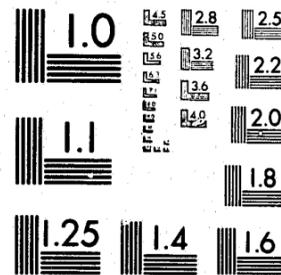


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THE COMMUNITY SURVEY: AN OVERVIEW AND DESCRIPTION
OF RESULTS FROM THE EVALUATION SITES

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INTRODUCTION

As part of the Institute of Policy Analysis' national evaluation of the Juvenile Restitution Initiative, six of the 85 participating restitution projects were selected for intensive, experimental evaluation. This paper, which is one of a series of reports presenting descriptive data from the intensive evaluation sites, focuses on the attitudinal context of the communities in which these projects operate. Community attitudes have generally been ignored in the evaluation of delinquency programs, making this aspect of the evaluation a unique opportunity to examine community preferences regarding program goals and approaches.

The major purposes of this report are to provide documentation of the administration of the Community Survey and to provide a descriptive summary of the data collected. The approach taken differs somewhat from that adopted by the other reports in this series, which provided site-by-site descriptive summaries of the data collected.¹ In other reports, comparisons were made between the treatment and control groups within each experimental site. This paper, instead, will make comparisons across sites, and the organization is by topic rather than by site.

¹Wilson, Michael J., The Juvenile Offender Instrument: Administration and a Description of Findings. January, 1983.

Griffith, William R., The Victim Survey: An Overview and Description of Results in the Six National Evaluation Sites. March, 1983.

Griffith, William R., The Self-Report Instrument: A Description and Analysis of Results in the National Evaluation Sites. June, 1983.

Griffith, William R., The Official Records Check: Preliminary Reoffense Rates in the National Evaluation Sites. July, 1983.

The first chapter describes the survey administration and response rate. An overview of the cities or counties represented, and the background characteristics of the sample from each community, are presented in Chapter II. Chapter III compares the restitution program policies and procedures preferred by each community, as well as community attitudes toward the benefits of restitution, the causes of juvenile crime, and officials who deal with juveniles. Chapter IV presents scenario-based data on local preferences for handling juveniles who have committed crimes in the community. The final chapter provides an overview of Community Survey results, and summarizes the major findings for each site. As indicated earlier, the present report will be confined to providing a descriptive summary of the data collected. No attempt is made at this point to analyze the findings in terms of their implications for restitution programming in a particular jurisdiction, nor are causal explanations offered for observed differences among communities.

CHAPTER I

COMMUNITY SURVEY ADMINISTRATION AND RESPONSE RATES

In June and July of 1979 randomly selected community members in each of the jurisdictions served by the existing experimental sites were interviewed by telephone. Communities included in the survey were: Ventura County, California; Washington, D.C.; Clayton, County, Georgia, Oklahoma County, Oklahoma; Seattle, Washington; and Dane County, Wisconsin. At the time of the interviews, there were plans to establish an experimental site in Seattle, and a random sample of Seattle residents was surveyed. Although this plan was abandoned, responses from this community are presented in the report which follows. Boise, Idaho replaced Seattle as an intensive site in January 1981 after the surveys had been completed; results are therefore not available for Boise.

Samples were randomly drawn from telephone directories for the jurisdictions served by the restitution projects. While random digit dialing (RDD) would have eliminated biases introduced by excluding persons with unlisted numbers, this method could not be used because it frequently would have resulted in the inclusion of persons in the sample who lived in areas not served by the restitution project. Community survey findings are therefore generalizable only to persons with listed, functioning telephones.

Community Survey Response Rates

The target for the community survey was 1200 completed interviews. As can be seen in Table I.1, the beginning sample for each jurisdiction was approximately 400, or a total of 2,432. Interviews were completed with slightly more than half this number (1,256 or about 52%). Of the nonresponses, persons whose telephones had been disconnected accounted for 12

TABLE I.1. COMMUNITY SURVEY RESPONSE

	NUMBER OF CASES	COMPLETIONS	REFUSALS	DISCONNECTS	NO ANSWER
Ventura County, California	(403)	52%	31%	13%	4%
Washington, D.C.	(404)	55	26	14	5
Clayton County, Georgia	(409)	50	31	12	7
Oklahoma County, Oklahoma	(413)	50	37	10	3
Seattle, Washington	(396)	52	35	6	7
Dane County, Wisconsin	(407)	52	31	15	2
Totals					
(# of cases)	(2,432)	(1,256)	(776)	(288)	(112)
Unadjusted Response Rate	100%	52%	32%	12%	4%
(# of cases)	(2,032)*	(1,256)	(776)		
Adjusted Response Rate	100%	62%	38%		

*Excludes disconnects and no answers.

percent, "no answers" for 5 percent, and refusals for 32 percent. When disconnects and no answers are excluded, the adjusted response rate is 62 percent.

A sample of persons who had refused to participate in the national survey were recontacted in an effort to examine the reasons for refusal. Those most frequently mentioned reasons were: "insufficient time" (33%); "not interested" (24%); "insufficient knowledge" (13%); and "illness" (10%) and other (20%). The data obtained from the refusal questionnaires indicated that those who refused generally were older, less well educated, had a lower income, and were less likely to have been victimized in the past year than persons who completed interviews.

CHAPTER II

BACKGROUND CHARACTERISTICS OF COMMUNITY SURVEY RESPONDENTS

The six jurisdictions included in the Community Survey sample differ from one another on several dimensions. They represent different regions of the United States, including the East, South, Midwest, Southwest, West, and Pacific Northwest. They vary in population density and area, racial and ethnic composition, number of families vs. single adults, crime rates per 100,000 persons, as well as in less quantifiable attributes such as prevailing political and ideological orientations. Since differences among jurisdictions might be partially or entirely due to differences on one or more of these dimensions, some demographic data were collected from each person interviewed.

In order to provide a context for viewing the survey results from each community, the background characteristics of respondents in each site are shown in Table II.1. There were minor but significant differences in the age, education, and income of these sample populations, and more substantial differences in the racial compositions of the communities represented and in the number of respondents who reported that they had teenage children. Differences in the number who said they had been victimized in the past year were not significant. Compared to the average among all sites, differences for each site can be summarized as follows:

1. Ventura County, California - The Community Survey sample in Ventura had a somewhat higher average income (\$26,539 compared to an overall average of \$23,190), the fewest respondents in the lowest income category, more respondents in the "other" racial category (most of whom were of Spanish origin), and the highest proportion of male respondents.

6. Dane County, Wisconsin - Dane County had a younger population (the average age was 39.2 compared to 41.2 overall), a somewhat higher educational level, and fewer families with teenage children. Dane differs from Washington, D.C. which is also characterized by a higher average education and fewer families with teenage children in that Dane's generally younger and predominantly white (97%) respondents were more likely to have finished high school or college, but were somewhat less likely than D.C. respondents to have pursued post-graduate work.

2. Washington, D.C. - The Washington sample population included a much higher proportion of black respondents (40%), was the best educated, and had far fewer families with teenage children. The average level of educational attainment was 15.2 years, compared to a total average of 14.0 years, and nearly twice as many persons reported 17 or more years of education (36% vs. 19% overall). [According to 1980 census figures, 71 percent of Washington, D.C.'s population--including children--are black. The discrepancy between the survey population and the census figures is probably due to a sampling bias introduced by limiting the sample to those who can be contacted by telephone.]

3. Clayton County Georgia - Clayton County had a younger population, a much lower educational level, relatively fewer nonwhites, and substantially more families with teenage children. In Clayton County the majority of respondents were between the ages of 26 and 45 (62%), with relatively fewer (9%) in the 60+ category.

4. Oklahoma County - Compared to the average among all sites, Oklahoma County showed no differences. In other words, the average age, education, income, percentage of blacks or other racial groups, and percentage of teenagers were all very similar to the averages for all sites.

5. Seattle, Washington - The Seattle sample was older, somewhat less educated, and had a slightly lower average income (26% reported an income of less than \$12,000 compared to an overall average of 20% in this income category) It was also racially more mixed, (10 percent of the Seattle sample was Asian, 23 percent was black). Nearly half (49%) of the Seattle sample was over 45 years old; 19 percent were at least 60 years old.

6. Dane County, Wisconsin - Dane County had a younger population (the average age was 39.2 compared to 41.2 overall), a somewhat higher educational level, and fewer families with teenage children. Dane differs from Washington, D.C. which is also characterized by a higher average education and fewer families with teenage children in that Dane's generally younger and predominantly white (97%) respondents were more likely to have finished high school or college, but were somewhat less likely than D.C. respondents to have pursued post-graduate work.

TABLE II.1. COMMUNITY BACKGROUND CHARACTERISTICS

	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	TOTAL
Sex							
(# of cases)	(212)	(222)	(204)	(204)	(203)	(210)	(1,255)
Male	45%	35%	33%	37%	41%	40%	38%
Female	55	65	67	63	59	60	62
Age*							
(# of cases)	(211)	(215)	(204)	(203)	(200)	(207)	(1,240)
17 - 25	12%	12%	10%	16%	12%	27%	15%
26 - 35	30	37	34	27	22	24	29
36 - 45	19	20	28	21	17	19	21
46 - 60	29	18	22	23	30	18	23
Over 60	10	13	6	13	19	12	12
Average Age	41.2	40.7	39.6	41.1	45.2	39.2	41.2
Education*							
(# of cases)	(212)	(215)	(204)	(203)	(202)	(208)	(1,244)
0-11 years	8%	10%	19%	12%	14%	8%	12%
12 years	26	14	39	29	32	20	26
13-15 years	33	23	27	23	34	27	28
16 years	13	17	9	18	11	21	15
17+ years	20	36	6	18	9	24	19
Mean	14.1	15.2	12.7	13.8	13.3	14.9	14.0
Income*							
(# of cases)	(196)	(197)	(176)	(189)	(161)	(180)	(1,099)
0 - 11,999	10%	22%	14%	24%	26%	23%	20%
12,000 - 17,999	16	21	20	22	22	24	20
18,000 - 24,999	27	20	27	19	20	21	22
25,000 - 31,999	23	14	24	21	17	19	20
32,000+	24	23	15	14	15	13	18
Average Income	\$26,539	\$23,604	\$22,640	\$23,136	\$21,591	\$22,102	\$23,180
Race*							
(# of cases)	(210)	(216)	(204)	(203)	(201)	(206)	(1,240)
White	86%	58%	94%	90%	65%	97%	81%
Black	1	40	6	8	23	3	14
Other	13	2	0.5	2	12	0.5	5

TABLE II.1. (Continued)

	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	TOTAL
Any Teenagers*							
(# of cases)	(210)	(217)	(204)	(203)	(202)	(208)	(1,244)
Yes	29%	15%	43%	28%	28%	22%	27%
No	71	85	57	72	72	78	73
Victimized During Past Year							
(# of cases)	(212)	(215)	(204)	(203)	(202)	(208)	(1,244)
Yes	26%	24%	22%	27%	29%	23%	25%
No	74	76	78	73	71	77	75

*Differences among sites statistically significant at .01 level.

CHAPTER III

RESTITUTION PROGRAMMING AND COMMUNITY PREFERENCES

Several different types of restitution programs can be adopted when a court institutes a juvenile restitution program. The major goals and purposes of the program can be primarily victim-oriented, or, if more heavily offender-oriented, they can reflect either a rehabilitation or a punishment orientation. The goals that are selected will guide and influence the program's operating policies and procedures as well as the types of services that are offered.

The Community Survey measured community preferences and attitudes toward various methods of operating restitution programs, using a conventional format of fixed response questions and agree/disagree statements. The major purpose of these questions was to examine the relationship between community preferences and actual program policies and practices in the community. It was not anticipated that some "types" of communities would be especially favorable settings for restitution programs while other "types" were not. Rather, it was anticipated that a restitution program could be successful in any community, but the operating procedures might have to be relatively consistent with community preferences. Program failure could result from community influences for either of two reasons:

1. The program consistently operates with a strategy that is inconsistent with community preferences and fails to adjust its operating procedures;

2. The methods of operating a program that are most consistent with community preferences are the least effective strategies for reducing recidivism and/or providing services to crime victims.

The major question that will be examined here is: What types of regional and/or demographic differences exist in attitudes concerning how restitution programs should be operated? Site comparisons also will be made of the perceived benefits of restitution for the juvenile and the victim; beliefs about the causes of juvenile crime; and attitudes toward officials who deal with juveniles. This information is intended to provide the context for answering the question: "To what extent does the actual operation of the restitution program (based on data from the program) accurately reflect the preferences of the community?"

