the relatively lenient options of a caution or discharge was the most popular choice across the board, suggested as the most appropriate disposal in a quarter of all crimes.
- Overall, about two-thirds of victims in 1998 were prepared to consider either a mediation meeting with their offender (41%) or receiving reparative compensation from them (58).
- This is about the same level of support as in 1984, when similar questions were asked. About a third of victims at that time were prepared to consider a restorative justice approach as the *only* disposal for their offender.

Chapter 1 Introduction

The British Crime Survey (BCS) has been conducted seven times since the first sweep in 1982. The main purpose of the survey is to give estimates of the extent of household and personal crime in England and Wales (Mirrlees-Black et al., 1998). However, the BCS also covers a wide range of crime and criminal justice issues, and has always been a rich source of information about attitudes to crime and punishment.

The 1996 BCS included a module devoted specifically to knowledge and attitudes to crime and sentencing issues of adult offenders, the findings of which were reported in detail by Hough and Roberts (1998). Some of these questions were repeated in the 1998 sweep.

Setting the scene

The 1996 British Crime Survey found that the public generally had a poor knowledge about crime and the criminal justice system. Hough and Roberts (1998) concluded that:

"...there is widespread ignorance about crime and criminal justice statistics. Misperceptions seem systematic rather than random, in that majorities overestimated the gravity of crime problems, and underestimated the severity of the criminal justice system".

Their analysis indicated that one consequence of this tendency to overestimate the crime problem and underestimate sentencing practice was very low opinions of the courts and sentencers that were undermining public confidence in the criminal justice system (CJS).

"The 1996 BCS suggests that there is a crisis of confidence in sentencers which needs tackling with some urgency. People think that sentencers are out of touch, and that their sentences are far too soft....Correcting public misperceptions about sentencing trends in this country should promote greater public confidence in judges and magistrates. And since the judiciary occupy such a critical place in the criminal justice system, increasing confidence in the courts should promote confidence in the administration of justice".

The 1998 British Crime Survey

The report by Hough and Roberts led to increasing awareness of the importance of educating the public about crime and criminal justice, and methods of achieving this were explored by the Home Office.¹ Many of the questions were therefore repeated in the 1998 survey to monitor levels of knowledge and attitudes. Chapter 2 updates the key findings.

The report by Hough and Roberts was published at the beginning of the 1998 BCS fieldwork period and received wide publicity. The publication of *Cautions, Court Proceedings and Sentencing England and Wales 1997* in September 1998 was also given greater publicity than previously. However, as the latter was published after the 1998 BCS fieldwork period it will not have had an impact on the findings presented here.

In response to a growing interest in juvenile crime, and against a background of considerable legislative change in the area of juvenile justice,² new questions were developed for the 1998 survey specifically to assess knowledge of, and attitudes to, juvenile crime and sentencing. These questions followed on directly after adult offender questions and were asked of the same sample of 7,462 people aged 16 or over.³

Public knowledge of juvenile crime is explored in Chapter 3, which also discusses the extent to which official statistics can provide a complete picture of trends in juvenile crime.

Chapter 4 considers opinions of the way the police and courts deal with young offenders and compares juvenile courts to the other areas of the CJS. It also presents some findings from the attitudes to crime and sentencing section of the 1998 Youth Lifestyles Survey.⁴

Chapter 5 examines the public's view of the best way to deal with male juvenile offenders and explores the extent to which victims' views differ to those respondents who had not been a victim of crime. Chapter 6 also considers victims' views, but in respect of their preferences for dealing with the offender (both adult and juvenile) responsible for their own crime.

The policy implications of the findings are discussed in Chapter 7.

1 Discussion between the Home Office and other partners in the Criminal Justice System continues with the aim of developing new initiatives. Some of these are mentioned in Chapter 7.

2 A reform of youth justice was heralded in the Crime and Disorder Act 1998 with the setting up of the Youth Justice Board and the introduction of new disposals, including reparation and parenting orders.

3 A random half of the BCS sample were asked these questions. The 1998 sweep had a representative sample of 14,947 adults living in private households in England and Wales. The response rate was 79%. Details of the methodology are given in Appendix C.

4 Details of the Youth Lifestyles Survey design and methodology are covered in Appendix C.

Chapter 2 Perceptions of adult crime and criminal justice

The analysis of the 1996 British Crime Survey by Hough and Roberts identified widespread public ignorance about crime and criminal justice, and a link between this and very low opinions of sentencers and sentencing practice. This chapter updates these findings, assessing the extent to which knowledge and opinions changed between 1996 and 1998. It also explores, in more detail than previously, public assessments of the criminal justice system.

Public knowledge of crime and sentencing

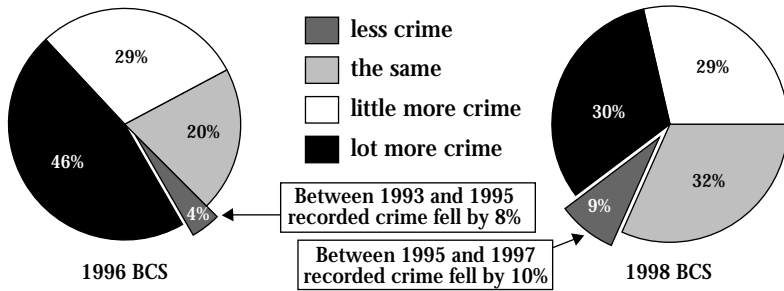
Trends in crime

In both 1996 and 1998, respondents were asked whether recorded crime for the country as a whole had changed over the previous two years (i.e. 1993 to 1995 and 1995 to 1997 respectively). Recorded crime comprises a subset of offences that the police are required to notify to the Home Office (Notifiable Offences). However, a large proportion of crime does not get recorded by the police, either because it is not reported to them or they do not record it for whatever reason (Mirrlees-Black et al., 1998). The propensity of the public to report offences to the police changes over time as does police recording practice, so recorded crime may not accurately reflect the underlying trend in crime. The BCS arguably provides a better indication of trends in crime (for those offence types it covers) as it includes crimes not reported to the police and those reported but not recorded.

Between 1993 and 1995, recorded crime fell by eight per cent, while the BCS showed little change. Nevertheless, three-quarters (75%) of those questioned in 1996 believed that recorded crime had increased between 1993 and 1995, and nearly half (46%) thought it had increased 'a lot'.

Between 1995 and 1997, recorded crime fell by 10 per cent (Povey and Prime, 1998). The BCS confirmed this downward trend, showing a fall of 14 per cent. There was some evidence that the message of falling crime was getting across to the public with 59 per cent of respondents now believing that crime had risen, and half of these that it had risen 'a lot' (Figure 2.1).

Figure 2.1: Public perceptions of the trend in recorded crime

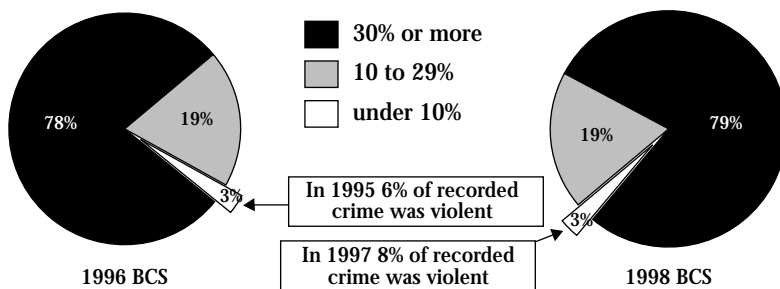


Question: Would you say there is more recorded crime, less crime or about the same amount (since two years ago)?

Violent crime

Another indication that the public overestimate the crime problem is the proportion of offences they believe to be violent in nature. In both 1996 and 1998 nearly four-fifths of respondents thought 30 per cent or more of crime was violent (Figure 2.2). However, only about eight per cent of recorded crimes at the time involved bodily harm or were crimes of a sexual nature. Notifiable offences did not then include common assaults. The indications are that including these less serious, non-injury offences would increase the proportion to about 12 per cent (Povey and Prime, 1999).⁵

Figure 2.2: Public perceptions of proportion of recorded crime that is violent



Question: Of every 100 crimes recorded by the police, what number do you think involve violence or the threat of violence?

⁵ If BCS figures are used, woundings and robbery account for six per cent; a further 14% are common assaults involving little or no injury (Mirrlees-Black et al., 1998).

Use of custody

Public awareness of the use of immediate custody for the offences of burglary and rape has also remained unchanged since 1996.⁶ In both sweeps over half of respondents made large underestimates. For example, in 1997 99 per cent of males aged 21 or over convicted of rape were sentenced to immediate custody. However, the majority of respondents put the figure at under 60 per cent (Table 2.1). Overall, these findings from the two sweeps of the BCS were very similar.

Table 2.1: Perceptions of sentencing practice: estimates of courts' (magistrates' courts and the Crown Court) use of immediate custody

	Rape		Burglary	
	1996 %	1998 %	1996 %	1998 %
Large underestimate <i>Rape: 0% to 59%</i> <i>Burglary: 0% to 30%</i>	57	56	55	56
Small underestimate <i>Rape: 60% to 84%</i> <i>Burglary: 31% to 49%</i>	26	25	15	15
Accurate <i>Rape: 85% to 100%</i> <i>Burglary: 50% to 79%</i>	17	19	26	26
Overestimate <i>Rape: not applicable</i> <i>Burglary: 80% to 100%</i>	-	-	4	3
Total	100	100	100	100

Notes:

1. Source: 1996 and 1998 BCS.
2. In 1995 96% of males aged 21 or over found guilty of rape were sentenced to immediate custody. In 1997 it was 99%.
3. In 1995 60% of adults aged 21 or over found guilty of burglary in a dwelling were sentenced to immediate custody. In 1997 it was 69%.

Question: *Out of every 100 men [for rape] / 100 adults [for burglary] aged 21 or over who are convicted of [rape/house burglary] how many do you think are sent to prison?*

⁶ Of course, the proportion sentencing to immediate custody refers to those who were found guilty. As with all offences there is a degree of attrition through the criminal justice system e.g. not all offenders are charged by the police etc.

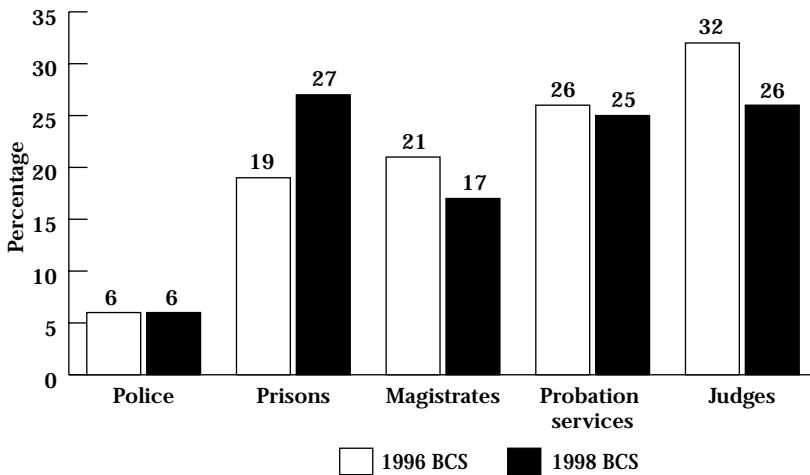
Public attitudes to the criminal justice system

Respondents were asked to rate ‘how good a job’ each of selected CJS professions did. In 1996, judges emerged with the lowest rating, with nearly a third (32%) of respondents stating they did a “poor or very poor” job (Table A2.1).⁷

However, assessments of judges had significantly improved by 1998, with only a quarter (26%) of respondents still stating they did a “poor or very poor” job. Indeed, this shift moved judges out of the worst place position, with marginally more (27%) respondents saying the prisons were doing a “poor or very poor” job (Figure 2.3).⁸ The public’s rating of magistrates also significantly improved between 1996 and 1998.

It is difficult to say why opinion of judges had improved between 1996 and 1998. The media may have had some influence. Before and during the 1996 fieldwork period (primarily January to March 1996) a number of articles appeared in the press criticising judges. The Independent newspaper referred to “an unwelcome season of judge-bashing”.⁹ The publication of the 1996 BCS findings in January 1998 may themselves have had some influence in improving opinion. However, the public’s views of judges in other respects have remained largely unchanged.

Figure 2.3: Percentage of respondents rating professional groups within the criminal justice system as ‘poor or very poor’



Question: *We would like to know how good a job do you think each of these groups of people are doing? [police, judges, magistrates, prisons and probation services]*

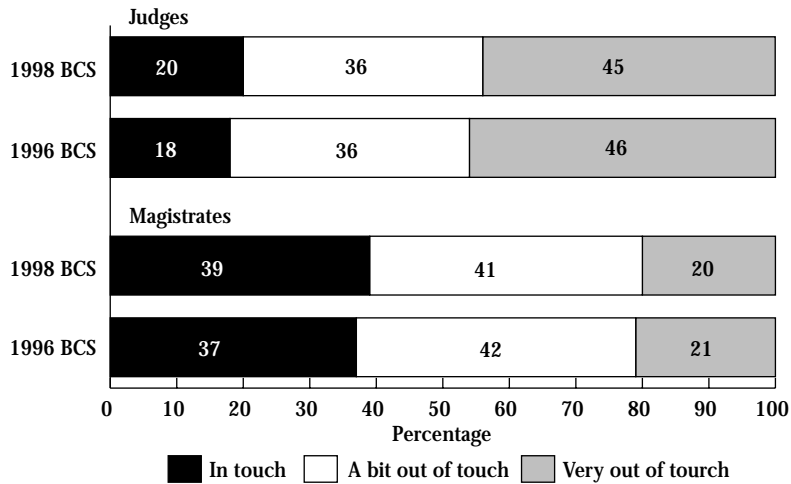
⁷ In order of public satisfaction (highest first): police, prison service, magistrates, CPS, probation service and judges.

⁸ A new question in the 1998 survey asked about juvenile courts, and these received the worst rating of all. This is discussed further in Chapter 4.

⁹ The Independent. 11 December 1995.

As in 1996, the vast majority of respondents (80%) also felt that judges are out of touch with what ordinary people think. Magistrates fared better with 61 per cent of people saying they were out of touch (Figure 2.4).

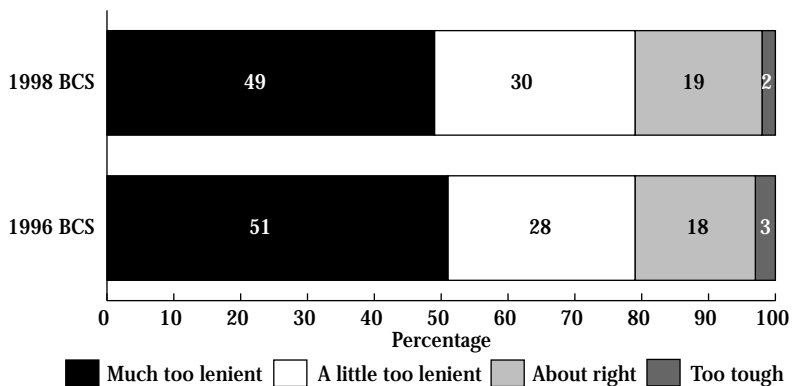
Figure 2.4: Opinions of judges and magistrates



Question: Do you think that [judges/magistrates] are generally in touch or out of touch with what ordinary people think?

Four out of five (79%) respondents were also still of the view that the Crown Court and magistrates’ courts were too lenient in their sentencing (Figure 2.5).

Figure 2.5: Opinion on sentences handed down by the courts



Question: In general would you say that sentences handed down by the courts are too tough, about right or too lenient?

Despite the fact that in general the public think the courts are too lenient they do not advocate creating more prison places. The 1998 BCS asked respondents on the best method of reducing overcrowding in prisons. As in 1996 “build more prisons and pay for them by raising taxes or cutting spending in other areas” was the least favoured of the three options available to respondents (16%). The majority (61%) chose “find new ways of punishing offenders that are less expensive than prison but tougher than probation” (Table A2.2).

Who gives the lowest ratings of the CJS?

Those who had been a victim of crime in the previous year tended to rate the CJS less well than others. For example eight per cent of victims said they thought the police were doing a “poor or very poor” job compared to five per cent of non-victims, and the differences between victims and non-victims were statistically significant for all the professional groups examined, with the exception of the probation service (Tables A2.3 to A2.7). Victims were also more likely to say that both magistrates and judges were very out of touch with what ordinary people think.

Men were also more likely to say both magistrates and judges are out of touch and their sentences were far too lenient. They also tended to have a worse opinion of the CJS, with the exception of prisons, which women rated less well.¹⁰

Analysis of the 1996 BCS has shown that those with the poorest knowledge about crime and punishment tend to have lower opinions of the courts and sentencers (Hough and Roberts, 1998). Those who overestimate the crime problem and underestimate the use of custody have the lowest opinions.¹¹

Sentencing preference in a specific case of burglary

To compare the public’s sentencing preferences to those of the court, both sweeps of the BCS described a real case, and asked respondents to select a sentence (or sentences, as multiple responses were permitted). The details of the case were presented on a show-card as follows:

10 The results from the bivariate analysis (Tables A2.3 to A2.7) indicate that individuals with certain characteristics are more likely to think CJS professional groups are doing a “poor or very poor” job. However, three logistic regression models indicated that being male or being a recent victim of crime were influential in having a poor view of judges, magistrates and the police, independent of, or over and above the effect of other factors.

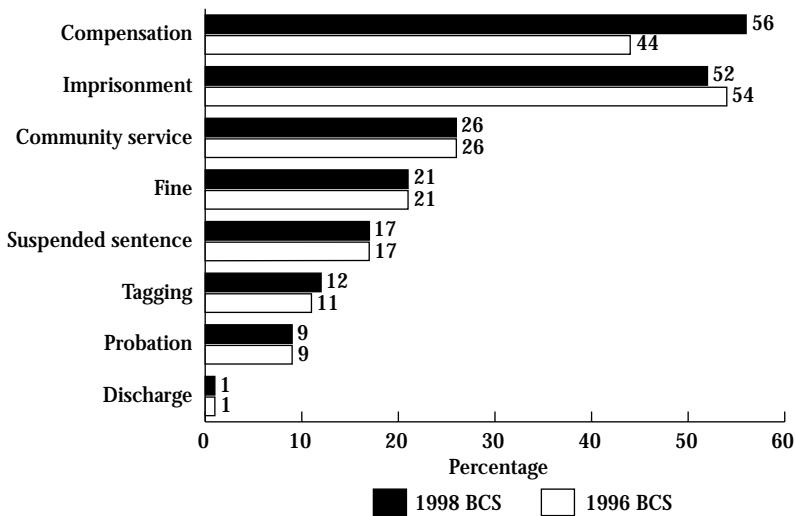
11 Not all the knowledge questions in 1996 survey were repeated in 1998, but multivariate analysis shows that answering all the 1998 questions incorrectly increases the likelihood of a poor rating of both judges and magistrates, independent of the effect of other factors.

A man aged 23 pleaded guilty to the burglary of a cottage belonging to an elderly man whilst he was out during the day. The offender, who had previous convictions for burglary, took a video worth £150 and a television which he left damaged near the scene of the crime.

The offender was sentenced to three years immediate imprisonment at the Crown Court, which was reduced on appeal to two years.¹² A subset of 1996 respondents were provided with a list of alternatives and asked to choose one or more punishments. On balance, respondents were if anything more lenient than sentencing guidelines at the time of the survey.

The 1998 BCS repeated this show-card question. Respondents' preferences had not changed since the 1996 BCS with one exception – the increased popularity of compensation (Figure 2.6).

Figure 2.6: Sentencing preferences in a specific case of burglary



Notes:

1. Totals for each sweep exceed 100 per cent due to multiple selections by respondents.
2. In 1996 only a subset of respondents (5,656) were offered the show card giving the sentencing options.

Comparing the views of those respondents who had experienced an actual or attempted burglary in the previous year confirms Hough and Roberts' finding that victims are generally no more punitive than non-victims (Table 2.2).

¹² At the time of the survey, had such a case appeared before magistrates, it would almost certainly have attracted the maximum of six months. Crown Court sentences for similar cases might have ranged from six months to two years.

Table 2.2: Victims' and non victims' sentencing preferences in a specific case of burglary

Sentencing option	Non-victim	Victim of burglary during recall period ⁽²⁾	All respondents
	%	%	%
Compensation	56	58	56
Imprisonment	51	55	52
Community service	26	24	26
Fine	21	21	21
Suspended sentence	17	15	17
Tagging	12	13	12
Probation	9	8	9
Discharge	1	1	1
<i>Unweighted N</i>	<i>6,947</i>	<i>467</i>	<i>7,414</i>

Notes:

1. Source 1998 BCS.
2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).
3. Columns exceed 100% due to multiple selections by respondents.
4. None of the differences between victims and non-victims are statistically significant (at the two-tail 5% level).