Community Preferences

Program Orientation. Since the payment of restitution, or even unpaid community service work has some benefits for the victim and/or community, no restitution program can be exclusively offender-oriented. Nonetheless, the majority of respondents in all communities surveyed felt that rehabilitation of the offender, rather than victim compensation or the punishment of the offender, was the most important reason to order restitution (Table III.1). The punishment of offenders was considered least important. Rehabilitation was particularly favored by Clayton respondents (84%). Washington, D.C. exhibited slightly less support for rehabilitation (71%), and slightly more support than other communities for the goal of punishment (21% vs. 17% overall).

Determination of Restitution Order. Less than a third of all persons interviewed thought that the amount of restitution ordered should be based solely on the amount of victim loss. Most felt that a combination of abil-

TABLE III.1. COMMUNITY PREFERENCES AND ATTITUDES TOWARD RESTITUTION

	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	TOTAL
Most important reason to order restitution:¹							
(# of cases)	(209)	(217)	(202)	(204)	(204)	(208)	(1,244)
Victim compensation	23%	25%	24%	23%	23%	26%	24%
Offender rehabilitation ²	78	71	84	83	81	78	79
Punishment of offenders	15	21	18	15	17	13	17
Least important reason to order restitution:³							
(# of cases)	(209)	(217)	(202)	(204)	(204)	(208)	(1,244)
Victim compensation	30%	34%	36%	37%	33%	33%	34%
Offender rehabilitation	12	11	8	6	7	8	9
Punishment of offenders	60	53	52	54	58	58	56
Amount of restitution ordered should be based on:							
(# of cases)	(211)	(218)	(201)	(203)	(203)	(208)	(1,244)
Amount of victim loss	39%	26%	35%	34%	31%	34%	33%
Ability of offender to pay	3	2	2	2	2	1	2
Some combination of both	57	72	63	64	67	65	65

¹The percentages exceed 100% because 12% of all respondents said that two reasons were most important; 3% said all three were most important.

²Differences among sites significant at .05 level.

³Percentages in some cases total less than 100% because some respondents did not view any of the reasons as "least" important.

TABLE III.1. (Continued)

	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	TOTAL
Average levels of support for different types of restitution:¹							
(# of cases)	(212)	(219)	(204)	(202)	(203)	(208)	(1,248)
Monetary restitution to victim	67	64	69	67	65	65	66
Monetary restitution to substitute victim ²	37	47	47	40	49	39	43
Direct victim service	66	71	69	69	66	73	69
Unpaid community service ²	62	66	62	57	66	60	62
Average levels of support for restitution as an alternative to traditional sanctions:¹							
(# of cases)	(211)	(218)	(204)	(201)	(202)	(207)	(1,243)
As an alternative to incarceration	79	83	84	83	79	83	82
As an alternative to probation	69	66	67	73	68	67	68
As an alternative to lecture and release ²	75	74	71	76	72	80	75
Average levels of support for sanctions used against juvenile for failing to pay restitution:¹							
(# of cases)	(212)	(215)	(202)	(202)	(202)	(205)	(1,237)
Juveniles who fail restitution should be jailed ²	73	63	77	72	77	60	70
Juveniles who fail restitution should have their probation extended ²	67	64	66	58	62	69	64

¹100 = very strong support; 0 = no support
²Differences among sites significant at .05 level.

ity to pay and the amount of loss suffered by the victim was the most important set of criteria for determining the size of the restitution order. Only two percent thought the offender's ability to pay should be the only factor considered.

Types of Restitution. Levels of support or opposition for different types of restitution were also quite consistent across sites. Community respondents were asked to indicate the extent of their support for four types of restitution using a zero to 100 scale where 100 was complete support and zero was complete opposition. The scores in Table III.1 indicate moderately strong support for monetary restitution to the victim, direct victim service, and unpaid community service. Average scores suggest mild opposition to restitution in which the offender makes a cash payment of money to some substitute victim (rather than the actual victim), such as a school or some other community organization.

Variations across sites were minor, but statistically significant, with respect to attitudes toward substitute restitution and unpaid community service. Public opinion in Ventura quite clearly does not support substitute restitution, whereas opposition in Seattle is borderline. When responses for these two sites are collapsed into "oppose," "neutral," and "support," the differences appear to hold, with 23 percent in Ventura and 40 percent in Seattle favoring substitute restitution. A sizeable portion of both samples (20% in Ventura and 23% in Seattle) were neutral. Unpaid community service was viewed favorably by the majority of respondents in all jurisdictions, but the level of support was slightly higher in Washington, D.C. and Seattle.

Victim-Oriented Policies. Courts may vary in their policies regarding who may be held responsible for restitution payments. A victim oriented program, which emphasizes victim compensation, could be expected to permit parents or other relatives to pay a juvenile's restitution, and also to have a policy of providing information to the victim -- such as the name of the juvenile and his/her parents--which would aid the victim in pursuing civil action to recover losses suffered as a result of a crime. In a program that is offender oriented, parental responsibility for restitution would probably be opposed, on the grounds that such a policy would be in conflict with the rehabilitative goal of increasing the juvenile's sense of responsibility. Payment by someone other than the young offender could be conditional on ability to pay, or on the youth agreeing to repay his/her parents.

Table III.2 shows that considerable variation exists across sites with respect to this issue. While 69 percent of the Clayton County sample opposed payment by anyone except the juvenile under any condition, less than half of the Washington (44%) or Dane County (48%) samples held this opinion. Furthermore, of those who thought that parents should be permitted to pay the restitution ordered by the court, Clayton respondents were the most likely to say that the court should require that the juvenile repay his/her parents (78% vs. 64% overall). Slightly less than two-thirds of the community sample thought that the court should provide information to aid victims in pursuing civil actions against the offender and his/her family. Differences among sites were negligible.

TABLE III.2. ATTITUDES TOWARD PARENTAL RESPONSIBILITY FOR RESTITUTION

	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	TOTAL
Parents should be permitted to pay restitution ordered by the court.							
(# of cases)	(211)	(216)	(204)	(203)	(203)	(207)	(1,244)
Yes	25%	33%	14%	30%	27%	26%	26%
Under some conditions	15	23	17	16	22	26	20
No	60	44	69	54	51	48	54
[IF YES] Court should require that juvenile repay parents.							
(# of cases)	(131)	(115)	(58)	(87)	(98)	(102)	(540)
Yes	68%	59%	76%	60%	66%	61%	64%
The court should provide information to the victim to aid victim's legal actions against the offender and his/her family to recover losses as a result of the crime.							
(# of cases)	(199)	(204)	(193)	(185)	(190)	(185)	(1,156)
Yes	69%	63%	60%	63%	67%	63%	64%

Restitution as an alternative sanction. Community respondents displayed fairly strong support for restitution as an alternative to traditional sanctions (Table III.1). Using the zero to 100 scale, where 100 was total support and zero was total lack of support, the average support score for restitution as an alternative to incarceration was 82, with no significant variation across sites. The support score for restitution as an alternative to probation was 68, and for "lecture and release," 75. Again, there were only minor variations between communities. Dane County tended to display the most support for restitution as an alternative to "lecture and release" with an average score of 80, while Clayton County showed the least, with an average score of 71.

Sanctions. The use of incarceration as a sanction for juveniles who fail to pay their restitution received weak to moderate support (Table III.1). The most support for imposing jail sentences came from Clayton and Seattle, each with an average score of 77. Dane and Washington, D.C. tended to favor this option the least (average scores were 60 and 63, respectively). Respondents were slightly less in favor of extending probation for youths who are not meeting their restitution requirements. Probation extension received the least support in Oklahoma County (58), and the most in Dane (69); the average score for all communities was 64.

Offender-oriented services. Table III.3 displays the percent of respondents in each jurisdiction who favored each of several different types of restitution program services that juvenile courts can offer in order to help young offenders meet their restitution obligations. Community respondents clearly favored the provision of job assistance in which one or more

TABLE III.3. COMMUNITY ATTITUDES TOWARD RESTITUTION PROGRAM SERVICES

	Percentage of Respondents Favoring						TOTAL
	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	
EMPLOYMENT SERVICES							
(# of cases)	(210)	(212)	(200)	(198)	(199)	(205)	(1,224)
Job Assistance ¹	78%	87%	90%	87%	89%	82%	86%
(# of cases)	(205)	(211)	(194)	(200)	(197)	(202)	(1,209)
Job Development ¹	41%	52%	41%	42%	52%	41%	45%
(# of cases)	(209)	(212)	(191)	(195)	(198)	(205)	(1,210)
Subsidized Employment ¹	43%	58%	53%	47%	53%	58%	52%
COMMUNITY SERVICE							
(# of cases)	(207)	(216)	(201)	(197)	(197)	(201)	(1,219)
Community Service <u>in addition to</u> monetary restitution (n.s.)	85%	86%	92%	84%	87%	86%	87%
(# of cases)	(205)	(210)	(200)	(199)	(200)	(199)	(1,213)
Community Service <u>instead of</u> monetary restitution (n.s.)	56%	62%	56%	54%	56%	59%	57%

¹Differences among sites significant at .05 level.

persons on the staff of the juvenile court (or the restitution program) are responsible for locating and notifying offenders of job openings. Youth ordered to pay restitution would then compete for the positions along with other potential applicants. An overwhelming 90 percent in Clayton and 89 percent in Seattle said this service should be provided. Ventura's and Dane's respondents were somewhat less enthusiastic, but still quite positive with 78% and 82%, respectively, favoring the provision of job assistance.

The provision of job development services received substantially less support than job assistance (45 percent of the responses were favorable). Job development implies that jobs are "reserved" for youths ordered to pay restitution (i.e., other young people would not be permitted to compete with offenders for these positions). Washington, D.C. and Seattle exhibited slightly more support for this service than did Ventura, Clayton, Dane and Oklahoma County. There was more variation in response to the provision of subsidized employment, with 58 percent of the Dane and Washington, D.C. samples feeling that the court should subsidize jobs and only 43 percent of the Ventura respondents favoring this approach. O.K.C. was also somewhat less supportive (47% said yes), and Clayton and Seattle fell in the mid-range with 53 percent of their samples favoring job subsidies.

Community service in which a youthful offender works a specified number of hours for a non-profit agency or organization in addition to paying monetary restitution to the victim received substantial support from all sites (87% overall supported this option with no significant differences among communities). Fifty-seven percent of the total sample thought that

the court should provide substitute community service, in which the offender performs a specified amount of community service instead of paying monetary restitution to the actual victim of his/her crime. Again, there were no significant differences among sites.

Table III.4 shows that preferences regarding various services were associated with the sex, race, income and education of the respondent. White males with incomes between \$25,000 and \$32,000 and who had completed four years of college were the least likely to indicate support for employment services. Persons with lower incomes were more likely to feel that services that would help young offenders obtain jobs should be provided. Support for job assistance among those with incomes less than \$12,000 was unequivocal (92%) and this group was considerably more likely to favor subsidized employment (66%) than were persons reporting incomes in excess of \$32,000. Women were more likely to feel that the court should provide all services. The association between service preferences and education was less dramatic and less predictable. Persons who had not graduated from high school tended to be the most supportive of employment services, but somewhat less supportive of substitute community service. As the amount of education increased, support generally tended to decrease, with this pattern deviating in some cases at the post-graduate level.

Persons who reported that they had teenagers or who had been victims in the past year did not differ from others. Differences were associated with the age of the respondent only in the case of community service, where respondents in the 17-25 year age category showed less support (80%) than did persons between the ages of 36 and 45 (91%).

TABLE III.4. SUPPORT FOR SERVICES BY BACKGROUND CHARACTERISTICS

	Percentage of Respondents Favoring									
	Job Assistance		Job Developm't		Subsidized Employment		Community Service		Substitute Comm. Svc.	
<u>Sex</u>										
Male	(472)	82%	(469)	47%	(469)	47%	(466)	84%	(464)	54%
Female	(752)	88	(740)	50	(741)	56	(753)	88	(749)	61
<u>Race</u>										
White	(992)	84	(976)	42	(976)	49	(990)	87	(981)	57
Black	(165)	92	(165)	57	(164)	65	(162)	85	(162)	57
Other	(59)	92	(60)	53	(62)	69	(59)	81	(62)	71
<u>Income</u>										
Under 12,000	(211)	92	(214)	51	(205)	66	(213)	85	(216)	61
12,000-17,999	(223)	83	(219)	48	(223)	53	(222)	85	(221)	51
18,000-24,999	(237)	88	(240)	45	(237)	51	(238)	87	(238)	60
25,000-31,999	(216)	82	(204)	41	(209)	48	(215)	87	(214)	58
32,000 & Over	(192)	85	(189)	36	(193)	43	(189)	89	(191)	58
<u>Education</u>										
0-11 years	(143)	93	(142)	55	(140)	63	(144)	87	(139)	53
12 years	(324)	87	(323)	49	(316)	50	(321)	87	(320)	55
13-15 years	(339)	85	(335)	41	(333)	50	(332)	87	(340)	55
16 years	(182)	84	(178)	40	(184)	48	(184)	90	(178)	62
Over 16 years	(232)	82	(227)	44	(233)	54	(239)	83	(232)	63

Perceived Benefits of Restitution

Table III.5 shows average responses for each community to statements regarding the potential benefits of requiring juvenile offenders to pay restitution. The first three statements in the table assess perceptions of the impact of restitution on the juvenile offender. The last two statements focus on positive changes in the victim's attitude as a result of receiving compensation for loss.

The public clearly seems to feel that participation in a restitution program will have positive consequences for youthful offenders. The most agreement was expressed in response to the statement: "The ordering of restitution will strengthen juveniles' sense of responsibility for the consequences of the offense." The average score, on a zero to 100 scale where 100 meant complete agreement, was 86. Respondents all expressed substantial agreement with the statement that offenders ordered restitution will view themselves as taking an active step toward making amends for wrongdoing (average score, 80) and with the statement that participation in a restitution program will increase offenders' sense of fairness of the juvenile justice system (average score, 78). Community respondents also agreed that the ordering of restitution will increase the victim's sense of efficacy in the juvenile justice system (average score, 82). They were slightly less sure that the payment of restitution would improve the victim's opinion of the offender (average score, 65).

Site differences. Some definite patterns emerge when perceptions of benefits are compared across sites. The highest average scores are from Clayton, with Oklahoma County either matching the score (in two cases) or

TABLE III.5. COMMUNITY PERCEPTIONS OF BENEFITS OF RESTITUTION

	Average (Mean) Response						OVERALL
	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	
Level of agreement with potential benefits for offender¹							
(# of cases)	(212)	(217)	(202)	(203)	(207)	(207)	(1,244)
Increases offender's sense of being dealt with fairly by the juvenile justice system. ²	74	76	83	82	79	74	78
(# of cases)	(212)	(217)	(203)	(202)	(203)	(205)	(1,242)
Strengthens juvenile's sense of responsibility for consequences of offense. ²	86	84	90	90	83	85	86
(# of cases)	(212)	(217)	(202)	(201)	(200)	(207)	(1,239)
Offenders ordered restitution will view themselves as taking active step toward making amends for wrongdoing. ²	77	77	88	82	81	75	80
Level of agreement with potential benefits for victim.¹							
(# of cases)	(212)	(216)	(201)	(202)	(202)	(208)	(1,241)
Increases victim satisfaction with juvenile justice system. ²	81	81	87	83	82	78	82
(# of cases)	(212)	(218)	(202)	(200)	(203)	(208)	(1,243)
Payment of restitution will improve victim's opinion of the offender.	63	62	69	69	64	63	65

¹100 = totally agree; 0 = totally disagree

²Differences between sites significant at .01 level.

exhibiting the second highest level of agreement. Dane's and Ventura's agreement scores are lower than other communities on every single item. This finding in itself, has very little meaning. However, it suggests regional and demographic differences may influence the amount of support that a restitution program can expect from the community.

Community Perceptions of the Causes of Juvenile Crime

Public support for innovative policies may be influenced by community opinions about the causes of the problems which these policies are attempting to address. The community survey contained nine statements, each proposing a possible explanation of why juveniles commit crime. Respondents were asked to indicate their extent of agreement or disagreement using the zero to one-hundred scale. These nine items were not intended to be an exhaustive list of the possible causes of juvenile delinquency. The primary interest here was to get some indication of whether citizens placed the most blame on the juvenile justice system or on parents, teachers, or other societal conditions/values.

The statements and the average level of agreement for all respondents, and by site are shown in Table III.6. Generally it appears that less blame was placed on teachers, the breakdown of religion, and young people wanting things they can't afford, and more blame on lack of parental authority, the perceived uncertainty of a legal response (arrest or punishment), and deterioration of the work ethic.

When responses are compared across sites, we find the average level of agreement in Dane Co. to be the lowest on every item. Average scores in Clayton Co. were the highest on seven of the nine items, and were virtually

TABLE III.6. COMMUNITY PERCEPTIONS OF THE CAUSES OF JUVENILE CRIME

	Average Score ¹						OVERALL
	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	
(# of cases)	(212)	(217)	(202)	(200)	(203)	(208)	(1,242)
School teachers not having enough control over students. ²	57	56	69	63	62	46	64
Young people having nothing to do with spare time. ²	73	77	84	80	80	71	76
Young people being less religious than they once were. ²	61	54	72	66	62	52	61
Young people wanting things they cannot afford. ²	66	76	75	70	74	63	70
Parents not having enough authority over their children. ²	85	84	88	83	89	80	85
Young people feeling that they do not have to work for the things they get. ²	79	74	85	80	79	73	78
There are so many people getting away with breaking the law that young people feel that it is not so bad to break it. ²	78	79	85	79	82	71	79
Young people thinking that if they commit a crime there is very little chance that they will get caught. ³	81	78	84	80	80	75	80
Young people thinking that if they are caught committing a crime that the courts won't do anything to them. ³	82	80	86	84	83	78	82

¹100 = totally agree; 0 = totally disagree

²p < .001

³p < .05

identical to the highest average score (less by only 1 point) on the two remaining statements.

Although none of the officials who deal with juveniles were perceived unfavorably by community respondents, the average scores in Table III.7 do not indicate strongly positive attitudes towards these persons. Police officers and juvenile probation officers were viewed more favorably than juvenile court judges, high school teachers and prosecuting or defense attorneys. Welfare case workers received an almost neutral score. There were minor but significant differences among communities in their perceptions of high school teachers, probation officers and case workers. Clayton respondents gave their community officials the highest ratings.

TABLE III.7. COMMUNITY PERCEPTIONS OF OFFICIALS WHO DEAL WITH JUVENILES

	Average Ratings ¹						TOTAL
	VENTURA	DC	CLAYTON	OKC	SEATTLE	DANE	
(# of cases)	(208)	(206)	(201)	(198)	(199)	(203)	(1,215)
Police Officers	76	67	76	72	74	74	73
Juvenile Court Judges	57	64	70	66	62	58	63
High School Teachers ²	61	63	62	58	57	65	61
Juvenile Probation Officers ²	66	65	76	69	65	64	67
Welfare Case Workers ²	56	58	63	51	51	52	55
Prosecuting Attorneys (DA's Office)	56	58	62	58	61	55	58
Defense Attorneys	55	62	59	58	57	56	58

¹100 = very favorable; 0 = very unfavorable
²Differences between sites significant at .01 level.

CHAPTER IV

COMMUNITY RESPONSE TO JUVENILE OFFENDERS

In addition to exploring community attitudes and preferences toward different methods of operating a restitution program, the Community Survey included three scenarios which were created to gain insight into how community members perceive the seriousness of different types of offenses, and also to determine for whom, and under what circumstances community members feel restitution should be required.

Figures IV.1 through IV.3 graphically depict the sequence of questioning, the alternatives at each decision point, and the percentage of the total population which selected each alternative. For each scenario the interviewer began by describing the crime, and then asking whether or not the respondent thought the police should be called in to investigate the incident:

Scenario 1 - A 16-year-old boy steals a tape deck worth \$100 from a car in a shopping center parking lot and sells it for \$10 to another juvenile he meets at a nearby drive-in. The manager of the drive-in witnesses the theft and the subsequent sale of the tape deck.

Scenario 2 - A 17-year-old boy assaults a middle-aged woman in a parking lot and steals her purse. While the woman's loss from the theft was only the value of her purse (about \$15), she requires a doctor's treatment for bruises and cuts suffered when she was knocked to the pavement.

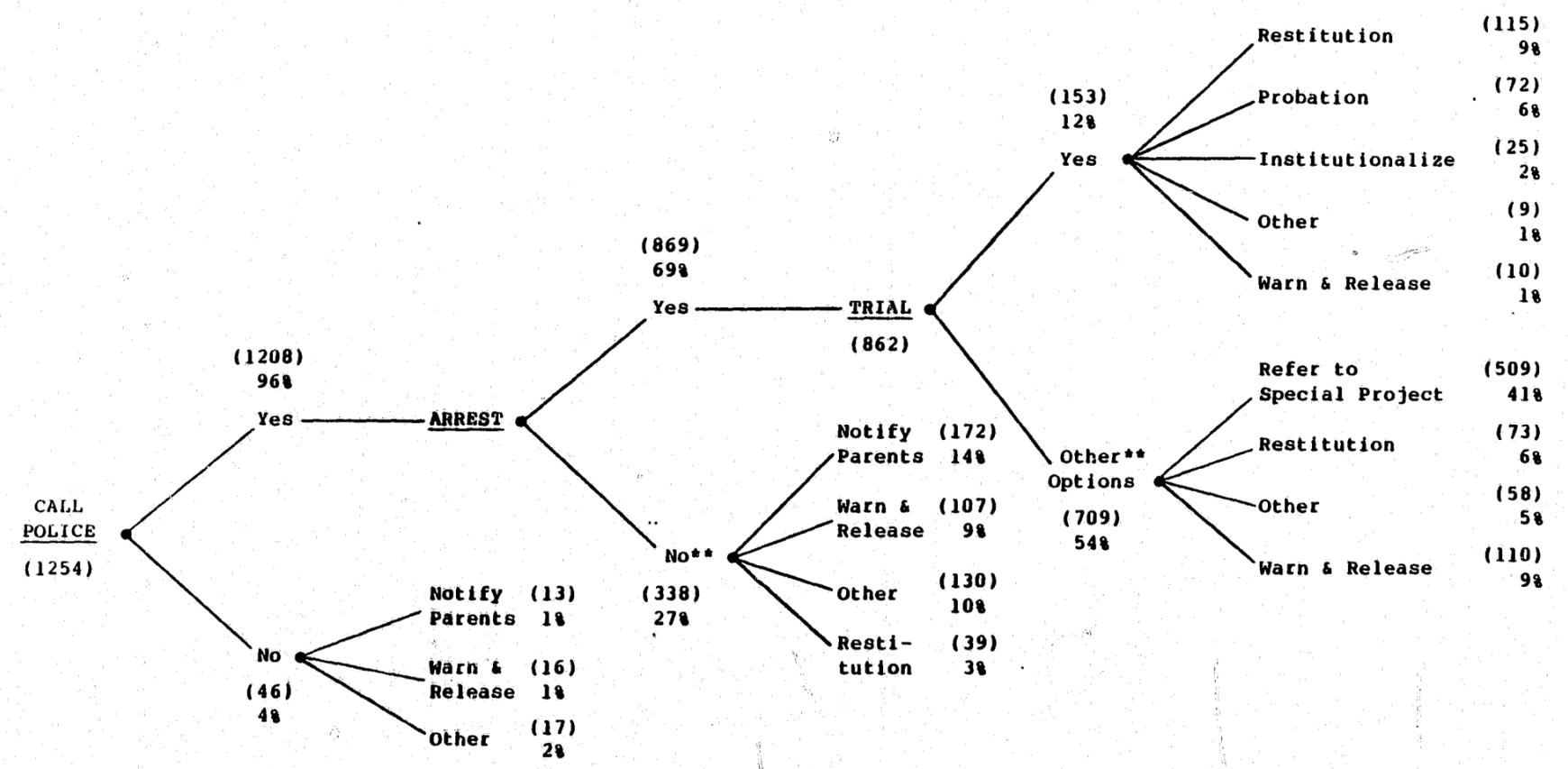
Scenario 3 - A family returns from a brief trip out of town and discovers that someone has burglarized their home of about \$500 worth of records. Because of the items stolen, the family suspects that a juvenile was responsible.