The proposition that victims of crime are no more punitive than non-victims is also in line with other research in this area (for example Hough and Moxon, 1985 and Hough and Roberts, 1998). Chapters 5 and 6 of this report takes a closer look at the views of victims of crime.

Chapter 3 Knowledge of juvenile crime

To assess public knowledge of juvenile crime, respondents in the 1998 BCS were asked about:

- the proportion of crime committed by juveniles
- the involvement of young males and females in crime
- trends in juvenile crime between 1995 and 1997.

The proportion of crime committed by juveniles

The limitations of administrative criminal statistics in giving an accurate picture of crime were referred to in the previous chapter. Arguably these limitations are even greater for juvenile crime, that is offences committed by males and females between 10 and 17 years of age. This is partly because the type of crime they tend to be involved in (e.g. criminal damage and shoplifting) have low rates of reporting to the police¹³ and partly because juvenile offenders are often dealt with outside the formal system by way of 'informal' police caution and other methods of diversion.¹⁴ Statistics are only available on those that receive what were, at the time of the survey,¹⁵ formal police cautions or are found guilty at court. Together these are referred to as 'known offenders' (Mattinson, 1998).¹⁶

Crimes are not recorded according to the age of the offender (which will usually not be known). Therefore the best indicator of the proportion of crime committed by juveniles is the proportion of known offenders who are juveniles. In 1997, 11 per cent of all known offenders were aged between 10 and 17.¹⁷ As suggested above, this is likely to be an underestimate.¹⁸

13 For instance, in 1997, around one in six of all juvenile known offenders in 1997 were cautioned or found guilty of shoplifting compared to one in 20 adult offenders (Home Office, 1998). But the 1994 Commercial Victimization Survey showed that only 20 per cent of thefts by customers were reported (Mirrlees-Black and Ross, 1995).

14 A study by Collier (1996) found that a smaller proportion of juveniles coming to the attention of the police than adults were subject to prosecution or formal caution; in other words, they were more likely to attract informal cautions or to be dealt with in other ways.

15 The Crime and Disorder Act 1998 replaced cautions with police reprimands and final warnings for juvenile offenders. These will be implemented nationally in 2000/2001.

16 Including findings of guilt at magistrates' courts, the Crown Court and youth courts.

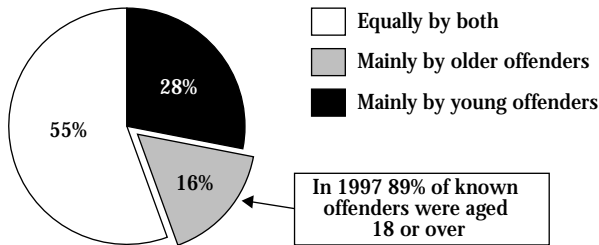
17 This is based on all criminal offences. Excluding summary motoring offences increases the proportion of juvenile known offenders to 17 per cent.

18 Coleman and Moynihan (1996) claim this is likely to be an *overestimate*, mainly because juveniles are more likely to be caught, though there is no conclusive evidence that this is the case.

Nevertheless, the indications are that the public considerably overestimates juvenile involvement in crime. 28 per cent of respondents felt that young offenders were responsible for most crime, only 16 per cent thought it was older offenders, and 55 per cent thought it was equally split (Figure 3.1).¹⁹

This may in part reflect what respondents are defining as ‘crimes’ or perceiving as problems they associate with crime. For instance, the most visible ‘crimes’ of low level physical disorder (such as graffiti and minor vandalism) and social disorder on the streets, are predominantly committed by younger offenders but will tend not to figure in official criminal statistics.

Figure 3.1: Public perceptions of the proportion of crime committed by juveniles



Question: *Do you think crime is committed mainly by young offenders, mainly by older offenders or equally by both?*

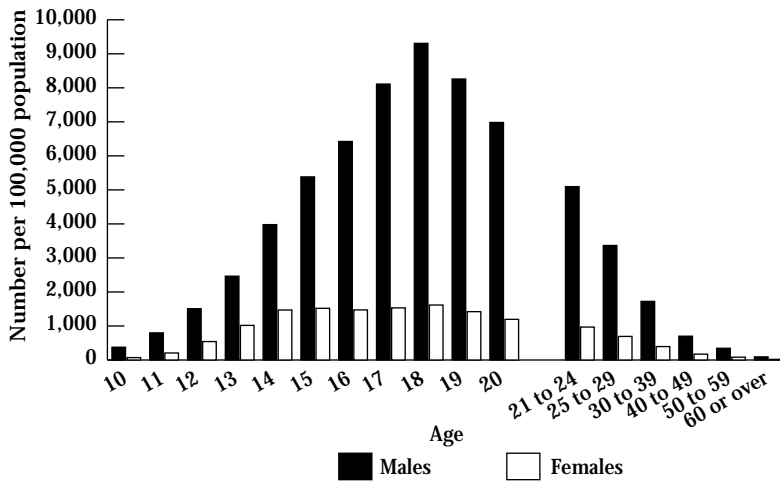
Many respondents were clearly concerned about the behaviour of young people, with four out of ten describing teenagers hanging around on the streets and/or vandalism, graffiti and deliberate damage to property as being a problem in their local area. Respondents are likely to extrapolate from their own local experience when forming a view about the national crime picture. Certainly, those respondents who said teenagers hanging around was a very big problem in their area were significantly more likely to say crime was mainly committed by juvenile offenders. The influence of experience on opinions is returned to later in the chapter.

Although the BCS intended to ask whether younger or older offenders are responsible for the greater proportion of crime, the question may also have been interpreted as asking about rates of offending. That is, what is the most *common age* of offending. This is only available for indictable offences (such as violence against the person, burglary, theft and handling stolen goods and drug offences). These are the types of crime juveniles are more likely to be involved in (in 1997, 24 per cent of all known offenders who committed indictable crimes were aged between 10 and 17). Figure 3.2 shows that in

¹⁹ Those who overestimate the proportion of crime committed by juveniles are more likely to be male, older and living in the North of England (Table A3.1).

1997 the ‘peak age’ of known offending was 18 for both males and females. The number of known offenders per 100,000 of the population drops sharply after the age of 21. Given the caveat that when juveniles come to the attention of the police they are less likely to be formally proceeded against, the ‘actual’ picture of offending will be younger than that suggested in Figure 3.2.

Figure 3.2: Persons found guilty of, or cautioned for, indictable offences per 100,000 population by age group, 1997, England and Wales



Source: Home Office, 1998

The involvement of young males and females in crime

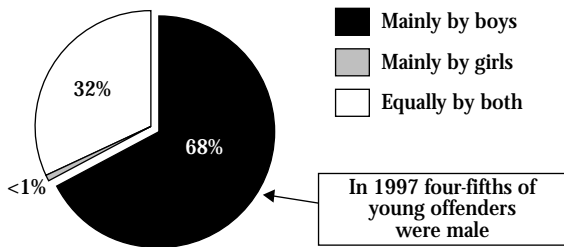
Although only a fifth of ‘known’ juvenile offenders are female, this is likely to be an underestimate as juvenile females are less likely to be formally cautioned or prosecuted than juvenile males (Collier, 1996).²⁰ Nevertheless, the evidence points to a greater involvement of males than females in crime.²¹

Most people are aware that young offenders are predominantly male (68% thought so). But nearly a third thought juvenile crime was committed equally by females (Figure 3.3), and interestingly women were far more likely to think so than men (Table A3.2). Virtually no one thought females were currently the main culprits.

²⁰ The different mix of offences committed by males and females may at least partly explain this finding.

²¹ The ratio of male to female juvenile known offenders has gone up slightly in recent years. In 1997 82 per cent of juvenile known offenders were male compared with 80 per cent in 1995. The 1993 Youth Lifestyles Survey confirms the greater involvement of young males (aged 14 to 17) in crime than females but does not suggest such a large difference (Graham and Bowling, 1995).

Figure 3.3: Public perceptions of the gender breakdown of juvenile crime



Question: *Do you think crime committed by young offenders is committed mainly by boys, mainly by girls or equally by both?*

Trends in juvenile crime between 1995 and 1997

Roughly two thirds (65%) of BCS respondents thought that the number of male juvenile offenders had increased between 1995 and 1997, and even more (70%) thought the number of female juvenile offenders had increased (Figure 3.4).²² On the latter point, it may be that people expect women to encroach further into crime as they become more equal in other respects. Also, the media are quick to draw attention to any apparent evidence that women are becoming more criminal.

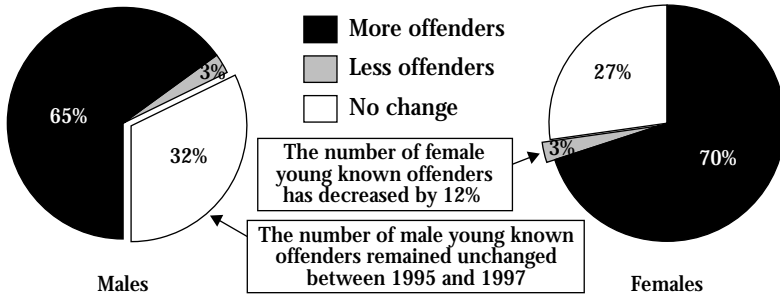
This widespread perception of increasing levels of juvenile crime is not supported by evidence from administrative criminal statistics. Between 1995 and 1997 the number of known female juvenile offenders *fell* by 12 per cent while the number of male juvenile offenders remained unchanged.

Why such a great disparity between perceptions and the statistics? *If* the use of informal cautions has increased this *may* mean the statistics of 'known offenders' underestimate what was in fact an upward trend. However, evidence from other sources, including trends in crimes of the type young people are most likely to be involved in, do not suggest any increase in juvenile offending between 1995 and 1997. For instance, according to the 1998 BCS, domestic vandalism fell by 15 per cent over this period, while the British Retail Consortium survey found a 21 per cent fall in customer theft (shoplifting) (British Retail Consortium, 1999).²³ Media portrayals of persistent juvenile offenders and the continuing influence of the James Bulger murder on the public psyche, are the most likely cause.

²² Tables A3.3 and A3.4 show the proportion of respondents who thought the number of male/female juvenile offenders has increased in the past two years by various demographic groups. There were few consistent patterns for the variables examined.

²³ The Youth Lifestyles Survey, which measures self-reported offending, does not provide evidence for the period 1995 to 1997.

Figure 3.4: Public perceptions of trends in juvenile offending



Question: Do you think the number of male/female offenders has changed over the past two years?

Who has the poorest level of knowledge?

To target strategies to tackle misperceptions about juvenile crime effectively, it is necessary to identify those with the poorest level of knowledge. Here, these were defined as those who answered all four questions on juvenile crime incorrectly. Overall 14 per cent did so.

Logistic regression was then used to identify those characteristics which were most closely associated with poor levels of knowledge about juvenile crime. Table 3.1 shows the significant characteristics, in decreasing order of importance.²⁴ Having a low level of educational attainment was, perhaps not surprisingly, the most influential factor in this respect.

Although being female was predictive of poor knowledge, women scored worse than men on only one question: they were more likely to attribute a larger proportion of juvenile crime to female offenders. It is their answers to this question only which causes gender to appear in the model.

Perceiving teenagers hanging around the streets as a “very big problem”, living in a privately rented property and having a lower household income were also influential.²⁵ These factors point to the importance of local experience in forming judgements about ‘national’ crime. It may be, for instance, that in areas with high levels of privately rented accommodation and lower incomes (traditionally higher crime areas (Mirrlees-Black et al., 1998)) the local picture is indeed rather different to the national one.

²⁴ Predictiveness was taken here from the order in which the variables were selected for inclusion in the regression equation according to a forward stepwise procedure. Full details of logistic regression, the variables included in the model and results can be found in Appendix B.

²⁵ Being a victim of crime during the recall period of the 1998 BCS (typically January 1997 to March 1998) was not predictive of having a poor level of knowledge. In other words, it is the area the person lives in rather than direct experience of victimisation per se that seem to be partly forming peoples’ ‘knowledge’ of juvenile crime.

Table 3.1: Factors relating to respondent having a poor level of knowledge of juvenile crime

	Poor level of knowledge
Education	
Low educational qualifications	✓
Tenure	
Private renters	✓
Teenagers hanging around the streets	
Very big problem	✓
Financial status	
Household income of under £30,000	✓
Sex	
Female	✓
Age	
Middle aged or older people	✓
Social class	
Non professionals	✓

Notes:

1. Source 1998 BCS.
2. Tick indicates a significant positive relationship between having a poor level of knowledge and the variable considered (e.g. whether the respondent lived in a council house). Logistic regression takes account of the fact that variables overlap (e.g. being an older person living in a council house).
3. Bivariate results can be found in Table A3.1 to A3.5.

Chapter 4 Opinions about youth justice

The 1998 BCS explored public assessments of youth justice with new questions asking for ratings of the courts dealing with juveniles and the extent to which the police and courts' treatment of juvenile offenders was too tough or too lenient. A further question explored whether the public believe the police and courts have sufficient options for dealing with juvenile offenders, and what additional options might be useful to them.

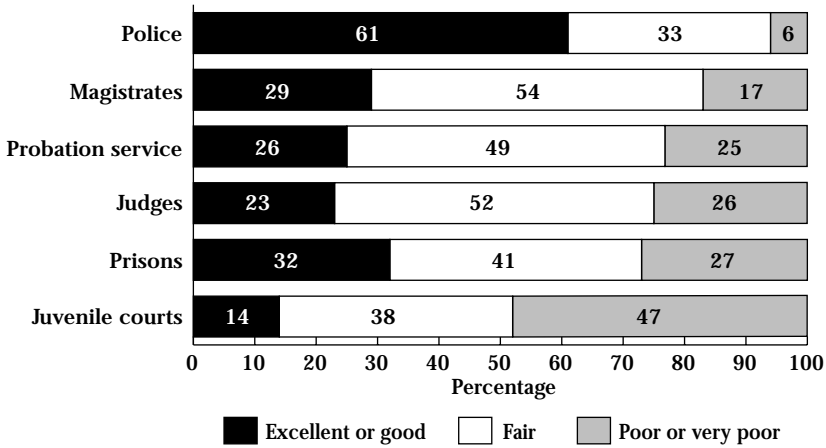
Public opinion of juvenile courts

In addition to repeating the 1996 BCS questions about how good a job certain professional groups within the CJS were doing (see Chapter 2), the 1998 BCS additionally asked for an assessment of the juvenile courts.²⁶ The ratings were very poor: only 14 per cent thought that the juvenile courts did a "good or excellent job". This is less than for any of the CJS professions, including judges (23%) and magistrates (29%). Even more striking was the finding that nearly half (47%) thought the juvenile courts were doing "a poor or very poor job", ranking them far lower than prisons in this respect (Figure 4.1).²⁷

26 Young people aged between 10 and 17 inclusive are tried in the youth court by specially trained magistrates. The youth court was introduced on 1 October 1992 and replaced the old juvenile courts, which dealt with offenders only up to and including age 16. A child or young person is tried in the youth court regardless of his or her alleged offence (apart from in a few specific circumstances). For more information see Criminal Statistics England and Wales 1997 (Home Office, 1998). However, throughout the BCS interview young offenders were referred to as juveniles, therefore the questions were worded more colloquially as "juvenile courts".

27 As with all other analysis presented in this report 'don't knows' and refusals are excluded. However, it is worth noting that seven per cent of respondents said don't know to juvenile courts compared with nine per cent for the probation service and two per cent for both judges and magistrates.

Figure 4.1: Public opinion of juvenile courts and other criminal justice agencies



Question: We would like to know how good a job you think each of these groups of people are doing? [police, judges, magistrates, prisons, probation services and juvenile courts]

Respondents who had been a recent victim of crime had a lower opinion of juvenile courts than those who had not.²⁸ Those who rated juvenile courts as “poor or very poor” were more likely to be male, have manual occupations and live in the East Midlands or North East of England. There were few consistent patterns for the other demographic variables examined (Table A4.1).

Are the police and courts tough enough?

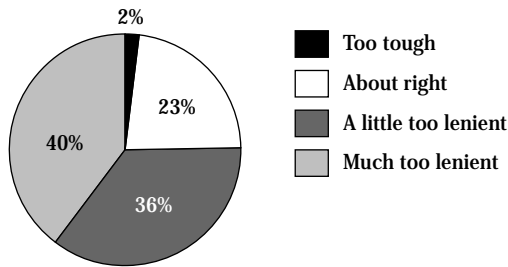
As discussed in Chapter 2, the public view of the courts (by implication the adult courts) tends to be that they treat offenders too leniently. This view is particularly prevalent when it comes to the way the CJS deals with juvenile offenders. Three-quarters (76%) thought the way the police and courts dealt with young offenders was too lenient and 40 per cent said that they were “much too lenient” (Figure 4.2). This finding mirrors that of other countries, including the USA (Opinion Research Corporation, 1982) and Canada (Spratt, 1996).

There is some evidence that respondents are thinking of the most serious types of crime when they answer this type of question. Doob and Roberts (1988) asked respondents which kind of offender they had in mind when

²⁸ 51 per cent of those who had been a victim of BCS crime during the recall period (1 January 1997 to date of interview (typically during January to March 1998)) said that juvenile courts are doing a poor or very poor job compared with 45 per cent of non-victims (Table A4.1).

answering this type of general leniency question. 45 per cent of those who thought sentences were too lenient were thinking of a violent offender compared with 21 per cent of those who said sentences were either about right or too harsh. The implications of this are returned to in Chapter 5.

Figure 4.2: Public opinion of the way the police and courts deal with young offenders

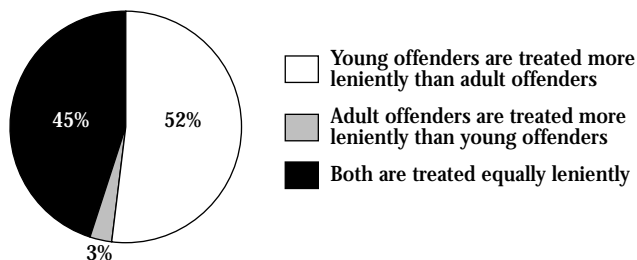


Question: In general, would you say that the way the police and courts deal with young offenders (aged 10 to 17) is too tough, too lenient or about right?

Which are treated more leniently – adults or juveniles?

The public are far more critical of juvenile justice than the adult system. Of those respondents who considered both adults and juveniles were dealt with too leniently, just over half thought this was a greater problem for juveniles than adults, and just three per cent vice versa. The remainder saw it as an equal problem regardless of offender age (Figure 4.3).

Figure 4.3: Public opinion of whether adults or juveniles are treated more leniently²⁹



Question: Previously you said you thought both adult and young offenders are treated too leniently. Do you think young offenders are treated more leniently than adult offenders, adult offenders are treated more leniently than young offenders or both are treated equally leniently?

²⁹ Only those 4,654 respondents that considered both adults and juveniles were treated too leniently answered this question.

Juveniles' opinions (using the 1998 Youth Lifestyles Survey)

Similar questions on attitudes to the treatment of juveniles by the police and courts were asked of 12 to 30 year olds in the 1998 Youth Lifestyles Survey (YLS).³⁰ As the YLS asks respondents about their own offending behaviour it is possible to compare the views of offenders with those who have never offended (or at least did not admit to offending in the survey). A young person was defined as an offender if they had ever committed three or more 'minor' offences or one 'major' offence (major offences are all violent offences, stealing a car, snatching a bag or purse and sneaking into a house in order to steal something).

Younger respondents (i.e. those aged 12 to 17 years old) were far less likely to agree that the police and courts were too lenient than older respondents (aged 18 to 30 years old) (Table 4.1).³¹ There also exists a smaller but nevertheless statistically significant difference between the views of juvenile offenders and non-offenders, with offenders more likely to say the police and courts were too tough in the way they treated juvenile offenders (15% versus 7%). There is little difference between the older offenders/non-offenders' views. This *may* be because of the possible time lapse between any offending behaviour and being a YLS respondent.

Table 4.1: Juvenile and young adults' opinions of the way the police and courts deal with young offenders (1998 YLS)

	Offenders ⁽²⁾	Non offenders ⁽²⁾	All respondents ⁽³⁾
	%	%	%
Respondents aged 12 to 17			
Too tough	15	7	9
About right	54	65	62
Too lenient	31	29	29
<i>Unweighted N</i>	<i>348</i>	<i>982</i>	<i>1,669</i>
Respondents aged 18 to 30			
Too tough	4	2	3
About right	26	31	30
Too lenient	71	67	67
<i>Unweighted N</i>	<i>809</i>	<i>1,578</i>	<i>2,878</i>

Notes:

1. Source 1998 YLS.
2. Based on respondents answering survey using computer self-completion only. For further information please see Appendix C.
3. Based on all respondents.
4. A respondent was defined as an offender if they had ever committed three or more 'minor' offences or one 'major' offence (major offences are all violent offences, stealing a car, snatching a bag or purse and sneaking into a house in order to steal something).

³⁰ Findings from the first Youth Lifestyles survey in 1993 were reported by Graham and Bowling (1995). Findings presented here represent only a small selection of the questions covered by the 1998 YLS. The main 1998 YLS report is forthcoming.

³¹ The YLS gave respondents three choices (too tough, too lenient or about right) compared to the five choices available to BCS respondents (much too tough, a little too tough, about right, a little too lenient or much too lenient). This means BCS and YLS findings cannot be directly compared.

YLS respondents were also asked which they felt were treated more leniently – adult or juvenile offenders.³² 57 per cent of juvenile respondents who admitted to offending behaviour said juvenile offenders were treated more leniently compared with 51 per cent of their non-offending contemporaries. Again older respondents were more likely to hold the view that juveniles were treated too leniently (Table A4.3).

How do public perceptions influence opinion?

Returning to the BCS, it is evident that at least part of the poor rating of the juvenile courts is due to the perception that the system is too soft on offenders. Two thirds (67%) of those who believe the police and the courts are much too lenient in their treatment of juvenile offenders also have a poor or very poor opinion of juvenile courts (Table 4.2). The most positive ratings are by those who think the way juveniles are dealt with by the system is about right: 81 per cent of this group thought the courts were doing a fair, good or excellent job.

Table 4.2: Extent to which views about sentencing influences public opinion of juvenile courts

<i>The job juvenile courts are doing is:</i>	<i>The way that the police and the courts deal with young offenders is:</i>			
	Too tough ⁽²⁾	About right	A little too lenient	Much too lenient
Excellent or good	27	30	12	6
Fair	31	51	44	26
Poor or very poor	42	19	44	67
<i>Unweighted N</i>	<i>120</i>	<i>1,488</i>	<i>2,418</i>	<i>2,753</i>

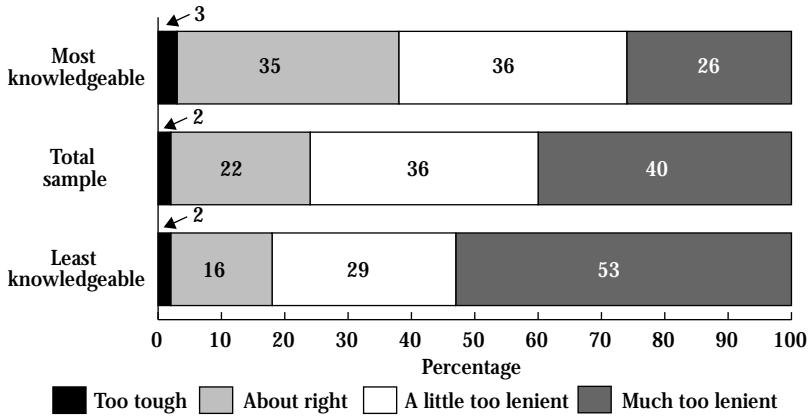
Notes:

1. Source 1998 BCS.
2. Includes both "a little too tough" and "much too tough".

Ratings of the system and the way it deals with offenders also appear to be influenced by beliefs about juvenile crime. Respondents who were least well informed about juvenile crime (defined in Chapter 3 as the 14 per cent of respondents who answered all questions on juvenile crime incorrectly), were twice as likely to believe that young offenders were treated much too leniently as the best informed (defined as those respondents who answered at least three of the four questions on juvenile crime correctly) (Figure 4.4).

³² The BCS question only asked those respondents who had previously stated they felt both adults and juvenile offenders are treated too leniently as opposed to the YLS question which asked all respondents. Because of this it is not possible to make direct comparisons between the YLS and BCS findings.

Figure 4.4: Extent to which knowledge of youth crime influences opinions about sentencing



A similar result is obtained when knowledge of youth crime and assessment of juvenile courts are compared. Only 35 per cent of those best informed thought that the juvenile courts were doing a poor or very poor job compared with 55 per cent of those with a poor level of knowledge (Table A4.4).

That there is a relationship between low levels of knowledge and negative assessments of juvenile justice is confirmed by logistic regression analysis. This shows that, independently of other factors such as age, sex and victimisation, poor knowledge is predictive of a low opinion of the youth courts (Table 4.3). Of greater predictiveness,³³ however, is believing that the police and courts are too lenient in the way they deal with young offenders.³⁴ (Full details of logistic regression, the variables included in the model and results can be found in Appendix B.)

³³ Predictiveness was taken here from the order in which the variables were selected for inclusion in the regression equation according to a forward stepwise procedure.

³⁴ A logistic model to predict the view that the police and courts are "much too lenient" was also produced. Poor knowledge followed by teenagers hanging around the streets being perceived as a "very big problem" were found to be the best predictors.

Table 4.3: Factors related to respondent thinking juvenile courts are doing a poor or very poor job

	Juvenile courts are doing a "poor or very poor" job
Opinion on way police/courts deal with young offenders	
Much too lenient	✓
Teenagers hanging around the streets	
Very big problem	✓
Sex	
Male	✓
Knowledge of youth crime	
Poor knowledge	✓
Victim of crime during BCS recall period⁽³⁾	
Victim	✓

Notes:

1. Source 1998 BCS.
2. Tick indicates a significant positive relationship between thinking the juvenile courts are doing a poor or very poor job and the variable considered (e.g. whether the respondent was male). Logistic regression takes account of the fact that variables overlap (e.g. being a male victim).
3. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).
4. Bivariate results can be found at Tables 4.2, A4.1 and A4.4.

That people who thought teenagers hanging around the streets was a 'very big problem' were more likely to have poor opinions of the youth courts is intriguing. It may be that physical and social disorder is taken as evidence of a crime problem that is not being adequately contained. Or, perhaps, reflects a belief that the police and courts remit does – or ought to – encompass dealing with such issues.

The relationship between poor knowledge of juvenile offending and negative perceptions of juvenile courts indicates the value of providing the public with more information about juvenile crime. Hough and Roberts in their study of public attitudes towards adult crime reached the same conclusion – information about current crime and sentencing trends needs to be disseminated more effectively to key audiences to promote confidence in the system.

Sentencing options for juvenile offenders

Some of the concern about the effectiveness of the juvenile system seems to come from a belief that they do not have adequate powers to deal effectively with offenders. Over three-quarters of respondents felt there were not enough options available to the police and courts, and those who held a poor or very poor view of juvenile courts were more likely to think this

(Table A4.5). Those who said there were not enough options were asked what other ways the courts and police would find useful in dealing with young offenders. Table 4.4 summarises the measures suggested.³⁵

“Parental punishment or responsibility” and “custodial sentences” were the two most popular choices. Within these broad categories the most common responses were “make the parents responsible for their children’s actions or more parental control” (15% of *all* respondents) and “borstal/detention centre/prison/young offenders institution/secure places/custodial sentences” (12% of *all* respondents).

Table 4.4: Respondents’ suggestions of new ways of dealing with young offenders

Suggested method of dealing with young offenders	Percentage of respondents choosing method ⁽²⁾
Parental punishment or responsibility	21
Custodial sentences	13
Community work	12
Prevention or treatment	11
Harsher punishment	11
Tagging or curfew	10
Corporal or capital punishment	9
Apologise or compensate victims	8
More powers	7
National service	7
Name and shame	4
Other	26
<i>Unweighted N</i>	<i>4,180</i>

Notes:

1. Source 1998 BCS.
2. Column exceeds 100% due to multiple answers by respondents.
3. This was an open ended question.

Respondents’ preference for increased parental responsibility and parental control is supported by other research. Hough and Roberts (1998) found that increased discipline in the home was viewed as the most effective strategy in preventing crime, while both the 1998 BCS and an ONS Omnibus indicated that poor parental discipline is considered the main cause of crime (Table A4.7 and Clarke, 1998 respectively). Since the survey new disposals such as parenting orders have been introduced as part of the Crime and Disorder Act 1998.³⁶

³⁵ A complete list of suggested new ways of dealing with juvenile offenders can be found in Table A4.6.

³⁶ Parenting orders are designed to help and support parents or guardians in addressing their child’s anti-social or offending behaviour. The orders are planned to be implemented nationally in 2000/2001 (Home Office, 1998a).

Many of the suggestions for *new* ways of dealing with juvenile offenders, such as curfew orders, fining parents and community work, were already available to the courts at the time of the survey, suggesting that the public is not aware of many non-custodial options. This is not just an issue for juvenile justice. In the 1996 BCS, respondents were asked to list as many sentencing options for adults as they could. While over two-thirds of respondents identified community service, other options such as compensation and conditional discharge were only mentioned by a minority of respondents (16% and 8% respectively).

Chapter 5 Understanding sentencing preferences

In passing sentence judges and magistrates take into account a variety of factors, including the type and nature of the offence, the age of the offender and their previous criminal history. Sentencers' discretion is constrained, of course, both by statute and by the Court of Appeal, which in combination specify how to take account of aggravating and mitigating factors.

To assess the extent to which people think the type of offence, offender age and criminal history should influence sentences, respondents in the 1998 BCS were asked to consider the most appropriate way to deal with a male offender under four scenarios. That he was a:

- 10-year-old first time offender
- 15-year-old first time offender
- 10-year-old persistent (three or more times) offender
- 15-year-old persistent offender.

A third answered in respect of the offence of shoplifting, a third in respect of burglary, and the remainder for a serious violent attack on a teacher.³⁷

Sentencing preferences

Shoplifting

A caution (either informal or formal) was the most popular choice for first time shoplifters: 50 per cent of respondents chose this option for the 10-year-old first time offender and 43 per cent for the 15-year-old (Table 5.1). Reparation orders and community sentences were also common preferences for first time offenders.³⁸ Community sentences (especially for 10-year-olds) or imprisonment in a Young Offender Institution (YOI) were the preferred option for a persistent offender.

³⁷ The division into three was on the basis of a computer algorithm designed to achieve random allocation.

³⁸ A reparation order will require an offender to make specified reparation to the victim(s) of his or her offence, or to the community at large. Reparation under the order might involve writing a letter of apology, apologising to the victim in person, cleaning graffiti or repairing criminal damage for which the offender has been responsible. Where the victim of the offence does not wish to receive direct reparation, reparative activity appropriate to the nature of the offence may be made to the community at large.

Table 5.1: The public's view of the 'best way' to deal with a shoplifter

Shoplifting	10-year-old male offender		15-year-old male offender	
	First time	Persistent ⁽³⁾	First time	Persistent ⁽³⁾
	%	%	%	%
Caution ⁽²⁾	50	12	43	8
Fine	1	2	5	4
Reparation order	19	5	15	2
Community sentence	18	50	28	44
Punish parents	9	15	5	4
Imprisonment in a YOI	1	15	3	36
Other	2	2	1	2
<i>Unweighted N</i>	<i>2,694</i>	<i>2,686</i>	<i>2,690</i>	<i>2,685</i>

Notes:

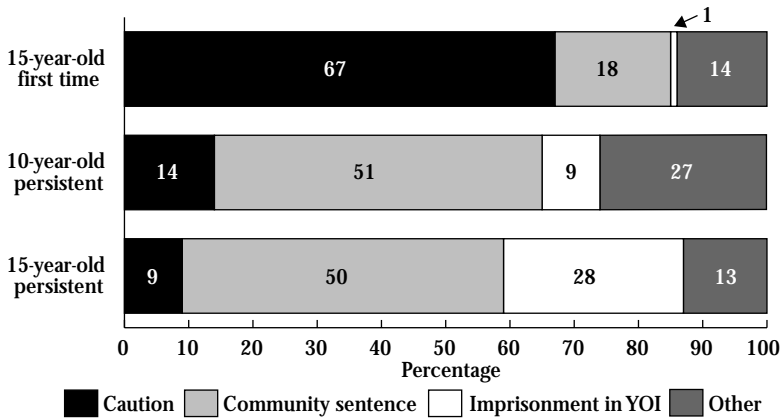
1. Source 1998 BCS.
2. Includes informal cautions.
3. Defined as three or more times.

The findings suggest that the public think severity of punishment should be more influenced by persistence of offending than the age of the offender (Table 5.1). For example only one per cent say that the best way to deal with a 10-year-old first time shoplifter is to imprison them in a YOI. This percentage only increases marginally to three per cent when asked about a first time 15-year-old offender. However, when respondents were asked about a persistent offender the percentage recommending imprisonment jumped to 15 per cent (for 10-year-olds) and 36 per cent (for 15-year-olds) respectively.

Another way to show this is to follow respondents' answers through the various scenarios. Figure 5.1 takes those respondents who were most lenient in their view of the best way to deal with a 10-year-old first time shoplifter, (i.e. the respondent recommended a caution) and describes their answers to the later scenarios. Intuitively one would expect their choices to become more punitive as the scenario changes to older offenders and from first time to persistent offending, but which of these triggers the respondents' more punitive stance? When the age of the offender increased to 15, two-thirds still said a caution was the most appropriate way of dealing with them. However, the majority of respondents opted for the more serious disposals of a community sentence or imprisonment in a YOI for the persistent offenders.

These findings are consistent with other research which has shown that people become far more punitive when the offender being sentenced has several previous convictions (Roberts, 1997).

Figure 5.1: Relative effects of age and criminal history of offenders on sentencing preferences



The sentencing preferences of those respondents who said a caution was the best way of dealing with a 10-year-old first time offender, for older and more persistent shoplifters.

Burglary

The courts consider burglary a more serious offence than shoplifting, and public opinion reflects this. Table 5.2 details the preferred method of dealing with a juvenile male burglar.

Table 5.2: The public’s view of the ‘best way’ to deal with a juvenile burglar

Burglary	10 year old male offender		15 year old male offender	
	First time %	Persistent ⁽³⁾ %	First time %	Persistent ⁽³⁾ %
Caution ⁽²⁾	25	6	22	3
Fine	1	1	4	2
Reparation order	22	2	16	1
Community sentence	33	47	42	29
Punish parents	15	10	5	3
Imprisonment in a YOI	3	32	9	59
Other	2	2	2	3
<i>Unweighted N</i>	<i>2,361</i>	<i>2,359</i>	<i>2,362</i>	<i>2,357</i>

Notes:

1. Source 1998 BCS.
2. Includes informal cautions.
3. Defined as three or more times.

In all scenarios, except that of the 15-year-old persistent burglar, community sentences were the preferred option.³⁹ As with shoplifting, reparation orders were a popular choice for first time offenders. The finding that the public view persistency more seriously than age also appears to hold for burglary. This is especially apparent from the proportion that opt for imprisonment for persistent offenders.

Serious violent attack on a teacher

A community sentence was the most popular choice for a juvenile male who commits a serious violent attack on a teacher for the first time. 37 per cent of respondents selected this option for a 10-year-old first time offender and 41 per cent for the 15-year-old (Table 5.3). However, when respondents were asked about a persistent offender, imprisonment in a YOI was the preferred option.

Table 5.3: The public's view of the 'best way' to deal with a juvenile who commits serious violent attack(s) on a teacher

Serious violent attack on a teacher	10 year old male offender		15 year old male offender	
	First time %	Persistent ⁽³⁾ %	First time %	Persistent ⁽³⁾ %
Caution ⁽²⁾	23	8	22	6
Fine	1	1	2	1
Reparation order	13	2	7	<1
Community sentence	37	37	41	20
Punish parents	13	7	4	1
Imprisonment in a YOI	7	40	19	66
Other	6	6	4	5
<i>Unweighted N</i>	<i>2,351</i>	<i>2,348</i>	<i>2,349</i>	<i>2,348</i>

Notes:

1. Source 1998 BCS.
2. Includes informal cautions.
3. Defined as three or more times.
4. <1 denotes less than 0.5%.

Persistency is again treated more seriously than age for this offence, as is clearly illustrated by the preference for imprisonment for persistent offenders (both 10 and 15 year olds).

The BCS indicates that people support a lenient approach towards first time offenders, with cautions and community sentences the most popular

³⁹ Although different sentencing options make comparisons difficult, the sentences given to the 15-year-old persistent burglar appear to be more severe than those given to the 23-year-old burglar covered in Chapter 2 who had "previous convictions". This may be because using the word 'persistent' triggers more punitive responses.

sentence for this group regardless of offence or age. Opinion becomes considerably more punitive for persistent offenders, with a custodial sentence becoming the preferred option for both 15-year-old burglars and offenders who commit a serious violent attack, and figuring highly even for 10-year-olds.

Comparing public preferences with sentencing practice

Comparing public preferences with actual sentencing practice is not straightforward because informal cautions are not included in the official statistics. Known offenders (the number formally cautioned by the police and the number found guilty at magistrates' courts and the Crown Court) have to be used as a proxy for *all* offenders dealt with by the criminal justice system. Known offender statistics therefore paint a more serious level of disposal than occurs in practice. Also, some of the sentencing options given to respondents were not in force during 1997. Reparation orders, for example, were introduced in pilot areas from September 1998 under the Crime and Disorder Act 1998. Furthermore, imprisonment in a Young Offender Institution is not available for 10-year-olds. Nevertheless it is possible to compare, in broad terms, the public's sentencing preferences with the current practice of the police and courts.

Offence type

Known offender statistics indicate that of the three offence types, burglary is treated the most seriously by the criminal justice system.⁴⁰ A fifth (19%) of all 15-year-old burglars receive custodial sentences, and a further 40 per cent a community sentence. In contrast, the majority of 15-year-old shoplifters and violent offenders are cautioned.⁴¹

Offender age

Ten is the age of criminal responsibility, whereby an offender can be dealt with by the courts. In practice nearly all offences committed by 10-year-olds are dealt with by the police by way of informal or formal cautions. The BCS respondents' sentencing of 10-year-olds tended to be far more interventionist, and in respect of persistent offenders at least, far more punitive.

40 Tables A5.1 to A5.3 detail the official statistics for juvenile offenders cautioned or convicted in 1997 for the three offences examined in this chapter.

41 There is no offence of a serious (or otherwise) violent attack on a teacher. Grievous Bodily Harm (GBH) is a serious violent offence against the person. However, this offence is relatively rare. In 1997 there were no 10-year-old known offenders and only 31 15-year-olds – the majority of whom were sentenced to immediate custody. By combining GBH and the lesser, but nonetheless serious, offence of Actual Bodily Harm (ABH) it is possible to draw a general picture of the police and courts sentencing practice of young violent offenders.

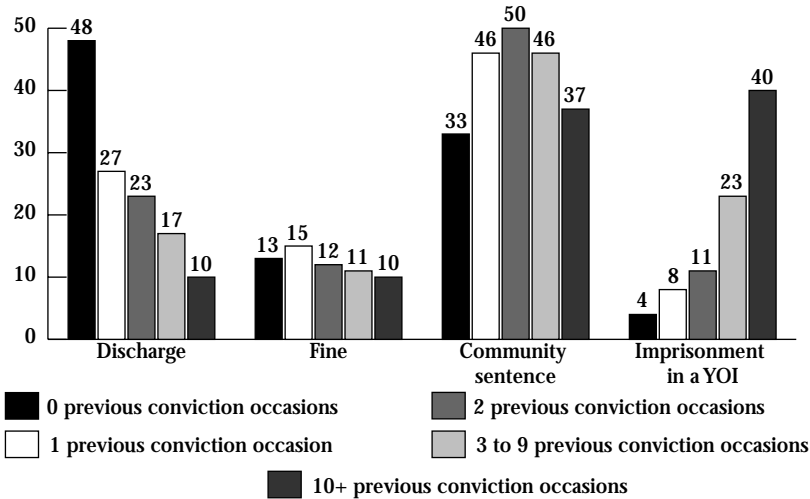
In practice a 15-year-old offender is far less likely to be dealt with by way of a caution than a 10-year-old, though this is still the most common disposal for both shoplifting or violent offences.

Respondents' more punitive stance may, in part, be due to the type of question asked. Hough and Roberts (1998) argued that unless the category of crime is specified in some detail respondents will answer with the worst case in mind. In other words, the public is not 'sentencing' the average offender (as reflected by the official statistics), but rather the worst case scenario; to the extent this is so, one would expect more punitive public judgements than those given out by the courts.