Overview of Community Responses to Scenarios

In each of these three incidents the vast majority of persons interviewed (more than 95%) thought the police should be called in to investigate. The assault on the woman and the burglary of the home were perceived

FIGURE IV.1. ALL SITES: PERCENTAGE OF TOTAL - SCENARIO 1*

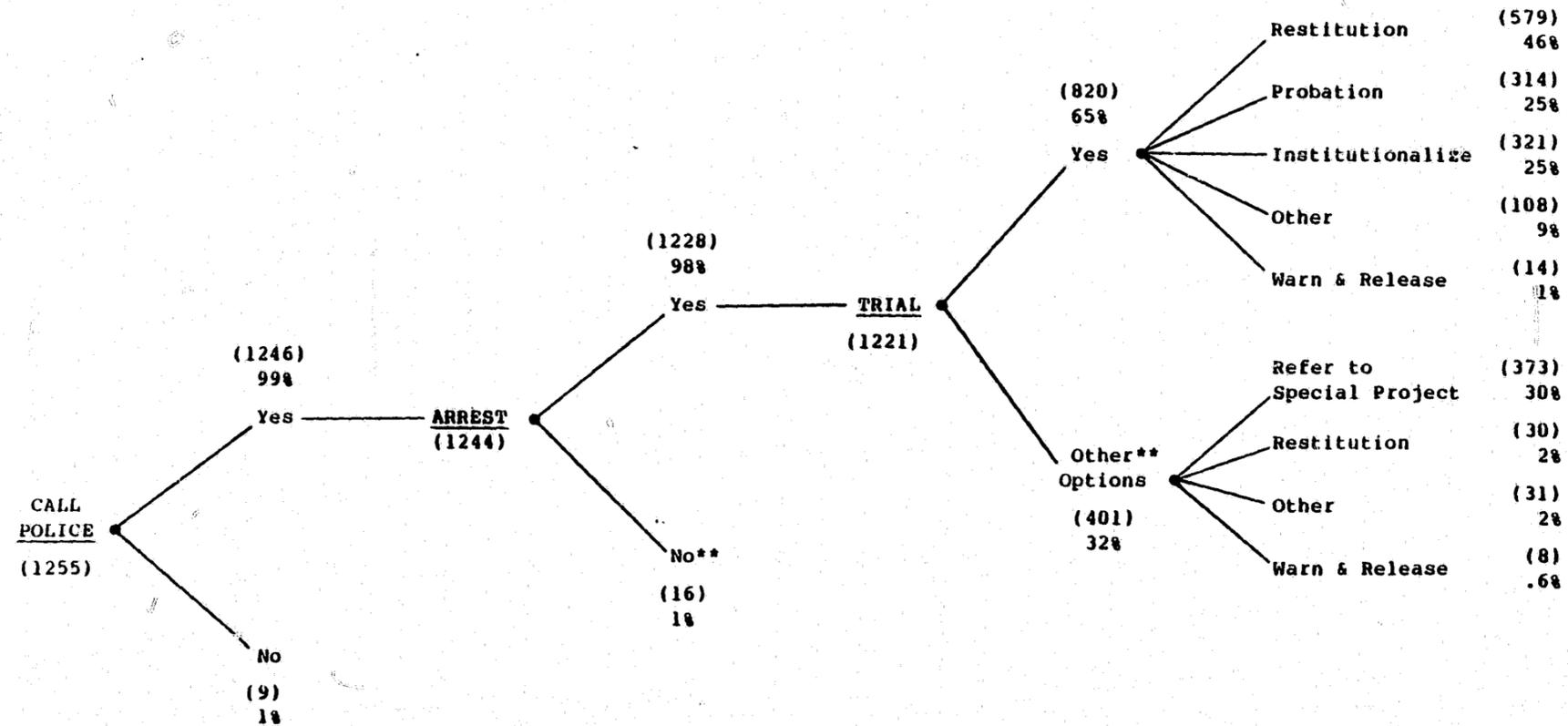
A 16 year old boy steals a tape deck worth \$100 from a car in a shopping center parking lot and sells it for \$10 to another juvenile he meets at a nearby drive-in. The manager of the drive-in witnesses both the theft and the subsequent sale of the tape deck.



*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.
 **Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

FIGURE IV.2. ALL SITES: PERCENTAGE OF TOTAL - SCENARIO 2*

A 17 year old boy assaults a middle-aged woman in a parking lot and steals her purse. While the woman's loss from the theft was only the value of her purse, about \$15, she requires a doctor's treatment for bruises and cuts suffered when she was knocked to the pavement.

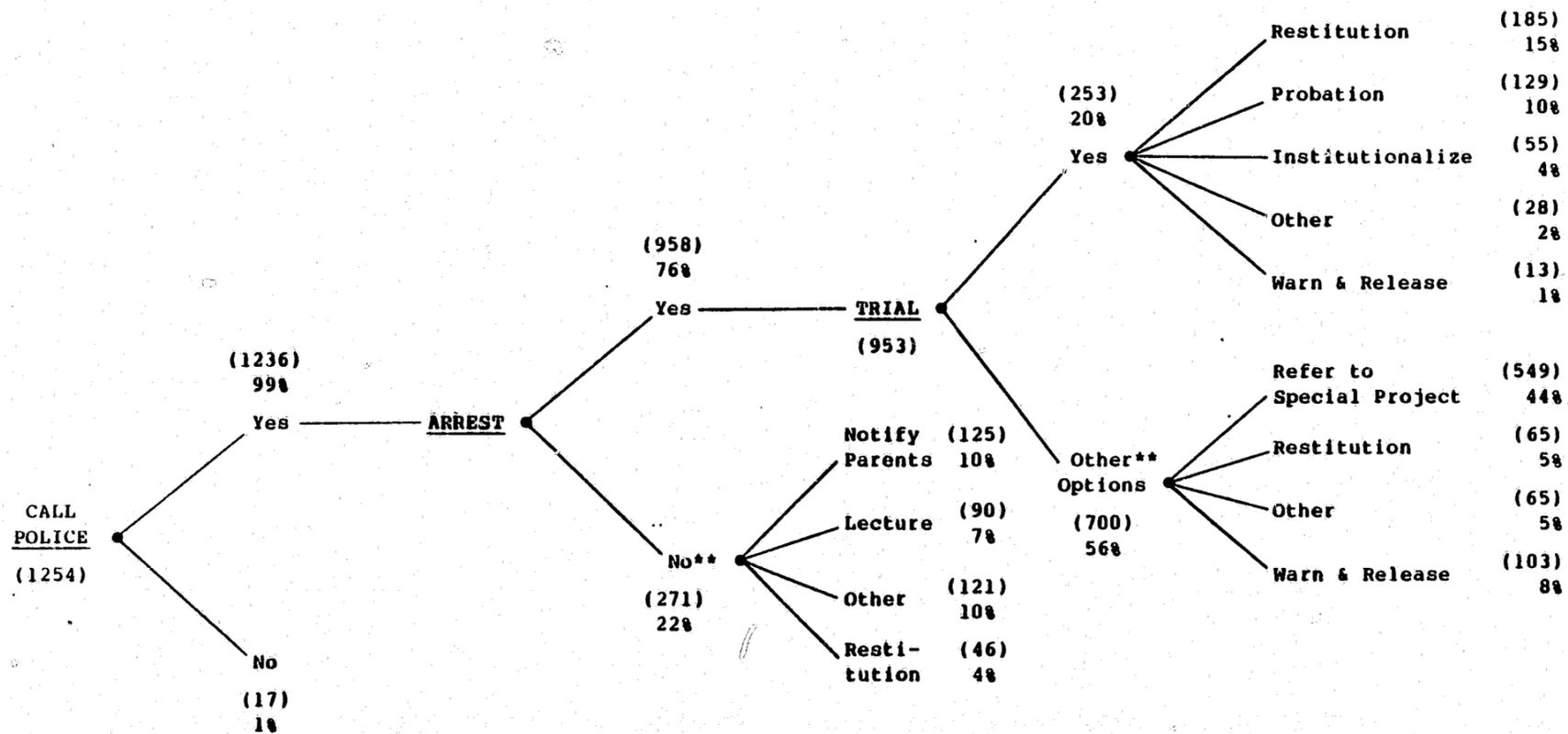


*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.

**Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

FIGURE IV.3. ALL SITES: PERCENTAGE OF TOTAL - SCENARIO 3*

A family returns from a brief trip out of town and discovers that someone has burglarized their home of about \$500 worth of records. Because of the items stolen, the family suspects that a juvenile was responsible.



*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.
 **Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

as equally deserving the attention of local law enforcement officials, with 99 percent in each case selecting this option, while 96 percent thought the theft of the tape deck from a parked auto should be investigated.

At the next stage of questioning, additional information is provided about the juvenile who committed each crime. Respondents are told that a police check of juvenile court records shows that the youth who stole the tape deck (Scenario 1) has never been arrested before. They find that the juvenile involved in the purse snatching (Scenario 2) has been arrested on several occasions for minor assault against other juveniles. The police are able to identify the 15-year-old juvenile responsible for the burglary (Scenario 3) and, in checking juvenile court records, find that he has had no prior contact with police.

This additional information about each youth's previous offense history resulted in quite different responses to questions about how each should be handled after being apprehended by the police. Figure IV.1 shows that 67 percent of the total sample thought the first youth should be arrested, and 12 percent of the total sample thought he should be brought to trial. Only two percent favored the harshest penalty, incarceration. In contrast, community members thought that the juvenile involved in the purse snatching, who had a previous record of assaults, should be dealt with far more severely. Ninety-eight percent (1228 of the original 1255 respondents) recommended arrest, 65 percent favored a trial, and 25 percent thought the judge should sentence this boy to an institution if found guilty (Figure IV.2).

If the Uniform Crime Codes had been used to classify these three offenses, the remaining incident, a burglary, would have been classified as less

serious that the assault, but more serious than the theft. Sample populations from all six of the local communities concurred. Seventy-six percent of the total sample (958 of the original 1254 persons responding to this scenario) thought this boy should be arrested. Also, community members clearly took into account the fact that he had no prior record, since only 20 percent favored a trial, and four percent recommended confinement (Figure IV.3).

Figures IV.1 through IV.3 show that at each decision point there was a fairly clear consensus among respondents about whether the juvenile involved should be handled through formal, legalistic procedures or through more informal, "diversionary" processes. These data also suggest that community preferences regarding the handling of law violating behavior are influenced by the type and seriousness of the offense (e.g. property/personal, injury/no injury) as well as the culpability of the juvenile.

Differences in Preferred Handling

There were slight differences of opinion, however, regarding how harshly each youth should be treated, and the type of formal or informal options that should be exercised. The similarities, as well as the relatively minor differences in community preferences are illustrated in Table IV.1, which shows the percentage of respondents (by site, sex, and race) who selected the most punitive option at each stage of case processing.

The overall "punitiveness" of each person's responses was measured by counting the number of times that he or she responded "yes" to each of the following items: (1) should the police be called? (2) should the boy be

TABLE IV.1. COMMUNITY PUNITIVENESS TOWARD JUVENILES WHO VIOLATE THE LAW

	Experimental Site						Sex		Race		
	VEN	D.C.	CLAY	OKC	SEA	DANE	MALES	FEMALES	WHITE	BLACK	OTHER
<u>Scenario 1</u>											
Call Police	96%	94%	98%	97%	97%	97%	95%	97%	97%	94%	90%
Arrest	71	66	69	69	70	69	72	67	72	62	55
Trial	13	12	11	10	15	11	15	11	12	14	11
Incarcerate	2	3	2	2	3	1	3	1	2	3	2
Avg. Punitive- ness Score	1.81	1.75	1.80	1.77	1.85	1.78	1.84	1.76	1.82	1.73	1.65
<u>Scenario 2</u>											
Call Police	99%	98%	100%	99%	99%	100%	99%	99%	99%	98%	97%
Arrest	98	97	98	98	97	99	97	98	99	96	95
Trial	65	64	69	66	68	61	71	62	66	68	53
Incarcerate	33	26	26	24	24	19	30	22	24	35	19
Avg. Punitive- ness Score	2.96	2.84	2.92	2.87	2.87	2.79	2.97	2.82	2.88	2.99	2.60
<u>Scenario 3</u>											
Call Police	99%	97%	99%	99%	99%	99%	98%	99%	99%	96%	97%
Arrest	76	76	81	80	72	74	78	75	79	67	61
Trial	24	20	22	19	19	18	23	18	21	21	16
Incarcerate	6	4	4	4	3	3	6	3	4	6	5
Avg. Punitive- ness Score	2.05	1.97	2.05	2.01	1.93	1.94	2.05	1.96	2.03	1.89	1.79
(# of cases)	(212)	(222)	(204)	(204)	(204)	(210)	(483)	(772)	(1,009)	(169)	(62)

arrested? (3) should the case be brought to trial; and (4) if found guilty, should the judge sentence the boy to an institution? For each scene a respondent's score could range from a low of zero to a high of four, with zero representing the least punitive stance, and four representing the most punitive response. The average punitiveness scores provide a convenient summary measure for the purpose of exploring regional or demographic differences. The distribution of responses were then examined to clarify the meaning of any differences observed in average scores.