Recidivism

The Offenders Index shows that actual sentencing patterns for juvenile offenders change with criminal history.⁴² This mirrors BCS respondents' choices, with the more serious sentences being reserved for persistent offenders. Figure 5.2 compares the sentencing of offenders convicted for the first time in 1996 with the sentencing of offenders with various levels of known previous convictions. The percentage of male juveniles sentenced to imprisonment in a YOI markedly increases with previous convictions, from only four per cent for first time offenders up to 40 per cent for those offenders with 10 or more previous convictions.

Figure 5.2: Percentage of males aged 10 to 17 convicted by number of previous sentencing occasions and type of sentence (1996)⁴³



Source: Home Office, 1998

⁴² The Home Office Offenders Index holds criminal history data for more than six million offenders convicted of standard list offences (that is all indictable only or triable either way offences plus a few of the more serious summary offences) since 1963. However, the Offenders Index does not hold any information on cautions.

⁴³ Standard list offences only.

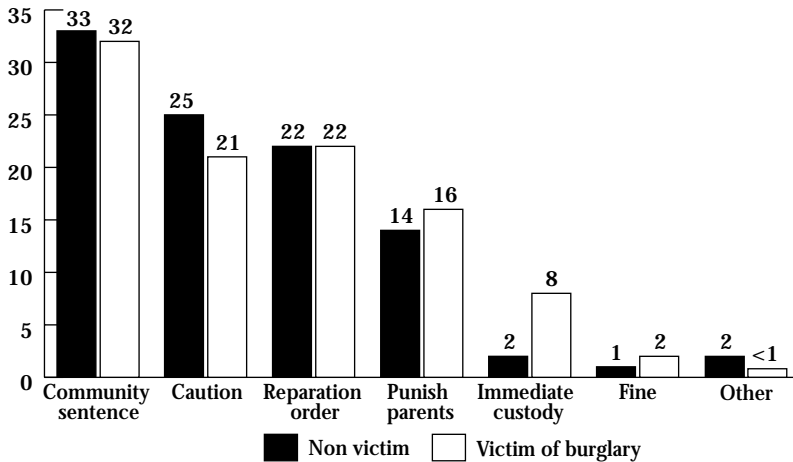
The views of victims

Common sense might suggest that victims would be more punitive than non-victims. However, findings from the BCS do not support this. Chapter 2, for instance, has shown that victims are no more punitive when sentencing an actual case of burglary than non-victims.

The BCS allows comparison between victims and non-victims with regard to their sentencing preferences for juvenile offenders. However, this is only possible for burglary, since the primary victim of shoplifting is a commercial organisation, and the number of violent incidents captured by the BCS is too small for any reliable analysis.⁴⁴

The number of victims who could identify their burglary offender(s) as being of school age or under are too small for robust findings.⁴⁵ Therefore Figure 5.3 shows the views of victims of burglary (either attempted or successful) irrespective of age of offender against those of non-victims for the scenario of a 10-year-old male first time burglar.

Figure 5.3: Victims' and non-victims' views of the 'best way' to deal with a 10-year-old first time burglar



A similar picture emerges for the other three burglary scenarios. In each case, victims of burglary were more likely to say immediate imprisonment in a YOI was the best way to deal with a male juvenile burglar (Table 5.4).⁴⁶ However, with the exception of the 15-year-old persistent burglar, the differences between victims and non-victims were not statistically significant.

⁴⁴ Offences against commercial organisations, such as shops, are not covered by the BCS, which only interviews respondents living in private households.

⁴⁵ Even by including offenders of all ages (including unknown) the number of burglary victims who answered the burglary scenarios was only 146. Therefore these findings should be treated with caution.

⁴⁶ Full details of the burglary scenarios (first time and persistent 10 and 15 year old) can be found in Table A5.4.

Table 5.4: Percentage of victims and non-victims who stated imprisonment in a Young Offender Institution was the 'best way' to deal with a juvenile burglar

Burglary scenarios	Victim of burglary during recall period ⁽²⁾ %	Non-victim %	Statistically significant? ⁽³⁾
First time 10-year-old	8	2	No
Persistent 10-year-old	39	32	No
First time 15-year-old	14	9	No
Persistent 15-year-old	70	58	Yes

Notes:

1. Source 1998 BCS.
2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).
3. At the 5% (two-tail) level.
4. The number of burglary victims who answered the burglary scenarios was 146.

Chapter 6 Victims' preferences for 'their' offender

Until recently victims' views on the seriousness of the crime they have experienced and the appropriate sentence for their offender have had little place in the British legal system.⁴⁷ However, recent initiatives extend the role played by the victim in the sentencing process. The use of Victim Statements, whereby criminal justice agencies take account of the impact of the crime on the victim, have recently been piloted and evaluated (Morgan and Sanders, 1999). In respect of juvenile crime, two new court orders explicitly make provision for the involvement of victims. Reparation Orders, which can require offenders to provide some compensatory actions or apologise to the victim, are currently being piloted.⁴⁸ The introduction of Referral Orders, whereby first time offenders who plead guilty will be referred to youth offender panels in which the victim can participate, will give victims an opportunity to have a direct say in the way 'their' offender is dealt with.⁴⁹

The BCS provides some indication of victims' sentencing preferences and the ways in which they are likely to respond to these new initiatives.

Preferred options for different offences

BCS respondents who have been a victim of crime in the previous year are asked which of a range of actions should have been taken against the person that committed each of the incidents they had experienced.⁵⁰ The options ranged from 'nothing/not a matter for the police' to 'prison or similar'. Preferences vary considerably according to the type of offence. Figure 6.1 shows, for example, the proportion of incidents in which the victim opted for a custodial sentence. This ranged from 34 per cent of burglaries where the offender gained entry, to just two per cent of vandalism incidents.

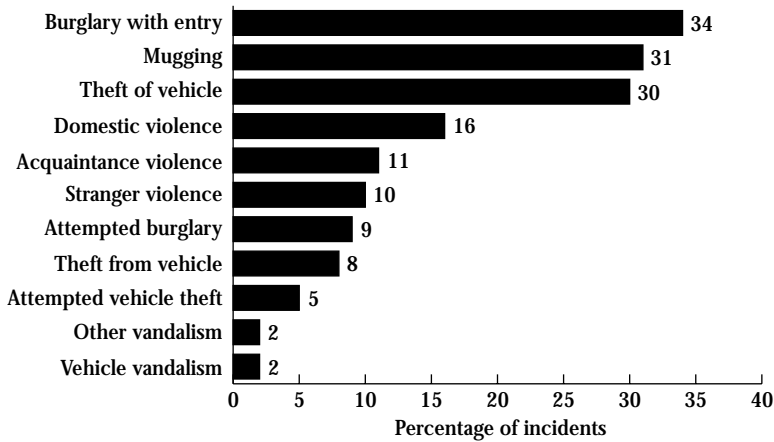
47 The Court of Appeal has stated that the opinion of the victim about the appropriate punishment cannot provide a sound basis for sentencing (Nunn [1996] 2 Cr App R (S) 136).

48 Reparation Orders were introduced in the Crime and Disorder Act 1998. The Order requires the offender to make specified reparation to the victim(s) or the community at large.

49 Referral Orders were introduced by the Youth Justice and Criminal Evidence Act 1999 and are to be piloted from April 2000. Panels will consist of youth offender team representatives and volunteers from the local community. Parents and other significant adults can attend, and victims will be invited where appropriate. The offender and panel agree a programme of action, of which an important element is likely to be reparation to the victim or wider community.

50 Up to a maximum of three victim forms.

Figure 6.1: Proportion of incidents in which victim opted for a prison sentence for their offender (1998 BCS)



Vehicle crimes

For vehicle-related offences, payment of compensation was the most common response, mentioned in over a third of incidents (Table A6.1). Theft of vehicles not surprisingly attracted more punitive responses than other vehicle-related offences, with a prison sentence proposed for 30 per cent of incidents. A caution or discharge was suggested in a fifth of the other vehicle crimes. Less than one per cent opted for an apology from the offender as their preferred outcome.

Burglary

About a third of victims of burglaries where the offender had gained entry to their home, wanted a custodial sentence for their offender (Table A6.2). The most common option for attempted burglary was a caution or discharge (26%), but over one in ten victims opted for a community service order (12%) or curfew/tagging order (11%). Again an apology was rarely the victims' first preference. Monetary compensation was far less often mentioned than for vehicle crimes.

Violence

Violent offences show the greatest range of responses (Table A6.3). Mugging attracted the most punitive sentences, with 31 per cent opting for prison and a further 15 per cent for a suspended prison sentence or probation order. A fifth suggested a caution or discharge, and this was the preferred

option for victims of stranger and acquaintance violence.⁵¹ Victims of domestic violence incidents were most likely to say that they did not want any criminal justice system response (38% of incidents). Of those who did, a caution or discharge was the most often mentioned option (28% of incidents), followed by prison (16% of incidents). This was the offence for which an apology was most often mentioned – in five per cent of incidents.

Figure 6.2: Sentencing preferences for all types of incident (1998 BCS)

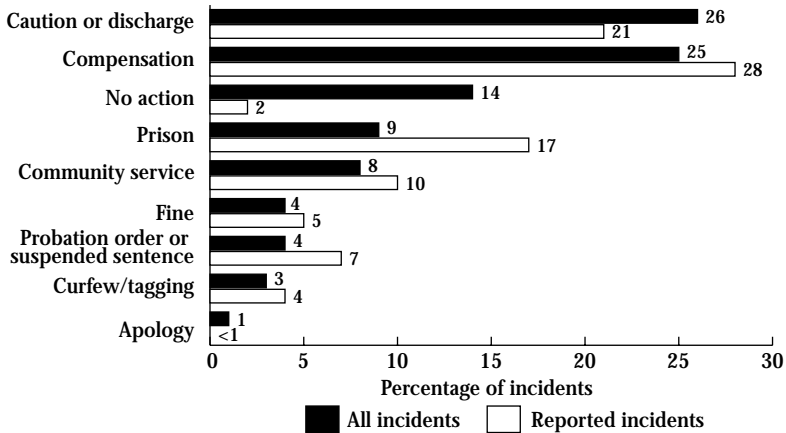


Figure 6.2 shows preferences across all BCS offences and just those reported to the police. It was notable that despite being the most common disposal for cases proceeded against, the fine hardly figured in victims' sentencing preferences. There was also surprisingly little support for the use of community service, curfew and tagging orders, perhaps reflecting lack of knowledge about what these sentences entail. Monetary compensation, on the other hand, figured relatively highly, suggesting widespread support for victim-based approaches to sentencing.

Not surprisingly, victims of those crimes reported to the police were more punitive in their preferences, with nearly a fifth opting for a custodial sentence. Nevertheless, over a quarter wanted the main disposal to be payment of compensation, and a further fifth were content with a caution or discharge.

51 Stranger violence includes incidents of common assault or wounding in which the victim had not seen the offender before, and there was no theft or attempted theft. Acquaintance violence comprises common assaults or woundings committed by assailants known at least by sight to the victim, again involving no theft. They do not include incidents committed by partners, ex-partners, relatives or other household members – these are counted as domestic violence here.

Overall, victims' sentences are rather more lenient than might be expected from the more general opinions expressed by respondents in the earlier parts of this report.⁵² Despite the strong feeling that the courts are too lenient, the most commonly opted for disposal was the relatively lenient caution or discharge.

Trends in victims' preferences

Between 1984 and 1996 the proportion of victims who wanted their burglar imprisoned increased from 33 per cent to 48 per cent. Car theft showed a similar pattern, with the proportion favouring imprisonment increasing from 17 per cent in 1984 to 44 per cent in 1996 (Hough & Roberts, 1998). In both cases the increase was predominantly during the 1980s, with some levelling off in the early 1990s. Unfortunately, due to a change in the range of options given to victims, it is not possible to determine trends between 1996 and 1998.⁵³

Predicting preferences

Preferences for different sentences will in part reflect a victim's assessment of the relative seriousness of their crime. But their views on the purpose of sentencing together with their beliefs about the effect the various options have on offenders, will also be influential. These beliefs will not, of course, always be founded on any real knowledge of what a particular option entails.

To explore the influences on victims' preferences, logistic regression techniques were employed to show which factors were important, independent of other factors. Four sentencing preferences were considered: prison, community service, caution or discharge, and no action (Table 6.1).⁵⁴

52 This may be because when respondents were asked about a general case (as in other parts of this report) they had in mind a worse case scenario and sentence on that basis.

53 In previous analysis (for example in Hough and Roberts, 1998) the responses to a further question (asking those respondents who chose compensation whether 'their' offender should be also given another sentence) took precedence over compensation in most cases. However, the results presented here are based only on respondents' first choice of sentence. Therefore findings cannot be compared to previous sweeps.

54 Full details of logistic regression, the variables included in the models and results can be found in Appendix B.

Table 6.1: Factors that increase (✓) or decrease (X) the likelihood of opting for the disposal

	Prison	Community service	Caution ²	No action
Crime rated within the top third of seriousness ³	✓		X	X
Crime reported to police	✓	✓	X	X
Victim injured	✓		X	
Property stolen	✓		X	X
Property damaged	✓		X	X
Victim lives in inner-city	✓			
Living in 'striving' area ⁴		X		
Victim knows offender at least by sight		X	✓ ⁵	✓
Lower than A level education		X		
Older victim (75+)				✓
Victim or other household member experienced emotional reaction following the incident				X
Victim male	✓	X	X	

Notes:

1. Source 1998 BCS.
2. Includes informal and formal police cautions and court discharges.
3. The BCS asks victims to rate what happened to them on a 'seriousness' scale, where zero represents a very minor crime, and 20 represents murder. A third of incidents scored 7 or above.
4. 'Striving' is one of six ACORN categories, made up of predominantly council estates and other low income areas. ACORN classifies neighbourhoods according to a number of criteria, such as tenure, employment, age of households, size of households and income. ACORN stands for A Classification of Residential Neighbourhoods and is a product of CACI Information Systems Ltd.
5. Knows offender by sight only.

Prison

Not surprisingly, victims who rated their crime as in the most 'serious' third of crimes were also much more likely to opt for a custodial sentence for their offender.⁵⁵ Having reported the crime to the police, having been injured in the incident and having had property stolen or damaged were also very predictive of victim's opting for a prison sentence.

Community service

As discussed, community service was rarely the preferred option of victims. Sprott (1999) has identified level of education as the most significant predictor of preferences for community service over custodial sentences.

⁵⁵ The BCS asks victims to rate what happened to them on a 'seriousness' scale, where zero represents a very minor crime, and 20 represents murder. A third of incidents scored 7 or above.

The impact of education is confirmed here, with those educated to A-level or above more likely to opt for this disposal, as were female victims and those victims who did not know their offender.

Caution or discharge

The less serious the crime in the eyes of the victim – or according to the more objective criteria of injury, theft and property damage – the more likely the victim is to opt for a caution or discharge. Knowing the offender by sight also increases the likelihood of suggesting the offender should only receive a caution or discharge.

No action by CJS

Not surprisingly, those victims who did not report an incident to the police tended to say they did not want any intervention by the CJS. Knowing the victim well was also a significant factor, reflecting the high proportion of domestic violence incidents in which this was the preferred response. More surprisingly, victims aged 75 or older were less likely than others to want the matter taken further, when other characteristics were controlled for.

Attitudes to restorative justice

As mentioned above, one way in which victims are likely to become increasingly involved in the criminal justice system is by agreeing to reparation and/or direct or indirect mediation with their offender. Reparation requires the offender to compensate the victim in some, often practical way, direct mediation involves meeting and discussing the offence with the offender, while indirect mediation is when the victim and offender do not meet, but perhaps exchange letters. Mediation and reparation are together encompassed within the concept of 'restorative justice', which has been described as 'a process whereby parties with a stake in a specific offence resolve collectively how to deal with the aftermath of the offence and its implications for the future' (Marshall, 1999).

1984 BCS

Victims' willingness to participate in some form of restorative justice activity was first addressed in the 1984 BCS. Victims were asked whether they would have accepted the opportunity to meet their offender out of court, in the presence of an officially appointed person, to agree a way in which the

offender could make repayment to them. They were then asked whether they would have been interested in receiving such repayment without having to meet the offender.

Table 6.2: Victims' willingness to accept reparation from offender (1984 BCS)

	Proportion of victims
Willing to meet offender and receive reparation	51
Not willing to meet, but receptive to reparative activity	16
Unsure	6
Not prepared to accept any reparation ³	27

Notes:

1. Source 1984 BCS.
2. Based on first victim form only. Total sample = 3,108.
3. Includes victims who were unsure about meeting offender but went on to say they did not want any reparation.

Overall, two-thirds of the 1984 BCS victims were willing to consider some type of reparation. Half of the victims were willing to meet their offender and agree some type of reparation, and a further 16 per cent were willing to receive reparation as long as they did not have to meet their offender (Table 6.2).

1998 BCS

In the 1998 survey, victims were also asked about their attitude to mediation and reparation, though with slightly different wording. Victims were now asked whether they would have accepted the chance to meet their offender in the presence of a third party, and were told this was to give them the chance to ask offenders why they had committed the offence and tell them how it had made them feel.

Victims of 41 per cent of incidents said they would have accepted the opportunity to meet their offender, 56 per cent said they would not, and three per cent were unsure (Table 6.3). Victims were keener on reparation, which was described as a scheme in which offenders compensate the victim for what has happened, for example by cleaning graffiti or repairing criminal damage. Victims of 58 per cent of incidents said they would have accepted this type of compensation from their offender. They would not have been prepared to do so in a further 30 per cent, and in 11 per cent they considered such an option inappropriate or not applicable to the crime they had experienced.

Table 6.3: Victims’ willingness to accept reparation from offender (1998 BCS)

	Willing to meet offender for mediation	Willing to receive reparative activity
Yes	41	58
No	56	30
Unsure	3	2
Not appropriate for this crime	-	11

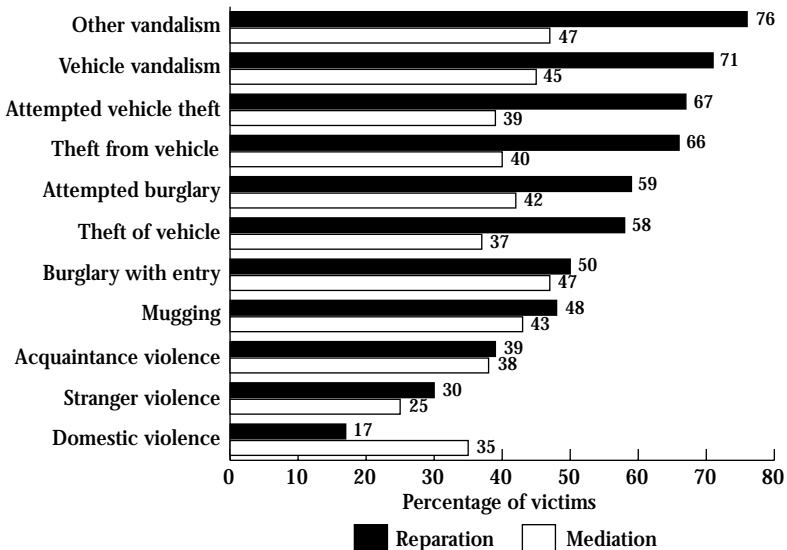
Notes:

1. Source 1998 BCS.
2. Question asked to respondents who answered Follow Up B only. Total sample = 4,417.

There was relatively little variation in willingness to participate in mediation according to offence type (Figure 6.3). If anything, it was slightly greater in cases of burglary and vandalism. It was lowest for stranger assaults, suggesting a particular reluctance amongst these victims to face their assailant again.

Willingness to opt for reparation varied rather more by offence type (Figure 6.3). It was most popular in cases of vandalism, probably because repairing damage was the example given in the question. Victims of vehicle-related crimes were also particularly interested in the idea. It was least popular amongst victims of violence, mainly because it was not seen as an appropriate response.

Figure 6.3: Victims who would have accepted an opportunity for mediation or reparation from offender, by type of offence (1998 BCS)



Because of differences between the 1984 and 1998 questions, comparisons are not straightforward. However, the indications are that there has been no significant change in the proportion of victims willing to countenance some type of restorative or reparative response to their crime. In both sweeps the proportion was about two-thirds.⁵⁶

Who would accept reparation or mediation?

The findings provide few clues as to the type of victim for whom mediation (Table A6.4) or reparation (Table A6.5) is a relatively appealing option. Female victims are slightly more supportive of the idea of mediation (42%) than male victims (39%), but there is no difference in their willingness to receive reparative compensation. There is some evidence of increasing interest with age of victim, with the under 30s being the most reluctant.

There is also little evidence that the circumstances of the offence have much impact on a victim's willingness. Although victims who knew their offender well were less likely to accept reparation, this was predominantly because it was seen to be inappropriate – they were just as willing as others to contemplate mediation. Victims of crimes that had been followed by intimidation from the offender were no more reluctant to consider meeting them, but were considerably less enthusiastic about accepting reparative compensation. There is some evidence that the more recent the victimisation, the less keen victims are on mediation and reparation, but this was not very marked. A relatively influential factor was the extent to which the crime was emotionally upsetting for the victim. Those victims who said they were greatly affected were rather more likely to want to meet their offender, and slightly keener on reparation, than those who said they were not affected at all.

The prospects for restorative justice

Unlike 1984, the 1998 questions followed rather than preceded those on sentencing preferences. They may well, then, have been interpreted as providing an *additional* rather than *alternative* disposal. In practice most restorative justice intervention does take place in addition to the formal processing or prosecution of offenders. However, the use of restorative justice type interventions as an alternative to a traditional CJS disposal is likely to increase with the advent of the Reparation and Referral Orders for juvenile offenders.

⁵⁶ For the purpose of comparison with 1984, only responses to the incident on the first victim form in 1998 were considered. In 1984, 67% of victims wanted reparation, whether it involved meeting the offender or not. In 1998, 67% wanted to meet the offender or receive reparation from them.

The findings of the 1984 BCS give some indication that many victims would be satisfied with reparation as a diversion from the formal system. About half (47%) of those victims who were willing to consider some type of reparative action from their offender said they would also want to see the offender prosecuted and punished, 42 per cent did not and 11 per cent were not sure. This translates into about a third of all victims being willing to see reparation as the only outcome for their offender.

Chapter 7 Policy implications

The 1998 BCS repeated questions on knowledge of and attitudes to the criminal justice system (CJS), first included in the 1996 BCS. Additionally it addressed knowledge of juvenile crime and justice, and attitudes to youth justice. We discuss here the implications of these most recent findings in developing policy in these areas.

Youth justice

Perhaps the most striking finding from the 1998 BCS is the extremely low level of public confidence in juvenile courts – lower than any other part of the CJS examined. The analysis of the 1996 BCS (Hough and Roberts, 1998) identified a relationship between cynicism about the system and poor knowledge about crime on the one hand and current adult sentencing practice on the other. The findings for attitudes to youth justice show a similar pattern. Knowledge of juvenile crime is particularly poor. For example, the majority of respondents believe young men and women are becoming increasingly involved in crime despite the fact that official statistics at least demonstrate that the numbers of known juvenile offenders have remained constant or fallen in recent years. Consistent with Hough and Roberts, those with the poorest levels of knowledge also have the most negative opinions. From this we can only draw the same conclusion as Hough and Roberts – correcting public misperceptions of juvenile crime should promote greater public confidence in juvenile courts.

Sentencing options

When respondents were asked what additional measures they felt the courts and police would find useful in dealing with young offenders, two interesting findings emerged. The first was that they are not aware of many of the non-custodial options currently available. Secondly, as Hough and Roberts noted for adult offenders, the public adhere to what may be described as a multi-track approach to dealing with young offenders, advocating measures such as parental responsibility.

Persistent juvenile offending

The public view repeat offending as a more aggravating factor than age. That is, respondents' choice of sentence became more punitive when they were told the juvenile was a repeat offender rather than when told the offender was older. Reparative and community sentences were popular choices for first time offenders, seemingly at the expense of cautions. However, the public were far more punitive when it came to persistent offenders, with a heavy reliance on custody as a method of 'last resort'. Any review of sentencing may want to take these findings into consideration.

Disorder and opinions about youth justice

The Government's interest in tackling disorder recognises that behaviours that do not meet the legal requirement of a criminal offence – such as some graffiti and congregating 'gangs' of youths – can nevertheless cause much public disquiet. Although not necessarily within the remit of the criminal justice system, these features of the environment can have a powerful influence on people's perceptions of juvenile crime and, hence, on their confidence in youth justice. This was evident from the finding that BCS respondents who felt teenagers hanging around in their local area was a problem, had considerably more negative views about juvenile crime and lower opinions of juvenile courts.

Confidence in youth justice

Youth justice has undergone extensive reform since the fieldwork for the 1998 survey. The Crime and Disorder Act 1998 established the Youth Justice Board, a non-departmental body sponsored by the Home Office, to monitor and advise on the operation of the youth justice system. A new approach to juvenile justice was also introduced by the Crime and Disorder Act. This included a final warning scheme and new disposals such as the Action Plan Order and the Reparation Order, which can involve offenders meeting and undertaking reparative work for their victims. The Youth Justice and Criminal Evidence Act takes these reforms a step further with the introduction of a Referral Order, involving referral to a 'youth panel' for all first time juvenile offenders.⁵⁷ These panels will increase the involvement of the offender, the local community and the victim in the youth justice system.

The increasing use of restorative justice techniques and involvement of the victim and the community in determining what happens to juvenile offenders should promote public confidence in the youth justice system.

⁵⁷ See Chapter 6 for further details of the Reparation and Referral Orders.

The BCS findings suggest that although there may be considerable public support for such initiatives for first time offenders (at whom the new measures are primarily targeted), educating the public as to the beneficial effect of alternatives to custody for persistent offenders may not be such an easy task. Communicating the nature and effectiveness of these new disposals to the public will be essential in countering any media presentation of them as 'avoiding justice'.

Confidence in the criminal justice system

Hough and Roberts' analysis of the 1996 British Crime Survey confirmed there was a public crisis of confidence in the criminal justice system (CJS). But it also demonstrated the extent to which this was at least in part the result of widespread misinformation about crime and sentencing. Addressing this problem effectively will obviously take some time. Certainly, the 1998 survey does not suggest much progress in correcting misperceptions – with little consequent change in public confidence.

The publication of Hough and Roberts' report coincided with fieldwork for the 1998 BCS. Since then steps have been taken to disseminate trends in crime and sentencing to a wider audience. Examples of this are the expansion of the Home Office website and new innovations such as press conferences covering the release of court proceedings and sentencing statistics, and local crime trends aimed specifically at the local media. The Crime and Disorder Act 1998 included two sections aimed at providing greater consistency and clarity in sentencing through the Court of Appeal sentencing guidelines and the Sentencing Advisory Panel.⁵⁸ Discussion between the Home Office and other partners in the Criminal Justice System continues with the aim of developing new initiatives.

Subsequent to the completion of the 1998 BCS fieldwork, the Government published its business plans for the Home Office and the CJS as a whole (Home Office, 1999; and Home Office, Lord Chancellor's Department and Attorney General's Office, 1999; respectively). Both feature the objective of promoting confidence in the criminal justice system. The stated aims of the criminal justice system are reducing crime and the fear of crime and their social and economic costs, and to dispense justice fairly and efficiently and to promote confidence in the rule of law. Many of the initiatives developed to achieve these aims are intended to promote public confidence, at least as a by-product.

⁵⁸ Section 80 requires the Court of Appeal to consider producing or revising sentencing guidelines, when a suitable case arises. Section 81 establishes a new Sentencing Advisory Panel to provide advice on sentencing to the Court of Appeal (Home Office, 1998a).

The knowledge and attitude questions are being repeated in the 2000 BCS, for which fieldwork began in January. Some new questions asking for ratings of the CJS as a whole have also been included. Again, it is probably too early to see the results of this latest set of strategies in improved levels of confidence. But the Government will be setting targets against which it has to deliver. The BCS questions are one method by which Government performance in this area is likely to be assessed.

Appendix A Additional tables

Table A2.1: Opinions of various criminal justice agencies

	Poor or very poor		Fair		Good or excellent	
	1996	1998	1996	1998	1996	1998
	%	%	%	%	%	%
Police	6	6	30	33	64	61
Prison Service	19	27	43	41	39	32
Magistrates	21	17	52	54	27	29
CPS ⁽²⁾	24	..	53	..	23	..
Probation service	26	25	49	49	26	26
Judges	32	26	48	52	20	23

Notes

1. Source 1996 and 1998 BCS.
2. 1998 BCS did not ask respondents about the CPS.
3. .. denotes that question not asked in 1998 BCS.

Question: We would like to know how good a job you think each of these groups of people are doing? [police, Judges, Magistrates, prisons, probation services and juvenile courts]

Table A2.2: Opinions of the best way to reduce prison overcrowding

	1996	1998
	%	%
Find new ways to punish offenders that are less expensive than prison but tougher than probation	57	61
Release some non-violent offenders from prison earlier that at present with more probation supervision after release	25	23
Build more prisons and pay for them by raising taxes or cutting spending in other areas	19	16
Total	100	100

Notes:

1. Source 1996 and 1998 BCS

*Question: There is some evidence that the prisons in the country are overcrowded. Looking at this card, which **one** of these do you think would be the best way of reducing overcrowding?*

Table A2.3: How good a job the police are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	8	35	57	3,246
Female	5	30	65	4,182
Age				
16 to 24	9	39	52	678
25 to 44	6	33	61	2,806
45 to 64	6	33	61	2,155
65 to 74	6	29	64	1,013
75 or over	5	24	71	769
Educational achievement				
A levels or above	5	36	59	2,541
below A level	7	31	62	4,859
Social Class				
Professional	6	44	50	255
Managerial and technical	4	33	63	1,778
Skilled occupations (non manual)	5	32	63	1,742
Skilled occupations (manual)	7	33	60	1,490
Partly skilled occupations	9	31	60	1,296
Unskilled occupations	9	29	62	509
Region				
North East	5	32	63	457
North West	7	31	61	701
Merseyside	8	36	55	213
Yorkshire / Humberside	9	36	55	757
East Midlands	7	31	62	583
West Midlands	6	33	61	779
Eastern	6	33	61	719
London	6	34	60	1,103
South East	5	30	65	1,075
South West	6	30	63	646
Wales	8	34	58	395
Tenure				
Owners	6	32	62	4,774
Social renters	8	32	60	1,761
Private renters	8	33	59	805
Total household income				
Under £10,000	8	30	62	2,511
£10,000 to £19,999	5	32	62	1,911
£20,000 to £29,999	6	32	62	1,190
£30,000 or over	5	37	58	1,224
Victim of BCS crime during recall period⁽²⁾				
Victim	8	36	55	2,751
Non victim	5	30	65	4,677
All adults	6	33	61	7,428

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A2.4: How good a job judges are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	28	49	23	3,199
Female	24	54	22	4,099
Age				
16 to 24	19	52	29	669
25 to 44	27	52	21	2,772
45 to 64	27	51	22	2,124
65 to 74	26	50	24	987
75 or over	23	55	22	740
Educational achievement				
A levels or above	23	52	25	2,513
Below A level	27	52	21	4,763
Social Class				
Professional	16	55	29	253
Managerial and technical	22	52	26	1,759
Skilled occupations (non manual)	24	56	20	1,709
Skilled occupations (manual)	33	49	18	1,468
Partly skilled occupations	29	50	22	1,267
Unskilled occupations	26	51	23	498
Region				
North East	33	46	21	446
North West	28	48	25	691
Merseyside	35	48	17	212
Yorkshire / Humberside	28	53	19	740
East Midlands	26	54	20	571
West Midlands	29	52	19	770
Eastern	25	56	19	711
London	23	49	27	1,072
South East	23	53	24	1,061
South West	23	51	26	638
Wales	25	52	23	386
Tenure				
Owners	26	52	22	4,719
Social renters	30	48	22	1,708
Private renters	21	53	26	788
Total household income				
Under £10,000	28	50	22	2,452
£10,000 to £19,999	27	51	22	1,889
£20,000 to £29,999	27	51	21	1,180
£30,000 or over	23	53	24	1,212
Victim of BCS crime during recall period⁽²⁾				
Victim	29	50	21	2,704
Non victim	24	53	23	4,594
All adults	26	52	23	7,298

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A2.5: How good a job magistrates are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	19	52	28	3,194
Female	15	55	30	4,078
Age				
16 to 24	12	55	33	665
25 to 44	18	55	27	2,761
45 to 64	17	53	30	2,120
65 to 74	18	52	30	989
75 or over	18	52	30	732
Educational achievement				
A levels or above	13	53	34	2,496
Below A level	19	54	27	4,753
Social Class				
Professional	12	51	37	252
Managerial and technical	12	55	33	1,752
Skilled occupations (non manual)	15	57	28	1,703
Skilled occupations (manual)	23	53	24	1,463
Partly skilled occupations	20	53	27	1,264
Unskilled occupations	20	53	27	492
Region				
North East	25	48	27	445
North West	16	52	32	690
Merseyside	24	57	20	213
Yorkshire / Humberside	20	55	25	735
East Midlands	16	59	25	572
West Midlands	19	55	26	768
Eastern	15	57	27	709
London	13	52	35	1,068
South East	15	52	33	1,049
South West	16	53	31	639
Wales	17	54	29	384
Tenure				
Owners	16	54	30	4,704
Social renters	20	54	26	1,701
Private renters	14	54	32	784
Total household income				
Under £10,000	20	55	26	2,443
£10,000 to £19,999	17	54	29	1,885
£20,000 to £29,999	18	54	28	1,178
£30,000 or over	13	54	33	1,206
Victim of BCS crime during recall period⁽²⁾				
Victim	19	53	28	2,692
Non victim	15	55	30	4,580
All adults	17	54	29	7,272

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A2.6: How good a job prisons are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	26	40	34	3,145
Female	28	42	30	3,991
Age				
16 to 24	31	40	29	660
25 to 44	27	43	30	2,722
45 to 64	25	39	36	2,084
65 to 74	29	40	31	956
75 or over	25	41	34	708
Educational achievement				
A levels or above	31	43	26	2,470
Below A level	25	40	35	4,646
Social Class				
Professional	31	45	25	250
Managerial and technical	30	43	27	1,717
Skilled occupations (non manual)	25	44	31	1,701
Skilled occupations (manual)	26	36	38	1,424
Partly skilled occupations	27	39	34	1,230
Unskilled occupations	23	40	37	484
Region				
North East	26	38	36	443
North West	27	40	33	673
Merseyside	32	31	37	208
Yorkshire / Humberside	27	41	32	729
East Midlands	24	41	36	564
West Midlands	27	41	32	758
Eastern	28	41	31	695
London	29	41	30	1,042
South East	28	40	32	1,023
South West	26	44	30	630
Wales	22	48	30	371
Tenure				
Owners	27	42	32	4,616
Social renters	26	39	35	1,661
Private renters	30	40	30	776
Total household income				
Under £10,000	28	37	34	2,383
£10,000 to £19,999	25	40	35	1,853
£20,000 to £29,999	27	44	30	1,165
£30,000 or over	29	44	28	1,198
Victim of BCS crime during recall period⁽²⁾				
Victim	29	39	31	2,644
Non victim	26	42	32	4,492
All adults	27	41	32	7,136

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A2.7: How good a job the probation service are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	28	48	24	2,976
Female	23	50	27	3,768
Age				
16 to 24	16	54	29	633
25 to 44	27	50	23	2,571
45 to 64	25	48	26	1,973
65 to 74	28	46	26	909
75 or over	22	45	32	655
Educational achievement				
A levels or above	25	52	23	2,338
Below A level	25	48	27	4,387
Social Class				
Professional	27	50	24	234
Managerial and technical	28	50	23	1,630
Skilled occupations (non manual)	23	52	25	1,595
Skilled occupations (manual)	27	47	26	1,345
Partly skilled occupations	23	47	30	1,169
Unskilled occupations	24	48	29	463
Region				
North East	24	52	24	409
North West	26	49	25	646
Merseyside	26	48	26	200
Yorkshire / Humberside	24	49	27	671
East Midlands	26	50	24	540
West Midlands	26	49	26	732
Eastern	24	49	26	667
London	25	48	28	978
South East	25	50	25	953
South West	25	49	25	588
Wales	24	49	27	360
Tenure				
Owners	25	51	24	4,370
Social renters	27	43	30	1,564
Private renters	23	47	30	729
Total household income				
Under £10,000	25	44	30	2,241
£10,000 to £19,999	24	51	25	1,758
£20,000 to £29,999	26	52	22	1,113
£30,000 or over	26	51	23	1,138
Victim of BCS crime during recall period⁽²⁾				
Victim	27	48	26	2,509
Non victim	24	50	26	4,235
All adults	25	49	26	6,744

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A3.1: Perceptions of proportion of crime committed by juveniles

	Mainly by young offenders %	Mainly by older offenders %	Equally by both %	<i>Unweighted N</i>
Sex				
Male	33	17	50	3,233
Female	24	16	60	4,153
Age				
16 to 24	25	17	57	680
25 to 44	27	18	55	2,796
45 to 64	30	16	55	2,145
65 to 74	32	14	53	1,004
75 or over	28	14	58	754
Educational achievement				
A levels or above	28	21	51	2,524
Below A level	28	14	58	4,835
Social Class				
Professional	30	23	46	255
Managerial and technical Skilled occupations	29	20	51	1,763
(non manual)	24	17	59	1,734
Skilled occupations (manual)	33	14	53	1,480
Partly skilled occupations	27	13	59	1,288
Unskilled occupations	27	13	60	511
Region				
North East	33	11	57	454
North West	29	17	55	696
Merseyside	31	15	54	215
Yorkshire / Humberside	32	15	53	753
East Midlands	28	14	58	580
West Midlands	27	15	58	776
Eastern	25	18	57	713
London	28	19	52	1,099
South East	27	18	55	1,066
South West	29	14	57	642
Wales	26	21	53	392
Tenure				
Owners	28	17	55	4,742
Social renters	28	13	59	1,755
Private renters	28	20	52	803
Total household income				
Under £10,000	30	13	57	2,499
£10,000 to £19,999	28	14	57	1,902
£20,000 to £29,999	27	16	57	1,187
£30,000 or over	27	23	50	1,219
Teenagers hanging around on the streets				
Very big problem	35	7	58	697
Fairly big problem	27	14	59	1,448
Not a very big problem	28	18	54	2,685
Not a problem at all	27	19	54	2,544
All adults	28	16	55	7,386

Note:

1. Source 1998 BCS.

Table A3.2: Perceptions of juvenile crime committed by males/females

	Mainly by boys %	Mainly by girls ⁽²⁾⁽³⁾ %	Equally by both %	Unweighted N
Sex				
Male	75	<1	25	3,237
Female	62	<1	37	4,175
Age				
16 to 24	79	<1	21	680
25 to 44	73	<1	27	2,802
45 to 64	65	1	34	2,148
65 to 74	59	<1	41	1,011
75 or over	51	1	49	764
Educational achievement				
A levels or above	78	<1	22	2,535
Below A level	62	<1	37	4,850
Social Class				
Professional	88	<1	12	254
Managerial and technical	75	<1	25	1,774
Skilled occupations (non manual)	66	<1	33	1,740
Skilled occupations (manual)	66	1	33	1,483
Partly skilled occupations	62	<1	38	1,291
Unskilled occupations	57	1	43	512
Region				
North East	68	<1	31	456
North West	65	1	34	699
Merseyside	55	1	44	214
Yorkshire / Humberside	69	1	30	756
East Midlands	66	<1	34	582
West Midlands	64	<1	36	777
Eastern	69	<1	31	716
London	74	<1	26	1,099
South East	72	<1	28	1,073
South West	69	<1	31	645
Wales	63	-	37	395
Tenure				
Owners	70	<1	30	4,762
Social renters	55	1	44	1,759
Private renters	75	<1	25	804
Total household income				
Under £10,000	59	1	41	2,509
£10,000 to £19,999	65	<1	34	1,903
£20,000 to £29,999	73	<1	26	1,187
£30,000 or over	80	<1	20	1,224
Teenagers hanging around on the streets				
Very big problem	60	<1	40	697
Fairly big problem	67	<1	33	1,449
Not a very big problem	72	<1	27	2,690
Not a problem at all	67	1	33	2,564
All adults	68	<1	32	7,412