Discussion of Differences. As indicated in the earlier discussion of background characteristics, the jurisdictions represented in the Community Survey differ on numerous dimensions. Given these regional, ethnic, and other differences, one of the most interesting findings is that the samples from these communities did not differ significantly from the average score in degree of punitiveness in any of the three scenarios, nor were there any significant differences associated with the age of the respondent, the presence of teenagers in the household, or whether the respondent had been victimized in the past year. One trend that is apparent, however, when regional (site) response distributions are compared is that Dane County respondents were consistently the least likely to recommend incarceration for any of the three juveniles involved in these episodes, while Ventura County respondents were the most likely to favor a jail sentence. Dane County also tended to favor alternatives to trial.

Quite minor but statistically significant differences were found between males and females, with females consistently favoring less punitive options at nearly every decision point.

The effects of race were mixed; whites had the highest average punitiveness score in response to the theft and the burglary, blacks the highest in response to the assault. In Scenario 1 (the theft) 72 percent of the white sample as compared to 61 percent of all other racial groups favored arresting the youth. However, whites were no more likely than other racial groups who had made this choice to recommend trial or incarceration.

Black respondents (35%) were the most likely to favor incarceration for the youth who committed the purse snatch/assault (Scenario 2). Only 24 percent of the white sample and 19 percent of all other racial groups thought the judge should sentence this youth to jail. Blacks and whites were equally likely to favor sending this case to trial (68% and 66% respectively), whereas half of all other minority groups represented preferred options other than trial.

The burglary (Scenario 3) again elicited a slightly more punitive response from whites, who were the most likely to feel the youth should be arrested (79% compared to 67% of the blacks and 61% of "others"). Approximately 21 percent of both whites and blacks thought this youth should be taken to trial; only 11% of representatives from other racial groups held this opinion.

Significant differences with respect to education and income were observed only in the responses to Scenario 2 (the burglary of the unoccupied residence). Interestingly, high average punitiveness score were associated with low educational attainment, and with high income. Persons who reported the most education (more than 16 years) were the least likely to recommend incarceration (17%), and persons with the highest incomes (more than

\$32,000 per year) were the most likely to recommend incarceration (30%) for the youth who took \$500 worth of records from the private residence.

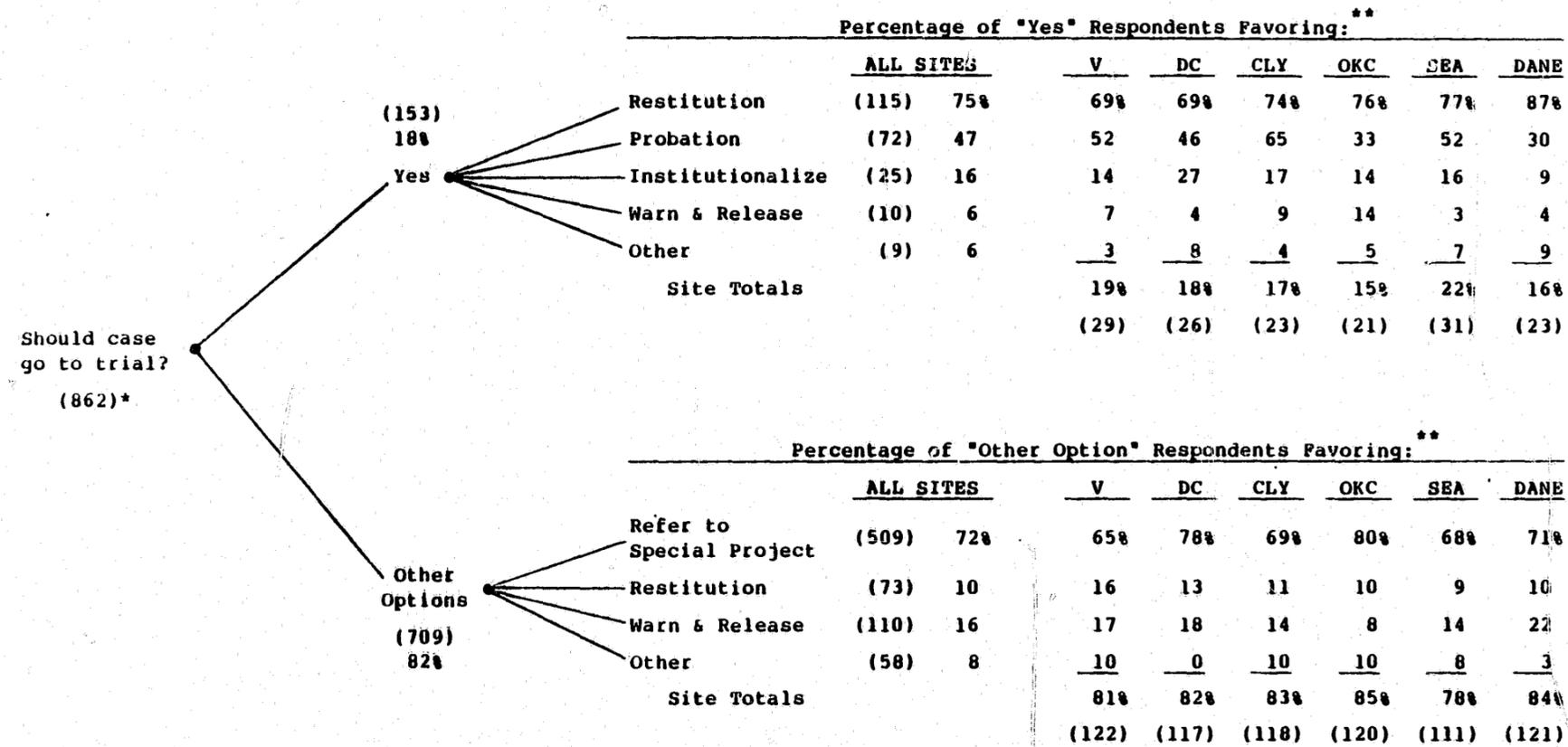
Restitution Recommendations

The target of the National Juvenile Restitution Initiative was the serious, adjudicated offender, and restitution was conceived primarily as an alternative to incarceration. A major purpose of the community surveys was to examine the extent to which community sentiment toward the use of restitution was congruent with the policies and goals of the federally funded restitution programs being studied in each of the experimental sites. The scenarios included in the survey were specifically designed to elicit attitudes regarding the types of offenses/offenders for whom restitution should be required, and the conditions under which these requirements should be made. For example, restitution can be informally arranged in lieu of calling the police or as an alternative to arrest, trial, or incarceration; it also may be required as a sole sanction or in combination with other more traditional dispositions.

The tree diagrams in Figures IV.1 through IV.3 showed the percentage of the total population that selected the alternative indicated at each consecutive stage of processing, beginning with the decision to call the police (i.e., 65% of the total sample thought the youth in Scenario 2 should be arrested). In examining differences in dispositional preferences for adjudicated youth, however, we are primarily interested in comparing the preferences of the subgroup that actually recommended adjudication. Figures IV.4 through IV.6, therefore, begin with the number of respondents who answered the question, "Should the case be sent to trial?" and show the

FIGURE IV.4. DISPOSITIONAL PREFERENCES - SCENARIO 1

A 16 year old boy steals a tape deck worth \$100 from a car in a shopping center parking lot and sells it for \$10 to another juvenile he meets at a nearby drive-in. The manager of the drive-in witnesses both the theft and the subsequent sale of the tape deck.

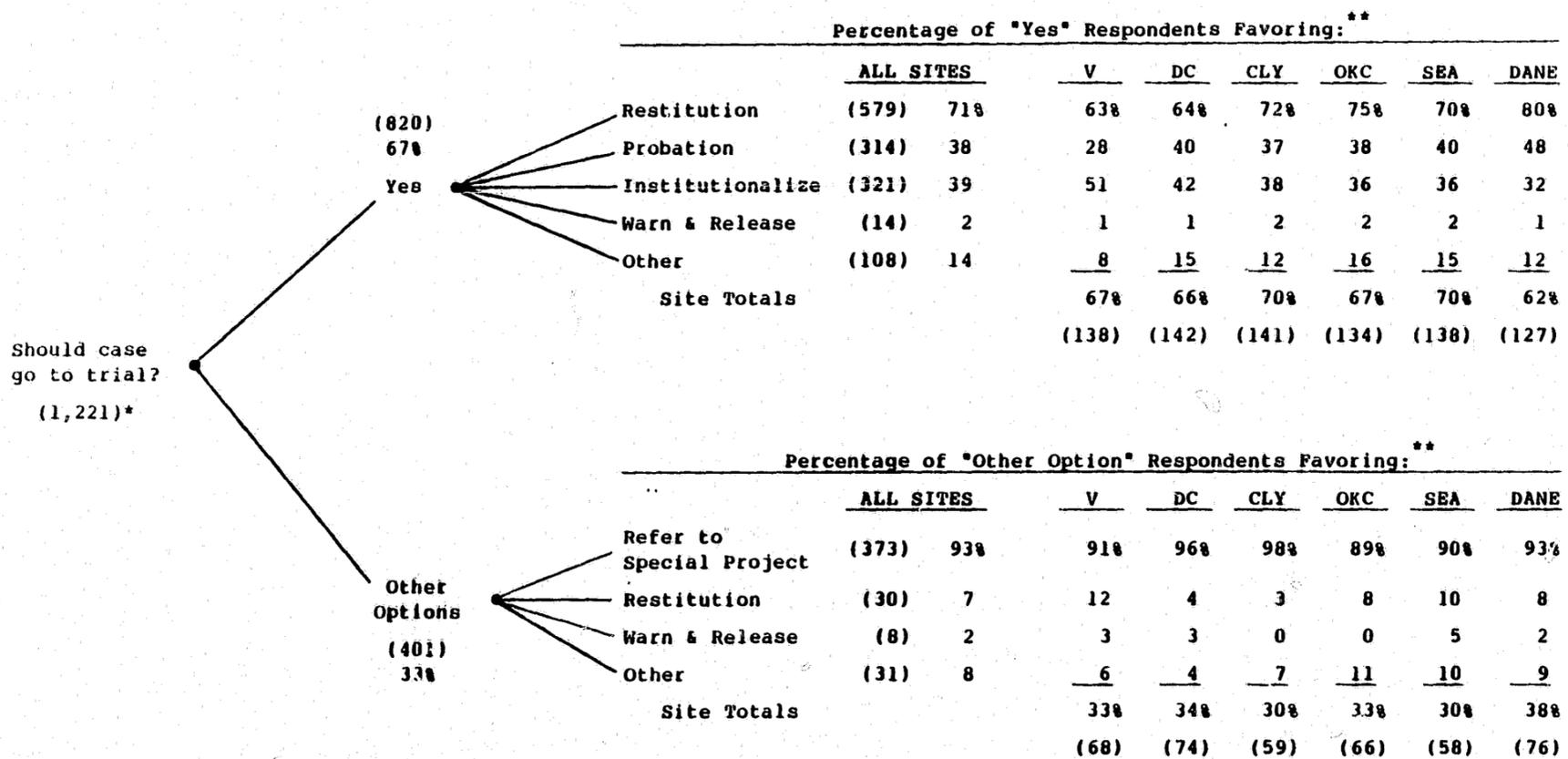


*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.

**Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

FIGURE IV.5. DISPOSITIONAL PREFERENCES - SCENARIO 2

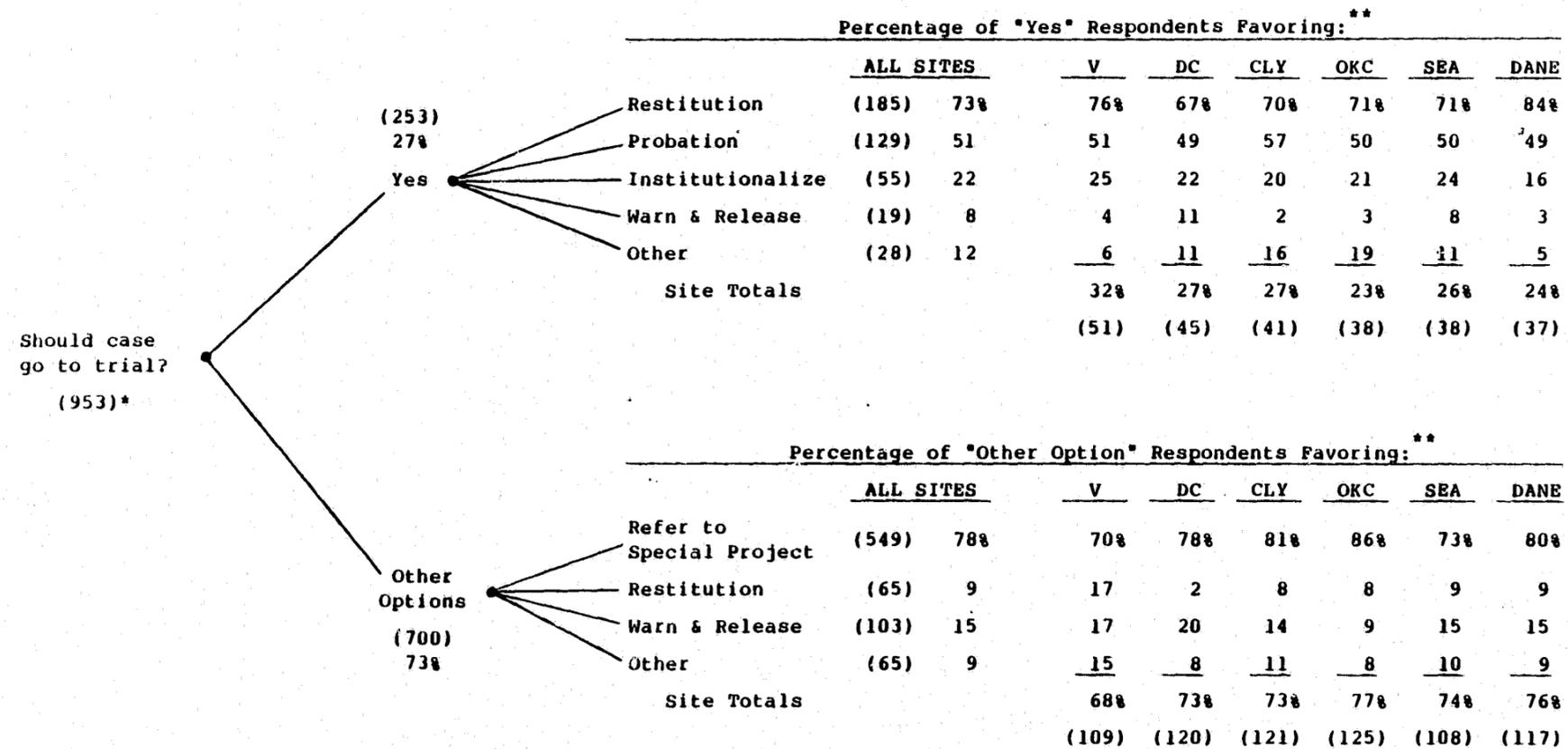
A 17 year old boy assaults a middle-aged woman in a parking lot and steals her purse. While the woman's loss from the theft was only the value of her purse, about \$15, she requires a doctor's treatment for bruises and cuts suffered when she was knocked to the pavement.



*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.
 **Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

FIGURE IV.6. DISPOSITIONAL PREFERENCES - SCENARIO 3

A family returns from a brief trip out of town and discovers that someone has burglarized their home of about \$500 worth of records. Because of the items stolen, the family suspects that a juvenile was responsible.



*Number of cases, excluding "not applicable" and "don't know" responses are shown in parentheses.

**Number of dispositions may exceed the number of cases because some respondents recommended a combination of dispositions.

percentage of respondents at each step who favored a particular alternative (i.e., 579 respondents or 46 percent of the total sample thought the youth in Scenario 2 should be required to pay restitution, but this same 579 persons is 71% of the subgroup which favored adjudication).

The data from the scenarios suggest that community members do tend to view restitution as an appropriate sanction for moderate to serious adjudicated offenders. Figures IV.4 through IV.6 show that 71 percent to 75 percent of all those who thought the case should go to trial, also thought that if the juvenile were found guilty he should be required to pay restitution.

Community respondents in Dane County consistently expressed the strongest support for restitution (87%, 80%, 84% in Scenarios 1, 2, and 3 respectively.) In the first two scenarios, Ventura County (69%, 63%) and Washington, D.C. (69%, 64%) respondents were somewhat less likely to favor restitution than respondents from other locales. However, Ventura was second only to Dane in recommending restitution for the \$500 theft depicted in the third scenario, with Washington again being somewhat less supportive than other communities sampled (67%).

The question of whether restitution should be required as an alternative to incarceration was addressed specifically in another part of the survey. The scenarios explored more inferentially community preferences regarding the use of restitution as a sole sanction or as a requirement in combination with other sanctions.

The situation depicted in Scenario 2 apparently was viewed as the most serious. Figure IV.5 shows that sixty-five percent (N=820) of all respon-

dents thought this case should go to trial, and 39 percent of these (N=321) recommended the most severe sanction, incarceration. Of those favoring adjudication, 71 percent recommended restitution. Of these, 18 percent thought that the youth should also receive a jail sentence. The remaining 53 percent favored restitution either as a sole sanction or in combination with a less severe sentence than incarceration.

As indicated earlier, Dane respondents were the least likely to recommend incarceration. Nine percent in Dane compared to 27 percent in Washington favored incarcerating the youth who stole the tape deck (Scenario 1); 32 percent in Dane, compared to 51 percent in Ventura thought the youth accused of assault (Scenario 2) should receive a jail sentence.

Probation recommendations were somewhat more mixed. In some sites, the majority of respondents recommended probation as a sanction for the theft of the tape deck (Scenario 1). This sanction was especially popular among Clayton respondents (65%), but far less so among those from Dane County (30%). The pattern is somewhat reversed in response to the assault (Scenario 2). Here, Dane respondents represented the largest percentage of those recommending probation (48%), preferring this disposition to incarceration. Approximately half of all community respondents recommended probation as a disposition for the first-time offender who committed the burglary (Scenario 3), and this finding was consistent across sites.

Options Other Than Trial

The majority of community respondents who favored options other than a trial recommended referral to a special project for counseling. This disposition was preferred by 72 percent, 93 percent and 77 percent of those

choosing other options for Scenarios 1, 2, and 3. The relative infrequency of restitution recommendations by this subgroup may be somewhat biased due to the fact that restitution was not included among the fixed response alternatives as it was for those in the trial group. Only seven to ten percent of these respondents recommended restitution in the open-ended response category ("other" in Figures) for this question. On the other hand, the large number of people who recommended that juvenile offenders receive help in solving social or psychological problems probably also reflects the treatment/rehabilitation orientation that has characterized both the adult and juvenile justice systems for many years. It is clear from both the responses to the scenarios and in response to later, more specific questions that many community members favored the rehabilitation rather than the punishment of juvenile offenders.

CHAPTER V

SUMMARY OF COMMUNITY SURVEY FINDINGS

Introduction

The results of the Community Survey indicate that communities with quite different background characteristics have quite similar attitudes about how juveniles who violate the law should be handled. On the other hand, community respondents in the six intensive sites did differ in response to issues related to the use of restitution in their local juvenile courts. In most cases, variations between communities were differences of degree rather than kind; some jurisdictions expressed somewhat more support or opposition than others toward a particular policy or practice, but the preferences were generally in the same direction. What distinguishes these communities from each other are the differences in the overall pattern of responses obtained in each, rather than strongly conflicting views on any one issue.

This chapter summarizes the findings of the Community Survey, beginning with an overview of the prevailing attitudes common to all communities. This overview is followed by site summaries which highlight the differences among the communities represented.

Community Response to Juvenile Offenders

Data from the scenarios suggest that community preferences regarding the handling of law violating behavior are influenced by the type and seriousness of the offense, and by the culpability of the offender.

Restitution was the preferred disposition for the serious, adjudicated offender and was viewed as a viable alternative to traditional court sanctions. Community respondents generally favored handling minor to moderate,

first-time offenders outside the courtroom, preferably in a special project which provides counseling.

Overall, variations in preferences regarding the handling of juveniles offenders were quite minor, and data from the scenarios suggest that these discrepancies are related as much to demographic as to regional differences. Slight, but consistent variations were found between men and women, with women tending to be less punitive in their recommendations. The effect of race varied, depending upon the severity of the offense, with blacks more punitive in response to the most serious offense/offender and whites more punitive in response to the less serious offenses.

Persons in the highest income category were the most likely to recommend incarceration for the most serious offender (30%) while persons with the highest level of educational attainment (more than 16 years) were the least likely to favor a jail sentence for the serious offender (17%).

Restitution Programming and Community Preferences

Program goals and policies - In every community surveyed, the vast majority of respondents (79% overall) indicated that rehabilitation of the offender was the most important reason to order restitution, and punishment least important. Consistent with this attitude was the perception that participation in a restitution program would strengthen the juvenile's sense of responsibility for the consequences of the offense (average level of agreement was 86). Most respondents felt that responsibility for restitution should rest with the juvenile, though some communities were more willing than others to allow the court some flexibility in this regard.

Only a third were opposed to the court providing information to aid the victim in recovering loss through civil proceedings against the youth and his or her family.

Sixty-five percent viewed a combination of the juvenile's ability to pay and the amount of victim loss as the most important criteria in determining the amount of the restitution order. Only two percent felt that the ability of the offender to pay should be the sole basis for this decision. Enforcing restitution by imposing sanctions on juveniles who fail to pay the restitution ordered by the court received moderate to strong support, with jail sentences favored slightly over the extension of probation.

Types of restitution, and restitution program services - Community respondents lent greatest support to a restitution program which benefits the actual victim of the crime, either through a cash payment or the performance of a direct service to the victim, and they opposed the payment of monetary restitution to a substitute victim, such as a community organization or a school.

Considerable support was exhibited by all respondents for both job assistance (favored by 86%) and community service in addition to monetary restitution (favored by 87%). The provision of employment services that might appear to favor the offender over the nonoffender, such as job development services or subsidized employment received considerably less support (favored by 45% and 52% respectively).

Opinions regarding whether the court should provide employment services of any kind to help juveniles meet the requirements of restitution

varied by region and by other characteristics, including sex, race, income, and education. Whites, males, persons with incomes of \$25,000 a year or more, and those who had 13 to 15 years of schooling were the least likely to indicate support for employment services. Women, minorities, and persons with lower incomes or educational levels were more likely to favor such services. Further analysis is needed to determine the extent to which differences found among regional samples can be explained by these demographic variables.

Perceptions of the benefits of restitution, the causes of juvenile crime, and the officials who deal with juveniles - Participation in a restitution program was seen as having a positive impact on young offenders, both by strengthening their sense of responsibility for the consequences of crime, and by allowing them to make amends for their wrongdoing. Respondents agreed only slightly less that a restitution order would be viewed by the juvenile as a fair disposition. There was also strong agreement that the payment of restitution would increase victim satisfaction, but communities seemed to doubt that it would improve the victim's opinion of the offender.

Uncertainty of legal sanctions for criminal conduct and the deterioration of parental authority received the most support as potential causes of juvenile crime, while the breakdown of religion and lack of control on the part of teachers received relatively less support.

Although none of the officials who deal with juveniles received a negative rating (the lowest rating in any community was 51), none received an overwhelmingly positive rating either (the highest rating in any site

was 76). Police officers and juvenile probation officers were perceived more favorably than juvenile court judges, high school teachers, and prosecuting or defense attorneys. In most communities welfare case workers were viewed the least favorably.

Site Summaries

Ventura County, California

The Community Survey sample in Ventura County had a higher average income, more respondents of Spanish origin, and the highest proportion of male respondents.

While there were relatively few differences between the Ventura sample and other communities surveyed, these differences were consistent. Community sentiment in Ventura tended to be predominantly victim-oriented and somewhat more punitive than other jurisdictions studied. Ventura respondents exhibited fairly strong support for restitution as a disposition, but they were slightly more inclined to view restitution as an adjunct--rather than as an alternative--to incarceration.

The prevailing attitude with regard to restitution programming that emerged was that juveniles should be held responsible for their actions, with little or no assistance from the court. Most respondents were opposed to providing youth with either job development or job subsidies and only 78 percent--compared to 86 percent of the total sample--favored job assistance.

Ventura respondents generally felt that parents should not be permitted to pay restitution ordered by the court, and the majority (69%) thought the court should provide information to the victim if needed to recover loss through civil action.

In Ventura there was fairly strong agreement that participation in a restitution program would strengthen a juvenile's sense of responsibility for the consequences of his or her offense, and that it would increase the victim's feeling that the juvenile justice system is capable of responding to his or her needs. However, this sample was even less inclined than most to agree that payment of restitution would improve the victim's opinion of the offender, or that it would increase the offender's sense of being dealt with fairly by the juvenile justice system.

Levels of agreement with possible explanations for the causes of juvenile crime, and levels of satisfaction with officials who deal with juveniles generally approximated the average for all sites or were slightly lower. Only the perception of police officers was unambiguously favorable.

Fourteen percent of the Ventura sample was non-white; 8.6 percent were of Spanish origin. The Community Survey data indicate that persons of Spanish ancestry generally prefer more informal types of handling, rarely favor incarceration, and are supportive of employment services. Thus, the Ventura community may have a minority population whose attitudes and preferences are not well-represented in this predominantly white, male, high income sample.