Notes

1. Source 1998 BCS.
2. <1 denotes less than 0.5%.
3. - denotes no respondents chose this option.

Table A3.3: Perceptions of trend in male juvenile crime

	More male young offenders %	Less male young offenders %	Same – no change over the past two years %	<i>Unweighted N</i>
Sex				
Male	64	3	33	3,161
Female	67	2	31	4,029
Age				
16 to 24	67	4	28	665
25 to 44	66	3	32	2,720
45 to 64	66	2	33	2,085
65 to 74	60	3	37	982
75 or over	66	5	29	732
Educational achievement				
A levels or above	63	3	35	2,441
Below A level	67	3	30	4,726
Social Class				
Professional	59	3	38	247
Managerial and technical	64	2	34	1,704
Skilled occupations (non manual)	65	2	33	1,686
Skilled occupations (manual)	67	3	29	1,454
Partly skilled occupations	66	3	31	1,252
Unskilled occupations	68	3	29	503
Region				
North East	67	5	28	447
North West	66	2	32	683
Merseyside	65	4	32	209
Yorkshire / Humberside	69	2	30	736
East Midlands	64	4	32	564
West Midlands	67	2	31	762
Eastern	64	3	34	698
London	64	4	33	1,052
South East	64	2	35	1,034
South West	65	2	33	624
Wales	68	5	28	381
Tenure				
Owners	65	2	33	4,632
Social renters	66	5	29	1,702
Private renters	65	3	32	771
Total household income				
Under £10,000	66	4	31	2,432
£10,000 to £19,999	66	3	32	1,862
£20,000 to £29,999	67	2	31	1,158
£30,000 or over	62	2	36	1,184
Teenagers hanging around on the streets				
Very big problem	73	4	23	684
Fairly big problem	68	3	29	1,411
Not a very big problem	64	3	34	2,614
Not a problem at all	63	3	34	2,473
All adults	65	3	32	7,190

Note:

1. Source 1998 BCS.

Table A3.4: Perceptions of trend in female juvenile crime

	More female young offenders %	Less female young offenders %	Same – no change over the past two years %	<i>Unweighted N</i>
Sex				
Male	68	4	29	3,106
Female	71	3	26	4,025
Age				
16 to 24	67	5	28	659
25 to 44	68	3	28	2,692
45 to 64	73	3	24	2,076
65 to 74	68	3	29	972
75 or over	70	3	27	727
Educational achievement				
A levels or above	72	2	26	2,428
Below A level	68	4	28	4,682
Social Class				
Professional	71	2	27	243
Managerial and technical	74	1	24	1,702
Skilled occupations (non manual)	70	2	28	1,675
Skilled occupations (manual)	69	5	27	1,426
Partly skilled occupations	66	4	29	1,252
Unskilled occupations	66	7	27	497
Region				
North East	71	5	24	445
North West	71	3	26	678
Merseyside	72	6	22	207
Yorkshire / Humberside	69	4	28	730
East Midlands	72	4	23	557
West Midlands	70	3	27	751
Eastern	70	3	27	690
London	67	5	28	1,041
South East	66	2	32	1,025
South West	71	3	26	623
Wales	74	3	23	384
Tenure				
Owners	71	2	26	4,598
Social renters	64	7	29	1,680
Private renters	66	5	28	769
Total household income				
Under £10,000	65	6	29	2,411
£10,000 to £19,999	71	3	26	1,846
£20,000 to £29,999	72	2	26	1,148
£30,000 or over	73	1	25	1,179
Teenagers hanging around on the streets				
Very big problem	70	6	24	674
Fairly big problem	74	3	23	1,413
Not a very big problem	68	4	28	2,591
Not a problem at all	69	3	29	2,445
All adults	70	3	27	7,131

Note:

1. Source 1998 BCS.

Table A3.5: Poorest level of knowledge of juvenile crime

	Percentage of each group who got all four knowledge questions wrong	<i>Unweighted N</i>
Sex		
Male	11	3,064
Female	17	3,921
Age		
16 to 24	10	653
25 to 44	12	2,639
45 to 64	17	2,040
65 to 74	16	954
75 or over	22	695
Educational achievement		
A levels or above	9	2,378
Below A level	17	4,586
Social Class		
Professional	4	242
Managerial and technical	11	1,661
Skilled occupations (non manual)	14	1,640
Skilled occupations (manual)	16	1,406
Partly skilled occupations	17	1,218
Unskilled occupations	22	488
Region		
North East	17	433
North West	16	664
Merseyside	22	205
Yorkshire/Humberside	15	714
East Midlands	16	551
West Midlands	18	741
Eastern	13	681
London	9	1,008
South East	12	1,002
South West	13	612
Wales	16	374
Tenure		
Owners	13	4,515
Social renters	21	1,637
Private renters	10	750
Total household income		
Under £10,000	18	2,349
£10,000 to £19,999	16	1,812
£20,000 to £29,999	13	1,135
£30,000 or over	8	1,163
Teenagers hanging around on the streets		
Very big problem	23	664
Fairly big problem	15	1,384
Not a very big problem	12	2,537
Not a problem at all	14	2,393
All adults	14	6,985

Note:

1. Source 1998 BCS.

Table A4.1: How good a job the juvenile courts are doing

	Poor or very poor %	Fair %	Good or very good %	Unweighted N
Sex				
Male	51	36	13	3,042
Female	44	41	15	3,859
Age				
16 to 24	43	37	20	650
25 to 44	50	38	12	2,628
45 to 64	48	38	14	2,019
65 to 74	46	39	15	925
75 or over	41	45	14	676
Educational achievement				
A levels or above	48	40	13	2,371
Below A level	47	38	15	4,511
Social Class				
Professional	45	41	13	236
Managerial and technical Skilled occupations (non manual)	48	39	13	1,656
Skilled occupations (manual)	46	41	13	1,627
Partly skilled occupations	53	34	14	1,387
Unskilled occupations	46	40	15	1,188
	45	38	17	485
Region				
North East	53	35	12	432
North West	49	38	13	666
Merseyside	44	40	16	202
Yorkshire / Humberside	48	40	12	710
East Midlands	53	35	12	547
West Midlands	50	37	13	743
Eastern	47	41	13	691
London	43	38	19	991
South East	47	39	14	958
South West	46	39	15	593
Wales	44	40	16	368
Tenure				
Owners	48	39	13	4,465
Social renters	47	38	16	1,612
Private renters	44	39	17	743
Total household income				
Under £10,000	47	37	16	2,310
£10,000 to £19,999	47	41	11	1,800
£20,000 to £29,999	50	36	13	1,127
£30,000 or over	48	38	14	1,150
Teenagers hanging around on the streets				
Very big problem	56	31	13	672
Fairly big problem	52	35	13	1,382
Not a very big problem	47	39	14	2,513
Not a problem at all	43	41	16	2,325
Victim of BCS crime during recall period⁽²⁾				
Victim	51	36	13	2,578
Non victim	45	40	15	4,323
All adults	47	38	14	6,901

Notes:

1. Source 1998 BCS.

2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table A4.2: Opinion of magistrates and judges (YLS)

	Offenders ⁽³⁾	Non offenders ⁽³⁾	All respondents ⁽⁴⁾
	%	%	%
Respondents aged 12 to 17			
Judges and magistrates are in touch	32	42	40
Judges and magistrates are a bit out of touch	50	45	46
Judges and magistrates are very out of touch	18	12	15
<i>Unweighted N</i>	<i>324</i>	<i>868</i>	<i>1,505</i>
Respondents aged 18 to 30			
Judges and magistrates are in touch	15	26	23
Judges and magistrates are a bit out of touch	41	45	44
Judges and magistrates are very out of touch	44	29	33
<i>Unweighted N</i>	<i>800</i>	<i>1,539</i>	<i>2,817</i>

Notes:

1. Source 1998 YLS.
2. The YLS combined respondents' opinions of Judges and magistrates into one question. Because of this direct comparisons between YLS and BCS findings are not possible.
3. Based on respondents answering survey using computer self-completion only. For further information please see Appendix C.
4. Based on all respondents.
5. A respondent was defined as an offender if they had ever committed three or more 'minor' offences or one 'major' offence (major offences are all violent offences, stealing a car, snatching a bag or purse and sneaking into a house in order to steal something).

Table A4.3: Opinion of whether adults or juveniles are treated more leniently (YLS)

	Offenders ⁽²⁾	Non offenders ⁽²⁾	All respondents ⁽³⁾
	%	%	%
Respondents aged 12 to 17			
Young offenders are treated more leniently than adult offenders	57	51	52
Adult offenders are treated more leniently than young offenders	14	9	11
Both are treated equally	29	40	37
<i>Unweighted N</i>	<i>354</i>	<i>982</i>	<i>1,675</i>
Respondents aged 18 to 30			
Young offenders are treated more leniently than adult offenders	68	67	66
Adult offenders are treated more leniently than young offenders	7	6	6
Both are treated equally	25	28	27
<i>Unweighted N</i>	<i>814</i>	<i>1,595</i>	<i>2,901</i>

Notes:

1. Source 1998 YLS.
2. Based on respondents answering survey using computer self-completion only. For further information please see Appendix C.
3. Based on all respondents.
4. A respondent was defined as an offender if they had ever committed three or more 'minor' offences or one 'major' offence (major offences are all violent offences, stealing a car, snatching a bag or purse and sneaking into a house in order to steal something).

Table A4.4: Opinions of juvenile courts by level of knowledge of youth crime

The job juvenile courts are doing is:	Respondents level of knowledge of juvenile crime		
	Most informed %	Least informed %	Overall %
Excellent or good	21	9	14
Fair	44	36	38
Poor or very poor	35	55	48
<i>Unweighted N</i>	<i>945</i>	<i>1,027</i>	<i>6,574</i>

Note:

1. Source 1998 BCS.

Table A4.5: Opinions of whether juvenile courts have enough ways of dealing with juvenile offenders by overall views of juvenile courts

Do the courts have enough ways of dealing with young offenders?	The job juvenile courts are doing is:		
	Excellent or good %	Fair %	Poor or very poor %
Yes	38	28	16
No	62	72	84
<i>Unweighted N</i>	<i>897</i>	<i>2,546</i>	<i>3,222</i>

Note:

1. Source 1998 BCS.

Table A4.6: Suggestions of new methods of dealing with young offenders

Suggested new method of dealing with young offenders	Percentage of respondents choosing method ⁽²⁾
Corporal or capital punishment	
Birch or cane them	3
Other corporal punishment	6
Capital punishment ⁽³⁾	<1
Victims	
Apologise to victim	4
Compensate victim	4
Parental punishment or responsibility	
Punish parents	6
Make parents responsible	14
National service	
National service	7
Custodial sentences	
Borstal, Young Offender Institution etc	12
Longer custodial sentences	2
Harsher punishment	
Adult options	1
Reduce age of responsibility	4
Harsher punishment	7
More powers	
More police powers	4
More teacher powers	1
More courts powers	2
Community work	
Community work	12
Prevention or treatment	
More youth clubs	2
More education	5
Counselling	4
Name and shame	
Publish names	4
Tagging or curfew	
Tagging	3
Curfew	7
Other	
Deprive treats	1
Probation	3
More liaison between police and parents	2
Fines for young offenders	1
Short sharp shock	1
Other	19
Unweighted N	4,180

Notes:

1. Source 1998 BCS.

2. Column exceeds 100% due to multiple answers by respondents.

3. <1 denotes less than 0.5%.

Table A4.7: Opinions of the main cause of crime

Main cause of crime in Britain today	Percentage saying factor was the main cause
Lack of discipline from parents	28
Drugs	27
Unemployment	14
Too lenient sentencing	9
Poverty	8
Breakdown of family	6
Lack of discipline from school	3
Alcohol	2
Too few police	2
No one main cause	2

Note:

1. Source 1998 BCS.

Table A5.1: Male juveniles cautioned or convicted of shoplifting in 1997 (Criminal Statistics 1997)

Shoplifting ⁽²⁾	10-year-old male offender %	15-year-old male offender %
Caution	97	70
Fine	1	4
Community sentence ⁽³⁾	<1	10
Immediate custody	-	1
Other ⁽⁴⁾	2	15
Number of known offenders	421	3,384

Notes:

1. Figures supplied by the Research, Development and Statistics Directorate (Home Office).
2. Criminal statistics offence code 46 (theft from shop).
3. Includes supervision order, attendance centre order and curfew order.
4. Includes absolute discharge, conditional discharge and otherwise dealt with.
5. <1 denotes less than 0.5%.
6. - denotes nil.

Table A5.2: Male juveniles cautioned or convicted of burglary in 1997 (Criminal Statistics 1997)

Burglary⁽²⁾	10-year-old male offender	15-year-old male offender
	%	%
Caution	93	32
Fine	-	1
Community sentence⁽³⁾	3	40
Immediate custody⁽⁴⁾	-	18
Other⁽⁵⁾	4	10
<i>Number of known offenders</i>	<i>100</i>	<i>1,333</i>

Notes:

1. Figures supplied by the Research, Development and Statistics Directorate (Home Office).
2. Criminal statistics offence code 28 (burglary in a dwelling).
3. Includes supervision order, attendance centre order and curfew order.
4. Those sentenced under section 53 of the Children and Young Persons Act 1933 are included in immediate custody.
5. Includes absolute discharge, conditional discharge and otherwise dealt with.
6. - denotes nil.

Table A5.3: Male juveniles cautioned or convicted of ABH or GBH in 1997 (Criminal Statistics 1997)

Serious violent attack on a teacher ⁽²⁾	10-year-old male offender		
	Actual Bodily	Grievous Bodily	ABH & GBH
	Harm %	Harm ¹⁾ %	combined %
Caution	97	-	97
Fine	-	-	-
Community sentence ⁽³⁾	-	-	-
Immediate custody ⁽⁴⁾	-	-	-
Other ⁽⁵⁾	3	-	3
<i>Number of known offenders</i>	<i>72</i>	<i>-</i>	<i>72</i>

Serious violent attack on a teacher ⁽²⁾	15-year-old male offender		
	Actual Bodily	Grievous Bodily	ABH & GBH
	Harm %	Harm ¹⁾ %	combined %
Caution	66	19	65
Fine	1	-	1
Community sentence ⁽³⁾	18	9	18
Immediate custody ⁽⁴⁾	3	69	4
Other ⁽⁵⁾	12	3	12
<i>Number of known offenders</i>	<i>1,701</i>	<i>32</i>	<i>1,733</i>

Notes:

1. Figures supplied by the Research, Development and Statistics Directorate (Home Office).
2. Criminal statistics offence codes 8.6 (ABH) & 5.1 (GBH).
3. Includes supervision order, attendance centre order and curfew order.
4. Those sentenced under section 53 of the Children and Young Persons Act 1933 are included in immediate custody.
5. Includes absolute discharge, conditional discharge and otherwise dealt with.
6. - denotes nil.

Table A5.4: Victims' and non victims' views of the best way to deal with juvenile burglar

	Non victim	Victim of burglary during recall period ⁽²⁾
	%	%
10-year-old first time burglar		
Caution	25	21
Reparation order	22	22
Community sentence	33	32
Fine	1	2
Punish parents	14	16
Immediate custody	2	8
Other	2	<1
<i>Unweighted N</i>	<i>2,215</i>	<i>146</i>
10-year-old persistent burglar		
Caution	6	8
Reparation order	2	1
Community sentence	47	40
Fine	1	<1
Punish parents	10	10
Immediate custody	32	39
Other	2	1
<i>Unweighted N</i>	<i>2,213</i>	<i>146</i>
15-year-old first time burglar		
Caution	23	19
Reparation order	16	12
Community sentence	42	38
Fine	4	7
Punish parents	5	10
Immediate custody	9	14
Other	2	1
<i>Unweighted N</i>	<i>2,216</i>	<i>146</i>
15-year-old persistent burglar		
Caution	3	4
Reparation order	1	-
Community sentence	30	19
Fine	2	2
Punish parents	3	4
Immediate custody	58	70
Other	3	1
<i>Unweighted N</i>	<i>2,212</i>	<i>145</i>

Notes:

1. Source 1998 BCS.
2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).
3. - denotes nil.
4. <1 denotes less than 0.5%.

Table A6.1: Vehicle crime victims' preferred sentence for 'their' offender

	Percentage choosing sentence their offender should receive			
	Theft of motor vehicle	Theft from a motor vehicle	Attempted theft of/from motor vehicle	Vehicle vandalism
Prison	30	8	5	2
Fine	5	7	6	8
Community service	8	9	11	7
Probation order or suspended sentence	6	6	3	2
Compensation	34	36	39	44
Caution or discharge	8	22	21	24
Curfew/tagging	3	3	5	2
Apologise	1	<1	-	-
Other/don't know/depends	3	4	4	4
Nothing	<1	6	7	9
<i>Unweighted N</i>	<i>133</i>	<i>685</i>	<i>318</i>	<i>451</i>

Notes:

1. Source 1998 BCS.
2. <1 denotes less than 0.5.
3. - denotes no respondents chose this option.

Table A6.2: Household crime victims' preferred sentence for 'their' offender

	Percentage choosing sentence their offender should receive			
	Burglary	Burglary with entry	Attempted burglary	Other vandalism
Prison	22	34	9	2
Fine	2	2	3	3
Community service	11	9	12	2
Probation order or suspended sentence	7	7	6	1
Compensation	16	14	19	26
Caution or discharge	22	18	26	42
Curfew/tagging	8	6	11	3
Apologise	<1	-	1	1
Other/don't know/depends	4	5	3	3
Nothing	7	5	9	17
<i>Unweighted N</i>	<i>472</i>	<i>249</i>	<i>223</i>	<i>307</i>

Notes:

1. Source 1998 BCS.
2. <1 denotes less than 0.5.
3. - denotes no respondents chose this option.

Table A6.3: Violent crime victims' preferred sentence for 'their' offender

	Percentage choosing sentence their offender should receive.			
	Domestic violence	Mugging	Stranger	Acquaintance
Prison	16	31	10	11
Fine	-	1	3	2
Community service	<1	9	4	5
Probation order or suspended sentence	2	15	6	8
Compensation	5	17	7	3
Caution or discharge	28	21	34	27
Curfew/tagging	<1	5	4	3
Apologise	5	-	<1	1
Other/don't know/depends	5	-	6	11
Nothing	38	1	25	31
<i>Unweighted N</i>	<i>105</i>	<i>83</i>	<i>126</i>	<i>182</i>

Notes:

1. Source 1998 BCS.
2. <1 denotes less than 0.5.
3. - denotes no respondents chose this option.

Table A6.4: Characteristics of victims and incidents where victim would accept opportunity for mediation

	Percentages	
Male	39	Victim rated as serious crime ⁽³⁾ 43
Female	42	- less serious crime 41
Aged 16 to 29	38	Victim or household member intimidated after crime 41
Aged 30 to 59	42	- not intimidated 41
Aged 60 or over	44	
		Time since crime:
Offender was stranger	41	- about a year 40
- known by sight/casually	39	- less than 3 months 38
- known well	40	Victim emotionally affected ⁽⁴⁾ 46
		- not affected 35

Notes:

1. Source 1998 BCS.
2. Asked on victim forms of those respondents completing Follow up B.
3. Incidents scoring 7 or above by victims on a scale of 20.
4. Respondent was very or quite a lot affected by crime.

Table A6.5: Characteristics of victims and incidents where victim would accept opportunity for reparation

		Percentages	
Male	58	Victim rated it as serious crime ⁽³⁾	55
Female	58	- less serious crime	60
Aged 16 to 29	54	Victim or household member intimidated after crime	44
Aged 30 to 59	59	- not intimidated	58
Aged 60 or over	61		
		Time since crime:	
Offender was stranger	62	- about a year	60
- known by sight/casually	56	- less than 3 months	55
- known well	35	Victim emotionally affected ⁽⁴⁾	57
		- not affected	53

Notes:

1. Source 1998 BCS.
2. Asked on victim forms of those respondents completing Follow up B.
3. Incidents scoring 7 or above by victims on a scale of 20.
4. Respondent was very or quite a lot affected by crime.

Appendix B Logistic regression

Multivariate techniques allow one to assess which of a selection of relevant independent variables are statistically relevant to a given dependent variable when all other variables under consideration have been taken into account.