Washington, D.C.

There were some strong differences between the background characteristics of the Washington, D.C. community sample and the other jurisdictions represented. The Washington sample had a much higher proportion of blacks (40 percent), a much higher educational level, and far fewer families with teenage children.

Data from the scenarios suggest that there may be somewhat less support in Washington for restitution as a disposition for adjudicated offenders, with comparatively more respondents preferring the traditional sanctions of probation, incarceration, and "lecture and release." Although a significant majority (71%) of Washington respondents thought that offender rehabilitation was the most important reason to order restitution, the punishment of offenders received slightly more support (21%) in Washington than in other jurisdictions.

The most consistent pattern of differences observed in the Washington, D.C. survey data, especially when contrasted with the findings from Ventura, was that this community favored giving juveniles ordered restitution all the help possible. This preference, and the seemingly lower level of support for restitution, may reflect community awareness of the difficulty that young offenders in Washington would have in finding legitimate means of securing money to pay monetary restitution.

Other data from Washington are consistent with this orientation. Washington respondents were less likely than any others to feel that the amount of restitution ordered should be based on the amount of victim loss. Only 26 percent favored this as a sole criterion, compared to 39 percent of the Ventura sample, and 33 percent overall. Instead they strongly favored using a combination of victim loss and the offender's ability to pay to determine the amount of the restitution order.

In addition, the use of monetary restitution received less support than either unpaid community service or direct victim service, and there was only slight support for imposing a jail sentence on youths for failing to pay the restitution ordered by the court (average support score 63),

Washington respondents were also the least likely to be opposed to parents paying a youth's restitution (44 percent said they should not be permitted to pay, compared to a high of 69 percent in Clayton County and an overall average of 54 percent), and were less concerned with youths repaying parents.

Levels of agreement with the causes of juvenile crime were similar to the averages for all sites, with the exception of, "young people wanting things they cannot afford." Washington respondents expressed the strongest agreement with this statement.

The present report is limited to comparisons across sites, and across demographic groups. Since the racial and educational composition of Washington, D.C. was significantly different than that found in other communities, and both race and education were significantly correlated with several issues addressed by the community survey, additional analysis of within site differences associated with these variables is indicated. It should also be noted that the proportion of blacks in the Washington community sample is lower than the proportion of blacks in the actual Washington population. Therefore, differences associated with race could be more pronounced than those observed.

Clayton County, Georgia

The Clayton County sample was younger, less educated, included fewer non-whites, and far more families had teenage children. Respondents from Clayton County generally preferred that juvenile offenders be handled through formal court procedures, and preferred restitution, probation, or a combination of these two dispositions. Those who felt other options should

be used almost unanimously chose referral to a special project for counseling.

The popularity of probation or counseling in this community was also reflected in Clayton's attitudes toward restitution goals. Eighty-four percent (the highest percentage in any of the sites) thought that offender rehabilitation was the most important reason to order restitution. The percentage of respondents favoring incarceration as a disposition was similar to the average for all sites, and Clayton respondents expressed more support than most communities (average score, 77) for the use of incarceration as a sanction for youth who failed to pay restitution. On the other hand, support for restitution as an alternative to incarceration was particularly high in Clayton County (average support score, 84).

Respondents in this jurisdiction were especially opposed to allowing parents to pay a juvenile's restitution (opposed by 69 percent compared to 54 percent overall), and were the most likely to feel the court should require a juvenile to repay parents, if this option were allowed (favored by 78 percent in Clayton, but only 64 percent of all persons interviewed).

In Clayton, opinions about issues related to restitution programming often differed significantly from other jurisdictions. The payment of monetary restitution to the victim was especially favored, though persons in this community tended to support all types of restitution. The overwhelming majority thought the court should provide job assistance (90%) and community service in addition to monetary restitution (92%), but job development was opposed by 59 percent, and only 53 percent thought subsidized employment should be provided.

Attitudes toward the potential benefits of restitution were especially positive in Clayton County. Persons in this community also tended to agree more strongly with all of the suggested causes of juvenile crime, including the perception on the part of youth that there will be no legal response to their misconduct. It is therefore interesting that Clayton respondents exhibited the most satisfaction with local police and probation officers, juvenile court judges, welfare case workers, and prosecuting attorneys. In light of other findings in this community, this suggests that Clayton County has confidence in its officials and strongly supports their intervention in the lives of youths who violate the law.

Oklahoma County, Oklahoma

The background characteristics of respondents in this community approximated the average for all sites. With a few notable exceptions, attitudes and preferences toward the handling of juvenile offenders, restitution programming issues, the benefits of restitution, the causes of juvenile crime, and the officials who deal with juveniles also were similar to overall averages.

Oklahoma County tended to be less punitive in its response to juvenile crime than average, but not the least so. Persons in this community were somewhat more likely to favor informal handling than other respondents, and those who chose formal court handling were slightly less likely than others to favor traditional court sanctions (incarceration and probation).

Eighty-three percent of the Oklahoma sample (compared to 79 percent overall) thought that offender rehabilitation was the most important reason to order restitution, and respondents in this community were second only to

Dane in rejecting punishment as a rationale for requiring juveniles to pay restitution.

Oklahoma exhibited more support than other communities for the use of restitution as an alternative to incarceration, probation, and lecture and release, and it was the least in favor of extending probation for youth who fail to pay restitution.

The lowest level of support for unpaid community service was observed in Oklahoma County (average score, 57 compared to 62 overall), and while support for (or opposition to) most court services was similar to the average in all sites, there was slightly less support, comparatively, for community service. Like other communities sampled, job assistance received a definitive "yes" response (favored by 87 percent), while more than half of those interviewed said "no" to job development and subsidized employment.

Oklahoma matched Clayton in its high level of agreement that participation in a restitution program would strengthen the juvenile's sense of responsibility for the consequences of his or her offense (the average score for both counties was 90, compared to 86 overall), and was second only to Clayton in agreeing with the other potential benefits of restitution.

Oklahoma respondents agreed with other persons interviewed that lack of parental authority and the uncertainty of punishment contribute to juvenile crime. However, respondents in this community were just as likely to feel that youths get into trouble because they have nothing constructive to do with their free time.

Seattle, Washington

The Seattle sample was older, somewhat less educated, had a slightly lower average income, and was more racially mixed than other jurisdictions represented. Although sentiment in Seattle toward the handling of juvenile offenders generally was not more punitive than that found in other communities, respondents in Seattle were slightly more likely to favor a formal response to the theft depicted in Scenario I, and they exhibited stronger than average support for imposing jail sentences on youths who fail to meet their restitution obligations.

Offender rehabilitation was viewed as the most important reason to order restitution with monetary restitution, direct victim service, and unpaid community service receiving nearly equal support. Monetary restitution to a substitute victim (the least popular type of restitution in all communities) received slightly more support in Seattle (average score, 49 compared to an overall average of 43).

The majority of Seattle respondents also favored all types of restitution program services intended to aid youths in meeting the requirements of restitution. Eighty-nine percent favored job assistance and 87 percent favored community service in addition to monetary restitution; however, job development, subsidized employment, and community service instead of monetary restitution were favored by very narrow margins.

Although Seattle respondents exhibited less agreement than other jurisdictions with the statement: "The ordering of restitution will strengthen juveniles' sense of responsibility for the consequences of the

offense," they, too, seemed to view this as the most plausible benefit of a restitution order. Levels of agreement with the suggested causes of juvenile crime were average or higher for all but the suggestion that teachers do not have enough control over students. Interestingly, high school teachers received the second least favorable support score (57), preceded only by welfare case workers (51).

Dane County, Wisconsin

The community survey sample in Dane County, Wisconsin was younger, somewhat more educated, and included proportionately fewer families with teenage children. The preferences and attitudes of this population were significantly different from other communities with respect to nearly every topic covered in the community survey.

Dane's respondents were the least likely to recommend incarceration as a sentence and, alternatively, the most likely to feel that the judge should require juveniles to pay restitution to the victims of their crimes. Attitudes toward restitution goals reflected these preferences. Persons in this community were less likely than others to view punishment as an important reason for ordering restitution, and more likely to see victim compensation as important; offender rehabilitation, however, was considered most important. Dane County also showed more support for direct victim service (average score 73) and less support for the payment of monetary restitution to a substitute victim.

Restitution was viewed as an appropriate alternative for both incarceration (support score, 83) and to "lecture and release" (support score,

80). However, there was only mild support for the use of restitution as an alternative to probation (average score, 67) and, at the same time, greater support for extending probation if a juvenile did not meet his or her restitution obligations.

Given the positive disposition toward restitution, it might be anticipated that respondents in this jurisdiction would also be more inclined to feel that the court should offer services that would help young offenders meet their restitution obligations. This was only partly the case. Although persons in this community (and in Washington, D.C.) were somewhat more likely to favor the provision of job subsidies, job development received very little support (favored by only 41 percent), and even the provision of job assistance (the most popular employment service in all sites) fared less well in Dane County than in any community except Ventura. Additional analysis is needed to determine the extent to which this result is associated with demographic variables. The Dane County sample included proportionately fewer women, minorities, and persons with low educational attainment, and persons with these characteristics were found to be more supportive of employment services.

Dane respondents tended to agree that participation in a restitution program would be beneficial to the young offender, and also to the victim, but the level of agreement did not correlate with the level of support shown for restitution as a preferred disposition. Along with Ventura, Dane County's scores were actually lower than other communities on every single statement regarding potential benefits.

With respect to attitudes toward the causes of juvenile crime, average scores in Dane were again lower and significantly different from those obtained elsewhere. Persons in this community were less likely to agree with any of the explanations offered. They particularly disagreed with the notion that juvenile crime is related to a lack of teachers' control over students (the average score on this item was 46 compared to an overall average of 64), and they barely agreed that young people being less religious than they once were is a possible cause for delinquency (average score 52).

Conclusion

Preliminary results from the Community Survey indicate that community respondents in all six intensive sites are favorably disposed toward the concept of restitution. It was the preferred disposition for the serious, adjudicated offender, it was viewed as a viable alternative to both incarceration and to other traditional court sanctions, and was seen as having a beneficial effect on both juvenile offenders and their victims.

Perhaps the most significant finding is that there appear to be only minor differences in the attitudes and perceptions of persons representing different regions of the country. The only strong differences found were associated with income and the types of juvenile offender services favored. Descriptive data also revealed minor differences related to sex, race, and education. What these variations seem to suggest is that disadvantaged youth may require different restitution program strategies than those whose families or communities are economically better off.

Additional analysis is needed to examine within-site differences associated with these demographic variables and to analyze the community survey data in conjunction with other data from the intensive sites, including the characteristics of offenders served, the experiences and attitudes of their victims, and the programmatic approaches that have been implemented.

APPENDIX 1

COMMUNITY SURVEY INSTRUMENT

June 14, 1979

COMMUNITY SURVEY

INTERVIEWER: Choose a 3x5 card bearing the name of a community survey respondent. Note the name of the respondent and his/her telephone number. Also note the time the interview was begun and ended. Any call-back information should also be noted on the front page.

RESPONDENT NAME _____

TELEPHONE NUMBER _____

INTERVIEW BEGUN _____

INTERVIEW ENDED _____

CALL BACK INFORMATION _____

INTERVIEWER NAME _____

DATE _____

Hello Mr./Mrs. _____, my name is _____. You are one of approximately 1200 people from across the United States who is being asked to respond to some questions dealing with juvenile crime in America. This survey is being conducted by the Institute of Policy Analysis in Eugene, Oregon. The Institute is a private non-profit, research center and I am not trying to sell you anything. I am simply interested in hearing of your opinions about juvenile crime.

Answers to the questions I ask will be held in confidence and the interview will take approximately 30 minutes.

Could we begin now with the questions?

COMMUNITY SURVEY SCENARIOS

The first set of questions asks your opinion of what should be done with juveniles who commit offenses. I am going to read you a description of an offense that juveniles in your community sometimes commit. Then I will ask you about possible alternative things that could be done if the youth is caught committing the offense.

1. This is the first one: A sixteen-year-old boy steals a tape deck worth \$100 from a car in a shopping center parking lot and sells it for \$10 to another juvenile he meets at a nearby drive-in. The manager of the drive-in witnesses both the theft and the subsequent sale of the tape deck.

a. Now, do you think that the manager of the drive-in should call the police about the incident?

1. YES [ASK QUESTION b]
2. NO

[IF NO] What do you think should be done? _____

[GO TO SCENARIO 2]

b. [IF YES TO PART a] Let's assume that the police are called and are able to apprehend the juvenile who stole the tape deck, although the one who later bought it for \$10 manages to get away. As the police are interviewing the juvenile, a check of juvenile court records is made and it is found that he has never been arrested before. Do you think that the police should now arrest him?