Logistic regression is used in this report as the dependent variables are binary e.g. poor level of juvenile crime knowledge versus good level of knowledge. Weights were not used in the modelling procedure. The variables used to construct the weights, number of adults living in the household, inner city households and number of incidents in a series (Chapter 6 models only), were included in the regression analysis. The full set of independent variables included for each modelling procedure are listed below:

Model 1	Poor knowledge of juvenile crime (Chapter 3)
Model 2	Juvenile courts doing a poor or very poor job (Chapter 4)
Model 3	Victims choosing imprisonment for 'their' offender (Chapter 6)
Model 4	Victims choosing a community sentence for 'their' offender (Chapter 6)
Model 5	Victims choosing a caution or discharge for 'their' offender (Chapter 6)
Model 6	Victims choosing no further action for 'their' offender (Chapter 6)

Table B1.1: Independent variables used in logistic regression models

Independent variables	Model number					
	1	2	3	4	5	6
Respondent characteristics						
Sex	✓	✓	✓	✓	✓	✓
Age	✓	✓	✓	✓	✓	✓
Educational achievement	✓	✓	✓	✓	✓	✓
Social class	✓	✓	✓	✓	✓	✓
Household characteristics						
Tenure	✓	✓				
Income	✓	✓				
Number of adults in the household	✓	✓	✓	✓	✓	✓

Independent variables	Model number					
	1	2	3	4	5	6
Area characteristics						
ACORN categories ⁽¹⁾	✓	✓	✓	✓	✓	✓
Region	✓	✓	✓	✓	✓	✓
Inner city area	✓	✓	✓	✓	✓	✓
Respondent's assessment of the local area						
Rubbish and litter lying about	✓	✓				
Teenagers hanging round the streets	✓	✓				
Vandalism, graffiti and deliberate damage to property	✓	✓				
Interviewer's assessment of the local area						
Rubbish and litter lying about	✓	✓				
Vandalism, graffiti and deliberate damage to property	✓	✓				
Crime						
Victim of crime during the recall period ⁽²⁾		✓	✓			
Level of knowledge of juvenile crime trends			✓			
Worry about crime ⁽³⁾			✓			
View on the way the police and courts deal with juvenile offenders			✓			
Details of the crime						
Length of time since the incident			✓	✓	✓	✓
Victims' relationship with the offender			✓	✓	✓	✓
Victims' 'seriousness' rating of the incident ⁽⁴⁾			✓	✓	✓	✓
Whether the crime was reported to the police			✓	✓	✓	✓
Whether the victim felt someone else (other than the offender) was responsible for the incident			✓	✓	✓	✓
Whether something was stolen			✓	✓	✓	✓
Whether property was damaged			✓	✓	✓	✓
Whether the victim (or any other household member) experienced a emotional reaction following the incident			✓	✓	✓	✓
Whether the victim was injured			✓	✓	✓	✓
Number of incidents in a series ⁽⁵⁾			✓	✓	✓	✓

Notes:

1. ACORN classifies neighbourhoods according to a number of criteria, such as tenure, employment, age of household, size of households and income. ACORN stands for A Classification of Residential Neighbourhoods, and is a product of CACI Information Services Ltd.
2. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).
3. Based on respondents' views of how worried they were about being (a) burgled, (b) mugged and robbed and (c) physically attacked. For each the respondent could answer 'very worried', 'fairly worried', 'not very worried' or 'not at all worried'. For all three variables 'very' worried set to 1, and 'fairly' 'not very' and 'not at all' were set to 0. These variables were then summated for each case. The worry scale therefore ranged from 0 (not very worried about any crime) to 3 (very worried about all three types of crime).
4. The BCS asks victims to rate what happened to them on a 'seriousness' scale, where zero represents a very minor crime, and 20 represents murder.
5. A series is defined as very similar incidents, where the same thing was done under the same circumstances and probably by the same people.

Interpretation of the models

The results presented here only include those variables which are statistically related to e.g. poor level of knowledge once the other factors in the model have been controlled for.

The most intuitive way to interpret the results in the table is to consider two respondents who are identical in every way except for the variable in question. The numbers ($\exp(\beta)$) in the table show the change in the odds having a poor level of knowledge for respondents who are identical except for the characteristic in question compared to the pre-defined base category. If $\exp(\beta)$ is greater than one this means the odds of for example, poor knowledge are increased; if $\exp(\beta)$ is less than one the odds are decreased.

Other statistics included in the tables are the model chi-square and the significance for all coefficients. The model chi-square tests the null hypothesis that the coefficients for all the variables in the model (except the constant) are 0. If the significance is less than 0.05 the null hypothesis is rejected. The significance indicates whether the coefficient is significantly different to zero. * indicates the factor is significant at the 5% level.

Table B3.1: Logistic regression – poorest level of knowledge

	Exp(β) ⁽²⁾	Significance ⁽³⁾
Sex		
Male (<i>base</i>)	1.00	
Female	1.42	*
Age		
16 to 24 (<i>base</i>)	1.00	
25 to 44	1.33	
45 to 64	1.74	*
65 to 74	1.66	*
75 or over	2.22	*
Educational achievement		
A-levels or above (<i>base</i>)	1.00	
Below A-level	1.41	*
Social Class		
Professional (<i>base</i>)	1.00	
Managerial and technical	2.44	*
Skilled occupations (non manual)	2.36	*
Skilled occupations (manual)	2.84	*
Partly skilled occupations	2.79	*
Unskilled occupations	3.24	*
Tenure		
Owners (<i>base</i>)	1.00	
Social renters	1.17	
Private renters	1.61	*
Total household income		
Under £10,000	1.61	*
£10,000 to £19,999	1.72	*
£20,000 to £29,999	1.65	*
£30,000 or over (<i>base</i>)	1.00	
Teenagers hanging around the streets		
Very big problem	1.73	*
Fairly big problem	1.09	
Not very big problem	0.90	
Not a problem at all (<i>base</i>)	1.00	
N=6,085	Model Chi-square=259 *	

Notes:

1. Source 1998 BCS.
2. Exp(β) greater than one indicates risks are higher relative to the base category; exp(β) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.

Table B4.1: Logistic regression – ‘poor or very poor’ rating of juvenile courts

	Exp(β) ⁽²⁾	Significance ⁽³⁾
Sex		
Male	1.25	*
Female (<i>base</i>)	1.00	
Teenagers hanging around the streets		
Very big problem	1.47	*
Fairly big problem	1.27	*
Not a very big problem	1.14	
Not a problem at all (<i>base</i>)	1.00	
Knowledge of juvenile crime		
Least	1.49	*
Middle	1.42	*
Most (<i>base</i>)	1.00	
Victim of crime during BCS recall period⁽⁴⁾		
Victim of crime	1.16	*
Not victim of crime (<i>base</i>)	1.00	
Opinion of juvenile courts		
Too tough (<i>base</i>)	1.00	
About right	0.31	*
Too lenient	0.90	
Much too lenient	2.34	*
N=5,658		Model Chi-Square=846 *

Notes:

1. Source 1998 BCS.
2. Exp(β) greater than one indicates risks are higher relative to the base category; exp(β) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.
4. Recall period was 1 January 1997 to date of interview (typically during January to March 1998).

Table B6.1: Logistic regression – victims choosing prison for ‘their’ offender

	Exp(β) ⁽²⁾	Significance ⁽³⁾
Sex		
Male	1.35	*
Female (<i>base</i>)	1.00	
Victim injured during the incident		
Victim injured	3.06	*
Victim not injured (<i>base</i>)	1.00	
Property damaged during the incident		
Property damaged	1.44	*
No property damaged (<i>base</i>)	1.00	
Property stolen during the incident		
Property stolen	1.67	*
No property stolen (<i>base</i>)	1.00	
Crime reported to the police		
Reported to the police	3.92	*
Not reported to the police (<i>base</i>)	1.00	
Victim's rating of seriousness of incident⁽⁴⁾		
Serious	4.96	*
Not serious (<i>base</i>)	1.00	
Inner city area		
Inner city	1.50	*
Non-inner city (<i>base</i>)	1.00	
N=3,770		Model Chi-square=507 *

Notes:

1. Source 1998 BCS.
2. Exp(β) greater than one indicates risks are higher relative to the base category; exp(β) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.
4. The BCS asks victims to rate what happened to them on a 'seriousness scale, where zero represents a very minor crime, and 20 murder. A third of incidents scored 7 or above.

Table B6.2: Logistic regression – victim choosing a community sentence for ‘their’ offender

	Exp(β) ⁽²⁾	Significance ⁽³⁾
Sex		
Male	0.78	*
Female (<i>base</i>)	1.00	
Educational achievement		
A levels or above (<i>base</i>)	1.00	
Below A level	0.67	*
Victim's relationship with the offender		
Stranger (<i>base</i>)	1.00	
Know by sight/casually	0.47	*
Know well	0.30	*
Crime reported to the police		
Reported to the police	1.51	*
Not reported to the police (<i>base</i>)	1.00	
Neighbourhood - ACORN⁽⁴⁾		
Thriving	1.82	*
Expanding	1.25	
Rising	1.22	
Settling	1.69	*
Aspiring	1.95	*
Striving (<i>base</i>)	1.00	
N=3,770	Model Chi-square=80 *	

Notes:

1. Source 1998 BCS.
2. Exp(β) greater than one indicates risks are higher relative to the base category; exp(β) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.
4. ACORN is 'A Classification of Residential Neighbourhoods'.

Table B6.3: Logistic regression – victim choosing a caution or discharge for ‘their’ offender

	Exp(β) ⁽²⁾	Significance ⁽³⁾
Sex		
Male	0.72	*
Female (<i>base</i>)	1.00	
Victim's relationship with the offender		
Stranger (<i>base</i>)	1.00	
Know by sight/casually	1.60	*
Know well	1.24	
Victim injured during the incident		
Victim injured	0.71	*
Victim not injured (<i>base</i>)	1.00	
Property damaged during the incident		
Property damaged	0.54	*
No property damaged (<i>base</i>)	1.00	
Property stolen during the incident		
Property stolen	0.54	*
No property stolen (<i>base</i>)	1.00	
Crime reported to the police		
Reported to the police	0.72	*
Not reported to the police (<i>base</i>)	1.00	
Victim's rating of seriousness of incident⁽⁴⁾		
Serious	0.59	*
Not serious (<i>base</i>)	1.00	
N=3,770	Model Chi-square=225 *	

Notes:

1. Source 1998 BCS.
2. Exp(β) greater than one indicates risks are higher relative to the base category; exp(β) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.
4. The BCS asks victims to rate what happened to them on a 'seriousness scale, where zero represents a very minor crime, and 20 murder. A third of incidents scored 7 or above.

Table B6.4: Logistic regression – victim choosing no further action for ‘their’ offender

	Exp(B) ⁽²⁾	Significance ⁽³⁾
Age		
16 to 24 (<i>base</i>)	1.00	
25 to 44	0.78	
45 to 64	1.04	
65 to 74	1.23	
75 or over	2.01	*
Victim's relationship with the offender		
Stranger (<i>base</i>)	1.00	
Know by sight/casually	2.84	*
Know well	7.80	*
Property damaged during the incident		
Property damaged	0.46	*
No property damaged (<i>base</i>)	1.00	
Property stolen during the incident		
Property stolen	0.59	*
No property stolen (<i>base</i>)	1.00	
Crime reported to the police		
Reported to the police	0.10	*
Not reported to the police (<i>base</i>)	1.00	
Victim's rating of seriousness of incident⁽⁴⁾		
Serious	0.19	*
Not serious (<i>base</i>)	1.00	
Victim's or household members' emotional reaction following the incident		
Someone in household had an emotional reaction (<i>base</i>)	1.00	
No emotional reaction	2.14	*
N=3,770		Model Chi-square=593 *

Notes:

1. Source 1998 BCS.
2. Exp(B) greater than one indicates risks are higher relative to the base category; exp(B) below one indicates risks are lower relative to the base category.
3. * indicates statistical significance at the 5% level.
4. The BCS asks victims to rate what happened to them on a 'seriousness scale, where zero represents a very minor crime, and 20 murder. A third of incidents scored 7 or above.

Appendix C Survey design and methodology

British Crime Survey

The 1998 British Crime Survey was conducted by the National Centre of Social Research, formally known as the Social and Community Planning Research (SCPR). The questionnaire was designed in collaboration between the Research, Development and Statistics Directorate (RDS) and the National Centre. Further details of the survey design and methodology can be found in the 1998 British Crime Survey Technical Report (Hales and Stratford, 1999). Previous sweeps were conducted in 1982, 1984, 1988, 1992, 1994 and 1996.

Sampling

The BCS sample is designed to give, after appropriate weighting, a representative sample of both private households in England and Wales and adults, aged 16 or over, living in them. The Small Users Postcode Address file (PAF) was used as the sampling frame. The PAF, listing all postal delivery points in the country, represents the fullest register of household addresses as almost all households have one delivery point, or letterbox.

A stratified multi-stage random probability design was used to select the sample of addresses. As in previous sweeps inner city areas were over-sampled by a factor of two.⁵⁹ Where an address represented more than one household a single household was selected using random selection procedures. One adult aged 16 or over in each selected household was identified for interview using a similar random selection procedure. No substitution was allowed. The sample size was 14,947 in 1998.

Fieldwork

The interviews were conducted by the National Centre, with respondents interviewed face-to-face in their own home. The 1998 BCS was conducted using CAPI (Computer Assisted Personal Interviewing). The questionnaire was a computer program which specifies the questions, the range and

⁵⁹ Inner city areas were selected on the basis classifying postcode sectors according to population density, level of owner-occupied tenure and social class profile.

structure of permissible answers, and the routing instructions. Responses to questions were entered directly into the laptop by the interviewer. Interviewing began in January 1998 and was substantially complete by April.⁶⁰

Response rate

In all sweeps the BCS has achieved a relatively high response rate. In 1998 response rate was 79 per cent. The main reasons for non-response at eligible addresses were the refusal either by the selected person or by the household before the respondent was selected (13%) and non-contact (4%).

Structure of the questionnaire

The BCS questionnaire is in several sections. The main section includes 'screener' questions in everyday language asking if the respondent or the household had been a victim of crime. Those individuals or households who had been a victim of crime since 1 January 1997 were then asked detailed Victim Form(s) (up to a maximum of six – three long and three short).

The sample was then randomly split into two, with each half answering either Follow Up A or Follow Up B. The attitudes to crime and criminal justice questions were in Follow Up B. The sample size for Follow Up B was 7,462.⁶¹

Weighting

Weighting corrects for different sampling rates. In the 1998 BCS attitudes to crime and criminal justice section three component weights were used:

- an *inner city weight* to correct for the over-sampling of inner city residents
- a *dwelling unit weight* to correct for cases where more than one household was at an address on the PAF file
- an *individual weight* to correct for the under-representation of individuals living in households with more than one adult (the chance of an adult being selected for interview is inversely related to the number of adults in the household).

60 A small number of interviews were conducted as late as the end of June, these mainly being re-issues to ensure a satisfactory response rate.

61 The 1998 BCS findings in this report are based on this sample size (excluding don't knows and refusals) unless otherwise stated. In the 1996 BCS 8,365 respondents answered Follow Up B.

Don't know and refusal codes

Throughout the British Crime Survey respondents are given the option of either refusing to answer a particular question or answering don't know. Unless otherwise stated these responses are excluded from the findings presented in this report.

Significance testing

Due to the stratification and clustering of the BCS sample design, a design factor has to be used when calculating significance tests. That is, significance tests cannot be calculated on the assumption of a simple random design. The survey company calculates selected design factors. When a specific design factor has not been calculated, as in the case of most of the questions in this report, the assumption is made that the effective sample size was reduced by a fifth. Where used, significance tests have been applied at the 5% level (two tailed).

1998 Youth Lifestyles Survey

The 1998 Youth Lifestyles Survey (YLS) was also conducted by the National Centre of Social Research. The YLS was first undertaken in 1993. This first survey provided a national estimate of self-reporting offending by 14- to 25-year-olds living in private households in England and Wales. In 1998 the age range covered by the survey was extended to 12- to 30-years-old. Further details of the survey design and methodology can be found in the 1998 Youth Lifestyles Survey Technical Report (Stratford and Roth, 1999).

Sampling

The 1998 YLS used two methods to achieve the sample size of 4,848. Firstly a 'core' sample of 3,643 young people was identified from households that had been interviewed in the 1998 British Crime Survey. Secondly a screening exercise was carried out at addresses next door to the core sample addresses. This 'focused-enumeration' (FE) sample resulted in 1,205 interviews. To ensure the sample captured a reasonable number of persistent offenders, the FE portion of the sample over-sampled addresses in high crime areas.⁶²

⁶² The 1998 YLS high crime areas were defined by identifying the 1998 BCS ACORN codes where the highest number of victimisation incidents were reported.

Fieldwork

Fieldwork started in October 1998 and was substantially completed by January 1999. The interviews were conducted by the National Centre with respondents being interviewed face-to-face in their own home. Interviewers were instructed to obtain written parental or guardian permission for interviewing those aged under 16. The majority of the questionnaire was conducted using a laptop computer (both CAPI and CASI). However, the third self-completion section was subject to a split sample experiment; 30 per cent of respondents aged 14 to 25 received a paper booklet to complete instead of continuing with the laptop.⁶³

Response rate

The response rate for the 1998 YLS was 72 per cent. This broke down into 75 per cent for the core sample and 64 per cent for the focused enumeration sample.

Structure of the questionnaire

The questionnaire asked about behaviour and attitudes in areas such as; school truancy and bullying, fears and worries, being a victim of crime and the police and attitudes to crime and punishment. There were also self-completion sections on smoking and drinking, drugs and offending behaviour.

Weighting

In the 1998 YLS five component weights were used:

- an *inner city weight* to correct for the over-representation of inner city residents in the original BCS sample
- a *dwelling unit weight* to correct for cases where more than one household was at a sampled address
- an *individual weight* to correct for the under-representation of individuals living in households with more than one young person aged between 12 and 30 years old (the chance of a young person being selected for interview is inversely related to the number of young people in the household)

⁶³ In house analysis has shown that the computer admission to offending was significantly higher than with paper. Therefore only those respondents who completed the offending behaviour section using CASI are included when looking at results by offender/non-offender.

- a *high crime weight* to correct for the over-sampling of high crime areas in the focused enumeration sample
- a *non-response weight* to take into account survey non-response.⁶⁴

All five weights were used for the YLS analysis apart from when comparing offenders' and non-offenders' views. For the latter a weight that took into account the under representation of 14 to 25 in the CASI section on offending behaviour was adopted.

Don't knows and refusal codes

Throughout the Youth Lifestyles Survey respondents are given the option of either refusing to answer a particular question or answering don't know. These responses are excluded from all the findings presented in this report.

64 Non-response was modelled using logistic regression.

Appendix D Questions from the 1998 British Crime Survey

This is a transcript of the Computer-Assisted Personal Interviewing program used for the attitudes to crime and criminal justice sections of the 1998 BCS. The routing (as described in the square brackets) was done automatically by the computer.

Attitudes to sentencing (questions also asked in 1996 BCS)

CrimUK [ASK ALL]
I would like to ask whether you think that the *recorded crime rate* for the country as a whole has changed over the *past two years*. Would you say there is more crime, less crime or about the same amount (since two years ago)?
PROMPT: If you don't know, please just guess

1. A lot more crime
2. A little more crime
3. About the same
4. A little less crime
5. A lot less crime

NVio [ASK ALL]
Some of the following questions ask you to give an answer out of 100. If you are not sure about the number, please give your best guess. Of every 100 crimes recorded by the police, roughly what number do you think involve violence or the threat of violence?

0..100

SentSev [ASK ALL]
The next few questions are about sentencing by the courts, that is both the Crown Court and magistrates courts. In general, would you say that sentences handed down by the courts are too tough, about right, or too lenient?
PROBE: Is that a little too tough/lenient or much too tough/lenient?

1. Much too tough
2. A little too tough
3. About right
4. A little too lenient
5. Much too lenient

- TypSent0-
TypSent7 [ASK ALL]
SHOW CARD B1
ALLOW RESPONDENT TIME TO READ PROPERLY, THEN ASK:
There are a number of possible sentences which could be imposed in this case.
Which type, or types, of sentence do you think the offender should receive?
SHOW CARD B2. DO NOT PROMPT. RECORD EACH MENTIONED IN ORDER (UP TO 8 MENTIONS).
CODE ALL THAT APPLY
1. Imprisonment
 2. Suspended prison sentence
 3. Fine
 4. Probation
 5. Community service order
 6. Electronic tagging
 7. Have to pay compensation
 8. Conditional discharge
 9. Other
- TypSntAO [ASK IF (Other IN TypSent)]
INTERVIEWER: RECORD OTHER ANSWER GIVEN
- NRapePr1 [ASK ALL]
Now I would like to ask you about the kinds of sentences that are imposed for rape and house burglary.
First of all, out of every 100 *men aged 21 or over* who are *convicted of rape* how many do you think are sent to prison?
- 0..100
- NBurgPr1 [ASK ALL]
Now turning to *house burglary*. Out of every 100 adults aged 21 or over who are convicted of house burglary, how many do you think are sent to prison?
- 0..100
- JudTouch [ASK ALL]
I would now like to ask for your opinions of judges and magistrates who decide what sentences to give.
Firstly, *judges*. Do you think that judges are generally in touch or out of touch with what ordinary people think?
IF OUT OF TOUCH: Is that a bit out of touch or very out of touch?
1. In touch
 2. A bit out of touch
 3. Very out of touch

- MagTouch** [ASK ALL]
 Do you think that *magistrates* are generally in touch or out of touch with what ordinary people think?
 IF OUT OF TOUCH: Is that a bit out of touch or very out of touch?
1. In touch
 2. A bit out of touch
 3. Very out of touch
- OverCrow** [ASK ALL]
 SHOW CARD B3
 There is some evidence that the prisons in this country are overcrowded.
 Looking at this card, which *one* of these do you think would be the best way of reducing overcrowding?
1. Find new ways to punish offenders that are less expensive than prison but tougher than probation
 2. Release some non-violent offenders from prison earlier than at present with more probation supervision after release
 3. Build more prisons and pay for them by raising taxes or cutting spending in other areas
- JobPol** [ASK ALL]
 SHOW CARD B4
 This card lists some different groups of people who collectively form the criminal justice system.
 We would like to know how good a job you think each of these groups of people are doing.
 SHOW CARD B5
 How good a job do you think the *police* are doing?
 PROBE: Would that be an excellent, good, fair, poor or very poor job?
1. Excellent
 2. Good
 3. Fair
 4. Poor
 5. Very poor
- JobJud** [ASK ALL]
 SHOW CARD B5
 How good a job do you think *judges* are doing?
1. Excellent
 2. Good
 3. Fair
 4. Poor
 5. Very poor

JobMag [ASK ALL]
SHOW CARD B5
How good a job do you think *magistrates* are doing?

1. Excellent
2. Good
3. Fair
4. Poor
5. Very poor

JobPri [ASK ALL]
SHOW CARD B5
How good a job do you think the *prisons* are doing?

1. Excellent
2. Good
3. Fair
4. Poor
5. Very poor

JobProb [ASK ALL]
SHOW CARD B5
How good a job do you think the *probation services* are doing?

1. Excellent
2. Good
3. Fair
4. Poor
5. Very poor

JobJuv [ASK ALL]
SHOW CARD B5
How good a job do you think the *juvenile courts* are doing?
Would that be an excellent, good, fair, poor or very poor job?

1. Excellent
2. Good
3. Fair
4. Poor
5. Very poor

Attitudes to juvenile offenders

JuvProp [ASK ALL]
Thinking now about crime committed by young offenders, that is people aged 10 to 17.
Do you think crime is committed...READ OUT

1. ...mainly by young offenders
2. ...mainly by older offenders
3. ...or equally by both

- JuvSex [ASK ALL]
 And do you think the crime committed by young offenders, is committed...
 READ OUT
1. ...mainly by boys
 2. ...mainly by girls
 3. ...or equally by both?
- NumMale [ASK ALL]
 Do you think the number of *male* young offenders has changed over the past two years?
 PROBE IF YES: Would you say that there are more or less male young offenders than two years ago?
 PROBE: Is that a lot more/less or a little more/less?
1. More male young offenders
 2. Less male young offenders
 3. Same – no change over past two years
- NumFem [ASK ALL]
 And do you think the number of *female* young offenders has changed over the past two years?
 PROBE IF YES: Would you say that there are more or less female young offenders than two years ago?
 PROBE: Is that a lot more/less or a little more/less?
1. More female young offenders
 2. Less female young offenders
 3. Same – no change over past two years
- JuvSen [ASK ALL]
 In general, would you say that the way the police and courts deal with young offenders, (aged 10-17) is too tough, too lenient or about right?
 PROBE: Is that a little too tough/lenient or much too tough/lenient?
1. Much too tough
 2. A little too tough
 3. About right
 4. A little too lenient
 5. Much too lenient
- JuvOpt [ASK ALL]
 Do you think the police and courts have enough ways of dealing with young offenders (people aged 10-17)?
1. Yes, enough ways
 2. No, not enough ways

JuvNotEn [ASK IF JuvOpt = No]
What other ways do you think the courts and the police would find useful in dealing with young offenders?
DO NOT PROMPT
Text: Maximum 120 characters

JuvShop1 [ASK NEXT FOUR QUESTIONS OF A RANDOM THIRD OF FUB SAMPLE]
CARD B6
What do you think is the best way to deal with a 10-year-old male who shoplifts for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvShop2 CARD B6
What do you think is the best way to deal with a 10-year-old male who shoplifts *persistently*?
INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvShop3

CARD B6

What do you think is the best way to deal with a *15-year-old* male who shoplifts for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvShop4

CARD B6

What do you think is the best way to deal with a 15-year-old male who shoplifts persistently?

INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvBurg1 [ASK NEXT FOUR QUESTIONS OF ANOTHER RANDOM THIRD OF FUB SAMPLE]
CARD B6

What do you think is the best way to deal with a 10-year-old male who carries out a burglary for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvBurg2 CARD B6

What do you think is the best way to deal with a 10-year-old male who carries out burglaries *persistently*?

INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvBurg3

CARD B6

What do you think is the best way to deal with a 15-year-old male who carries out a burglary for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvBurg4

CARD B6

What do you think is the best way to deal with a 15-year-old male who carries out burglaries persistently?

INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvAss1 [ASK NEXT FOUR QUESTIONS OF FINAL RANDOM THIRD OF FUB SAMPLE]
CARD B6

What do you think is the best way to deal with a 10-year-old male who carries out a serious violent attack on a teacher for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvAss2 CARD B6

What do you think is the best way to deal with a 10-year-old male who carries out serious violent attacks on a teacher *persistently*?
INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvAss3

CARD B6

What do you think is the best way to deal with a *15-year-old* male who carries out a serious violent attack on a teacher for the first time?

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

JuvAss4

CARD B6

What do you think is the best way to deal with a 15-year-old male who carries out serious violent attacks on a teacher persistently?

INTERVIEWER NOTE: Persistently = three or more times

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institution (YOI)
11. Other

SuffPo [ASK IF RESPONDENT SAID THEY THOUGHT SENTENCING IS TOO LENIENT]
Previously, you said you thought both adult and young offenders are treated too leniently. Do you think...READ OUT

1. ...young offenders are treated more leniently than adult offenders
2. ...adult offenders are treated more leniently than young offenders
3. ...or, are both treated equally leniently?

Restorative justice

SentOff (L) [ASK ALL LONG VF AND FUB SAMPLE]
CARD V7
On this card are the actions the police can take and the various sentences which a Court can give to people. Which of these do you think should have happened to the person/people who did it?
CODE ONE ONLY

1. Nothing/not a matter for the police
2. An informal warning from the police
3. A formal caution from the police
4. Go to court but only get a warning
5. Have to pay compensation
6. A suspended prison sentence
7. Have to do community service
8. Be put on probation
9. Have to pay a fine
10. Prison or similar
11. Curfew/electronic tagging
12. Apologise to the victim
13. It depends
14. Other

AmtFine1 (L) [ASK IF SentOff = Fine]
How much do you think they should have had to pay?

1..99999

LongPri1 (L) [ASK IF SentOff = Prison]
How long do you think they should have had to spend in prison?
INTERVIEWER: IS YOUR ANSWER IN MONTHS OR YEARS?

1. Months
2. Years

PrisMth1 (L) [ASK IF LongPri1 = Months]
INTERVIEWER: ENTER NUMBER OF MONTHS

1..11

PrisYrs1 (L) [ASK IF LongPri1 = Years]
INTERVIEWER: ENTER NUMBER OF YEARS

1..99

AnyOth (L) [ASK IF INFORMANT IDENTIFIED COMPENSATION IN SentOff]
Should the person have been given any other sentence as well as having to pay compensation?
CODE ONE ONLY

1. Nothing/not a matter for the police
2. An informal warning from the police
3. A formal caution from the police
4. Go to court but only get a warning
5. Have to pay compensation
6. A suspended prison sentence
7. Have to do community service
8. Be put on probation
9. Have to pay a fine
10. Prison or similar
11. Curfew/electronic tagging
12. Apologise to the victim
13. It depends
14. Other

AmtFine2 (L) [ASK IF AnyOth = Fine]
How much do you think they should have had to pay?

1..99999

LongPri2 (L) [ASK IF AnyOth = Prison]
How long do you think they should have had to spend in prison?
INTERVIEWER: IS YOUR ANSWER IN MONTHS OR YEARS?

1. Months
2. Years

PrisMth2 (L) [ASK IF LongPri2 = Months]
INTERVIEWER : ENTER NUMBER OF MONTHS

1..11

PrisYrs2 (L) [ASK IF LongPri2 = Years]
INTERVIEWER: ENTER NUMBER OF YEARS

1..99

WantRep (SL)[ASK FUB SAMPLE]

The government is considering a scheme in which victims and offenders would meet in the presence of a third party, to give victims a chance to ask offenders why they committed the offence and to say how it made them feel. Would you have accepted a chance of such a meeting after this incident?

1. Yes
2. No
3. Don't know

WantComp (SL)[ASK FUB SAMPLE]

The government is also considering schemes in which offenders compensate the victim for what has happened, (for example by cleaning graffiti or repairing criminal damage). Would you have accepted this type of compensation?

1. Yes
2. No
3. Not applicable
4. Don't know

Show cards

CARD B1

A man aged 23 pleaded guilty to the burglary of a cottage belonging to an elderly man whilst he was out during the day. The offender, who had previous convictions for burglary, took a video worth £150 and a television, which he left damaged near the scene of the crime.

CARD B2

1. Imprisonment
2. Suspended prison sentence
3. Fine
4. Probation
5. Community service order
6. Electronic tagging
7. Have to pay compensation
8. Conditional discharge
9. Other (Please say what)

CARD B3

1. Find new ways to punish offenders that are less expensive than prison but tougher than probation
2. Release some non-violent offenders from prison earlier than at present with more probation supervision after release.
3. Build more prisons and pay for them by raising taxes or cutting spending in other areas.

CARD B4

1. The police
2. Judges
3. Magistrates
4. The prison services
5. The probation services
6. The juvenile courts

CARD B5

1. Excellent job
2. Good job
3. Fair job
4. Poor job
5. Very poor job

CARD B6

1. Verbal warning from police (Informal caution)
2. Written warning from police and criminal record (Formal caution)
3. Apologise to and/or compensate the victim (Reparation order)
4. Work in the community
5. Fine offender
6. Fine/punish his parents
7. Offender required to be at home in the evening (Curfew order)
8. Social worker monitors and advises offender (Supervision order)
9. Attendance at detention centre once a week (Attendance order)
10. Imprisonment in a Young Offender Institute (YOI)
11. Other

CARD V7

1. Nothing/not a matter for the police
2. An informal warning from the police
3. A formal caution from the police
4. Go to court but only get a warning
5. Have to pay compensation
6. A suspended prison sentence
7. Have to do community service
8. Be put on probation
9. Have to pay a fine
10. Prison or similar
11. Curfew/electronic tagging
12. Apologise to the victim
13. It depends
14. Other

References

- British Retail Consortium** (1999). *Retail Crime Survey: 1998*. London: BRC.
- Clarke, N.** (1998). *Public Perceptions of Drug-Related Crime in 1997*. Home Office Research Findings No. 67. London: Home Office.
- Collier, P.** (1996). *Police Disposals of Notifiable Offences Cleared Up, Following Arrest or Report by Age, Gender and Offence*. Home Office Statistical Findings, Issue 2/96. London: Home Office.
- Coleman, C. and Moynihan, J.** (1996). *Understanding Crime Data; Haunted by the Dark Figure*. Bristol: Open University Press.
- Doob, A. and Roberts, J.V.** (1988). 'Public punitiveness and public knowledge of the facts: some Canadian surveys.' In (eds.) N. Walker and M. Hough *Public Attitudes to Sentencing. Surveys from Five Countries*. Aldershot: Gower.
- Graham, J. and Bowling, B.** (1995). *Young People and Crime*. Home Office Research Study No. 145. London: Home Office.
- Hales, J. and Stratford, N.** (1999). *The 1998 British Crime Survey Technical Report*. London: SCPR.
- Home Office, Lord Chancellor's Department and Attorney General's Office** (1999). *Criminal Justice System Strategic and Business Plan 1999-2000*. London: Home Office, Lord Chancellor's Department and the Attorney General's Office.
- Home Office** (1999). *Home Office Business Plan 1999-2000*. London: Home Office.
- Home Office** (1998). *Criminal Statistics England and Wales 1997*. Command Paper No. 4162. London: HMSO.
- Home Office** (1998a). *Crime and Disorder Act 1998: Introductory Guide*. London: Home Office.

- Hough, M. and Moxon, D.** (1985). Dealing with Offenders: Popular Opinion and the Views of Victims. *The Howard Journal of Criminal Justice* 24 pp160–175.
- Hough, M. and Roberts, J.** (1998). *Attitudes to Punishment: Findings from the British Crime Survey*. Home Office Research Study No. 179. London: Home Office.
- Hough, M. and Roberts, J.** (1999). Sentencing Trends in Britain: Public Knowledge and Public Opinion. *Punishment and Society: The International Journal of Penology* Vol.1 No.1 pp11–26.
- Marshall, T.F.** (1999). *Restorative Justice: an overview*. Report by the Home Office Research, Development and Statistics Directorate. London: Home Office.
- Mattinson, J.** (1998). *Cautions, Court Proceedings and Sentencing, England and Wales 1997*. Home Office Statistical Bulletin, Issue 18/98. London: Home Office.
- Mirrlees-Black, C., Budd, T., Partridge, S. and Mayhew, P.** (1998). *The 1998 British Crime Survey*. Home Office Statistical Bulletin, Issue 21/98. London: Home Office.
- Mirrlees-Black, C. and Ross, A.** (1995). *Crime Against Retail and Manufacturing Premises: Findings from the 1994 Commercial Victimization Survey*. Home Office Research Study No.146. London: Home Office.
- Morgan, R. and Sanders, A.** (1999). *The Use of Victim Statements*. Home Office Occasional Paper. London: Home Office.
- Opinion Research Corporation** (1982). *Public Attitudes towards Youth Crime*. Minneapolis: The University of Minnesota School of Social Work, and the Field Institute.
- Povey, D. and Prime, J.** (1999). *Recorded Crime Statistics: England and Wales, April 1998 to March 1999*. Home Office Statistical Bulletin, Issue 18/99. London: Home Office.
- Povey, D. and Prime, J.** (1998). *Notifiable Offences: England and Wales, 1997*. Home Office Statistical Bulletin, Issue 7/98. London: Home Office.
- Roberts, J.** (1997). *The Role of Criminal Record in the Sentencing Process in M Tonry (ed.) Crime and Justice. A Review of Research*. Vol.22 Chicago: University of Chicago Press.

Sprott, J. (1999), Are Members of the Public Tough Enough on Crime? The Dimensions of Public "Punitiveness". *Journal of Criminal Justice* Vol.27 No.5 pp467–474

Sprott, J. (1996). Understanding Public Views of Youth Crime and the Youth Justice System. *Canadian Journal of Criminology* Vol.38 No.2 pp271–290

Stratford, N. and Roth, W. (1999). *The 1998 Youth Lifestyles Survey Technical Report*. London: NCSR.

Publications

List of research publications

The most recent research reports published are listed below. A **full** list of publications is available on request from the Research, Development and Statistics Directorate, Information and Publications Group.

Home Office Research Studies (HORS)

190. **Trespass and protest: policing under the Criminal Justice and Public Order Act 1994.** Tom Bucke and Zoë James. 1998.
191. **Domestic Violence: Findings from a new British Crime Survey self-completion questionnaire.** Catriona Mirrlees-Black. 1999.
192. **Explaining reconviction following a community sentence: the role of social factors.** Chris May. 1999.
193. **Domestic Violence Matters: an evaluation of a development project.** Liz Kelly. 1999.
194. **Increasing confidence in community sentences: the results of two demonstration projects.** Carol Hedderman, Tom Ellis and Darren Sugg. 1999.
195. **Trends in Crime Revisited.** Simon Field. 1999.
196. **A question of evidence? Investigating and prosecuting rape in the 1990s.** Jessica Harris and Sharon Grace. 1999.
197. **Drug Misuse Declared in 1998: results from the British Crime Survey.** Malcolm Ramsay and Sarah Partridge. 1999.
198. **Modelling and predicting property crime trends in England and Wales.** Sanjay Dhiri, Sam Brand, Richard Harries and Richard Price. 1999.

Research Findings

78. **A review of classification systems for sex offenders.** Dawn Fisher and George Mair. 1998.
79. **An evaluation of the prison sex offender treatment programme.** Anthony Beech et al. 1998.
80. **Age limits for babies in prison: some lessons from abroad.** Diane Caddle. 1998.
81. **Motor projects in England & Wales: an evaluation.** Darren Sugg. 1998
82. **HIV/Aids risk behaviour among adult male prisoners.** John Strange et al. 1998.
83. **Concern about crime: findings from the 1998 British Crime Survey.** Catriona Mirrlees-Black and Jonathan Allen. 1998.
84. **Transfers from prison to hospital - the operation of section 48 of the Mental Health Act 1983.** Ronnie Mackay and David Machin. 1998.
85. **Evolving crack cocaine careers.** Kevin Brain, Howard Parker and Tim Bottomley. 1998.
86. **Domestic Violence: Findings from the BCS self-completion questionnaire.** 1999. Catriona Mirrlees-Black and Carole Byron. 1999.
87. **Incentives and earned privileges for prisoners – an evaluation.** Alison Liebling, Grant Muir, Gerry Rose and Anthony Bottoms. 1999.
88. **World Prison Population List.** Roy Walmsley. 1999.
89. **Probation employment schemes in inner London and Surrey – an evaluation.** Chris Samo, Michael Hough, Claire Nee and Victoria Herrington. 1999.
90. **Reconviction of offenders sentenced or released from prison in 1994.** Chris Kershaw. 1999.
91. **Domestic violence matters: an evaluation of a development project.** Liz Kelly. 1999.
92. **Increasing confidence in community sentences.** Carol Hedderman, Tom Ellis and Darren Sugg. 1999.

94. **The Prison Population in 1998: a statistical review.** Philip White. 1999.
95. **Using Mentors to Change Problem Behaviour in Primary School Children.** Ian St James Roberts and Clifford Samial Singh. 1999.
96. **Meeting Need and Challenging Crime in Partnership with Schools.** Graham Vulliamy and Rosemary Webb. 1999.
97. **The role of social factors in predicting reconviction for offenders on community penalties.** Chris May. 1999.
98. **Community penalties for fine default and persistent petty offending.** Robin Elliott, Jennifer Airs and Stefan Webb. 1999.
99. **Demanding physical activity programmes for young offenders.** Peter Taylor, Iain Crow, Dominic Irvine and Geoff Nichols. 1999.
100. **The admissibility and sufficiency of evidence in child abuse prosecutions.** Gwynn Davis, Laura Hoyano, Caroline Keenan, Lee Maitland and Rod Morgan. 1999.
101. **Reconviction of offenders sentenced or released from prison in 1995.** Chris Kershaw, Joanne Goodman and Steve White. 1999.
102. **Jury excusal and deferral.** Jennifer Airs and Angela Shaw. 1999.
103. **The cost of Criminal Justice.** Richard Harries. 1999.
104. **Predicting reconvictions for sexual and violent offences using the revised offender group reconviction scale.** Ricky Taylor. 1999.
105. **Making the tag fit: further analysis from the first two years of the trials of curfew orders.** Ed Mortimer, Eulalia and Isabel Walter. 1999.
106. **Drug treatment and testing orders – interim evaluation.** Paul J Turnbull. 1999.
107. **The Victims Charter – an evaluatin of pilot projects.** Carolyn Hoyle, Rod Morgan and Andrew Sanders. 1999.
108. **The Milton Keynes Youth Crime Reduction Project.** Alan Mackie and John Burrows. 1999.

Occasional Papers

Restorative Justice: an overview. Tony Marshall. 1999.

Step 3: an evaluation of the prison sex offender treatment programme. Anthony Beech, Dawn Fisher and Richard Beckett. 1999.

The Impact of the National Lottery on the Horserace Betting Levy: Fourth Report. Sam Brand. 1999.

An assessment of the admissibility and sufficiency of evidence in child abuse prosecutions. Gwynn Davis, Laura Hoyano, Caroline Keenan, Lee Maitland and Rod Morgan. 1999.

Violence at work: findings from the British Crime Survey. Tracey Budd. 1999.

Demanding physical activity programmes for young offenders under probation supervision. Peter Taylor, Iain Crow, Dominic Irvine and Geoff Nichols. 1999.

Youth Justice Pilots Evaluation: Interim report on reparative work and youth offending teams. Jim Dignan. 2000.

New measures for fine defaulters, persistent petty offenders and others: the report of the Crime (Sentences) Act 1997 pilots. Robin Elliott and Jennifer Airs. 2000.

Requests for Publications

Home Office Research Studies, Research Findings and Occasional Papers can be requested from:

Research, Development and Statistics Directorate
Information and Publications Group
Room 201, Home Office
50 Queen Anne's Gate
London SW1H 9AT
Telephone: 020 7273 2084
Facsimile: 020 7222 0211
Internet: <http://www.homeoffice.gov.uk/rds/index.htm>
E-mail: rds.ho@gtnet.gov.uk