1. YES [ASK QUESTION c]
2. NO

[IF NO] What do you think the police officers should do? _____

[GO TO SCENARIO 2]

c. [IF YES TO PART b] When a youth is arrested, it does not necessarily mean that there will be a trial. Instead of having a trial, the court could decide to warn the youth and release him (or her), or it could refer the juvenile to a special project to help solve social or psychological problems. Now, when the police bring this boy to court, should the case go to trial or should one of the other options be used?

1. CASE SHOULD GO TO TRIAL [ASK QUESTION d]
2. OTHER OPTIONS SHOULD BE USED

1. [CONTINUED]

[IF OTHER OPTIONS] What do you think should be done with the boy? Should they warn and release the youth or should they refer him to a special project for social and psychological counseling?

1. WARN AND RELEASE
2. REFER TO SPECIAL PROJECT
3. OTHER [DESCRIBE] _____

[GO TO SCENARIO 2]

d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, there are several alternatives that the judge can choose from. First, the judge can warn the boy and release him without further penalty. Second, the boy could be placed on probation. Third, the judge could order the youth to pay his victim to make up for the offense. Or, fourth, the judge could sentence the boy to a local or state institution such as [STATE SPECIFIC NAME]. For the boy who stole the tape deck worth \$100, do you think that the judge should warn and release him, place him on probation, require him to pay the victim for the loss suffered, sentence the boy to an institution, or should the judge use some combination of these?

1. WARN AND RELEASE
2. PLACE ON PROBATION
3. PAY THE VICTIM (RESTITUTION)
4. SENTENCE TO AN INSTITUTION
5. COMBINATION _____

2. Here is the second case: a 17-year-old boy assaults a middle-aged woman in a parking lot and steals her purse. While the woman's loss from the theft was only the value of the purse--about \$15--she requires a doctor's treatment for bruises and cuts suffered when she was knocked to the pavement.

a. Do you think that the police should be called about this incident?

1. YES [ASK QUESTION b]
2. NO

[IF NO] What do you think should be done? _____

[GO TO SCENARIO 3]

b. [IF YES TO PART a] The police are able to locate the juvenile a few days after the crime occurred and, when doing a check of the juvenile court records, find that he has been arrested on several occasions for minor assault against other juveniles. Do you think that the police should now arrest him?

CONTINUED

1 OF 2

1. [CONTINUED]

[IF OTHER OPTIONS] What do you think should be done with the boy? Should they warn and release the youth or should they refer him to a special project for social and psychological counseling?

1. WARN AND RELEASE
2. REFER TO SPECIAL PROJECT
3. OTHER [DESCRIBE] _____

[GO TO SCENARIO 2]

d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, there are several alternatives that the judge can choose from. First, the judge can warn the boy and release him without further penalty. Second, the boy could be placed on probation. Third, the judge could order the youth to pay his victim to make up for the offense. Or, fourth, the judge could sentence the boy to a local or state institution such as [STATE SPECIFIC NAME]. For the boy who stole the tape deck worth \$100, do you think that the judge should warn and release him, place him on probation, require him to pay the victim for the loss suffered, sentence the boy to an institution, or should the judge use some combination of these?

1. WARN AND RELEASE
2. PLACE ON PROBATION
3. PAY THE VICTIM (RESTITUTION)
4. SENTENCE TO AN INSTITUTION
5. COMBINATION _____

2. Here is the second case: a 17-year-old boy assaults a middle-aged woman in a parking lot and steals her purse. While the woman's loss from the theft was only the value of the purse--about \$15--she requires a doctor's treatment for bruises and cuts suffered when she was knocked to the pavement.

a. Do you think that the police should be called about this incident?

1. YES [ASK QUESTION b]
2. NO

[IF NO] What do you think should be done? _____

[GO TO SCENARIO 3]

b. [IF YES TO PART a] The police are able to locate the juvenile a few days after the crime occurred and, when doing a check of the juvenile court records, find that he has been arrested on several occasions for minor assault against other juveniles. Do you think that the police should now arrest him?

2. [CONTINUED]

[SHORT] c. [IF YES TO PART b] As I mentioned in the last question, when a youth is arrested, it does not necessarily mean there will be a trial. The youth could be warned and released or he or she could be referred to a special project for counseling. Now, in this offense do you think the case should go to trial or should one of the other options be used?

[LONG] c. [IF YES TO PART b] When a youth is arrested, it does not necessarily mean that there will be a trial. Instead of having a trial, the court could decide to warn the youth and release him or her, or it could refer the juvenile to a special project to help solve social or psychological problems. Now, when the police arrest this boy, should the case go to trial or should one of the other options be used?

1. CASE SHOULD GO TO TRIAL [ASK QUESTION d]
2. OTHER OPTIONS SHOULD BE USED

[IF OTHER OPTIONS] What do you think should be done with the boy? Should they warn and release the youth or should they refer him to a special project for social and psychological counseling?

1. WARN AND RELEASE
2. REFER TO SPECIAL PROJECT FOR COUNSELING
3. OTHER [DESCRIBE] _____

[GO TO SCENARIO 3]

[SHORT] d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, what do you think the judge should do? Should the youth be warned and released, placed on probation, required to pay back the victim, sentenced to an institution, or some combination of these?

[LONG] d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, there are several alternatives that the judge can choose from. First, the judge can warn the boy and release him without further penalty. Second, the boy could be placed on probation. Third, the judge could order the youth to pay his victim to make up for the offense. Or, fourth, the judge could sentence the boy to a local or state institution such as [SITE-SPECIFIC NAME]. For the boy who was found guilty of assault, do you think that the judge should warn and release him, place him on probation, require him to pay back the woman for the cost of her purse and her medical bills, sentence the boy to an institution, or should the judge use some combination of these?

1. WARN AND RELEASE
2. PLACED ON PROBATION
3. PAY THE VICTIM (RESTITUTION)
4. SENTENCE TO AN INSTITUTION
5. COMBINATION _____

3. Here is the third case: A family returns from a brief trip out of town and discovers that someone has burglarized their home of about \$500 worth of records. Because of the items stolen, the family suspects that a juvenile was responsible.

a. Do you think that the police should be called about this incident?

1. YES [ASK QUESTION b]
2. NO

[IF NO] What do you think should be done? _____

[GO TO SCENARIO 4]

b. The police are able to identify the 15-year-old juvenile responsible for the burglary and, in checking juvenile court records, find that he has never been arrested before. Do you think that the police should now arrest him?

1. YES [ASK QUESTION c]
2. NO

[IF NO] What do you think the police officers should do? _____

[GO TO SCENARIO 4]

[SHORT] c. [IF YES TO PART b] As we have discussed before, when a youth is arrested it does not necessarily mean there will be a trial. The youth could be warned and released or he (or she) could be referred to a special project for counseling. Now, in this offense do you think the case should go to trial or should one of the other options be used?

[LONG] c. [IF YES TO PART b] When a youth is arrested, it does not necessarily mean that there will be a trial. Instead of having a trial, the court could decide to warn the youth and release him or her, or it could refer the juvenile to a special project to help solve social or psychological problems. Now, when the police bring this boy to court, should the case go to trial or should one of the other options be used?

1. CASE SHOULD GO TO TRIAL [ASK QUESTION d]
2. OTHER OPTIONS SHOULD BE USED

[IF OTHER OPTIONS] What do you think should be done with the boy? Should they warn and release the youth or should they refer him to a special project for social and psychological counseling?

1. WARN AND RELEASE
2. REFER TO SPECIAL PROJECT FOR COUNSELING
3. OTHER [DESCRIBE] _____

[GO TO SCENARIO 4]

3. [CONTINUED]

[SHORT]

d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, what do you think the judge should do? Should the youth be warned and released, placed on probation, required to pay back the victim, sentenced to an institution, or some combination of these?

[LONG]

d. [IF CASE SHOULD GO TO TRIAL] If the boy is found guilty in a hearing before a judge, there are several alternatives that the judge can choose from. First, the judge can warn the boy and release him without further penalty. Second, the boy could be placed on probation. Third, the judge could order the youth to pay his victim to make up for the offense. Or, fourth, the judge could sentence the boy to a local or state institution such as [SITE-SPECIFIC NAME]. For the boy who was caught for burglarizing a home, do you think that the judge should warn and release him, place him on probation, require him to pay back the family for the things he took, sentence the boy to an institution, or should the judge use some combination of these?

- 1. WARN AND RELEASE
- 2. PLACE ON PROBATION
- 3. PAY THE VICTIM (RESTITUTION)
- 4. SENTENCE TO AN INSTITUTION
- 5. COMBINATION

COMMUNITY SURVEY: PART II

As you may be aware, juvenile courts around the country are experimenting with having juvenile offenders pay back the victims in the community for their crimes; this is called restitution. It can take various forms: Restitution can be a direct payment of money by the juvenile offender to the victim of a crime; it can be an agreement by which the juvenile offender works a specified period of time for the victim of a crime; or it can be some form of community service in which the juvenile offender works for some government or non-profit agency (such as a church).

1. Now I would like to ask about how you feel the amount of restitution to be paid for a particular crime should be decided. Do you feel that the amount of restitution to be paid should be based on the amount of loss suffered by the victim, should be based on the ability of the offender to pay restitution, or should be based on some combination of both?

- 1. amount of victim loss
- 2. ability of the offender to pay
- 3. some combination of both

2. What do you think is the most important reason for a court to order a juvenile to pay restitution to a victim of a crime? Do you think the most important reason for a court to order restitution is to compensate victims of crime, to rehabilitate juvenile offenders, or to punish juvenile offenders? [NOTE RESPONSE]

What do you think is the least important reason for a court to order a juvenile to pay restitution? [NOTE RESPONSE]

REASON	MOST IMPORTANT	LEAST IMPORTANT
a. the compensation of victims of crime	_____	_____
b. the rehabilitation of offenders	_____	_____
c. the punishment of offenders	_____	_____

3. A number of different types of restitution programs are possible. I am going to read you descriptions of four different types of restitution programs which could be adopted by a juvenile court. I would like you to indicate the extent to which you would support any of these four.

If you would strongly support the adoption of a particular type of restitution program, give a score of 100. If you would strongly oppose the adoption of a particular type of program, give a score of zero. If you neither support nor oppose the adoption of a program, give a score of 50. Use any number between zero and 100 to indicate the strength of support or opposition to a program.

Type of Restitution	Score
a. restitution in which the offender makes a cash payment of money to the actual victim of the crime	_____
b. restitution in which the offender makes a cash payment of money to some substitute victim (rather than the actual victim), usually a community service organization such as a school or boys club	_____

3. [CONTINUED]

Type of Restitution

Score

- c. restitution in which the offender performs a useful service for the actual victim (rather than paying the victim money) _____
- d. restitution in which the offender performs some useful service for some substitute victim, usually a community service organization _____

4. Juvenile courts can offer a range of services to juvenile offenders. Some of these services could be offered in order to aid the juvenile offender in meeting his/her restitution obligation. Which of the following services do you feel should be offered by your juvenile court?

a. Job Assistance in which one or more persons on the staff of the juvenile court are responsible for locating job openings, generally in local businesses, and notifying offenders of these openings. Offenders ordered to pay restitution would compete for the positions along with other potential applicants. Should this service be offered by the juvenile court?

- 1. YES
- 2. NO
- 3. no opinion

b. Job Development in which jobs, generally in local businesses, are "reserved" for youths ordered to pay restitution. No other young people would be permitted to compete for these positions. Should this service be offered by the juvenile court?

- 1. YES
- 2. NO
- 3. no opinion

c. Subsidized Employment in which jobs are created for youthful offenders ordered to pay restitution, but the youth is paid for his/her work by the juvenile court. Should this service be offered by the juvenile court?

- 1. YES
- 2. NO
- 3. no opinion

d. Community Service in which a youthful offender works a specified number of hours for a government agency (such as a school) in addition to paying monetary restitution to the victim of the crime. Should this service be offered by the juvenile court?

- 1. YES
- 2. NO
- 3. no opinion

e. Substitute Community Service in which the offender performs some specified amount of community service instead of paying monetary restitution to the actual victim of his/her crime. Should this service be offered by the juvenile court?

- 1. YES
- 2. NO
- 3. no opinion

5a. Should the parents of a juvenile offender ever be permitted to pay the restitution that is ordered by a court?

- 1. YES
- 2. NO
- 3. Under some condition
- 4. No opinion

5b. [IF YES TO 5a] Should the court require that the juvenile pay his/her parents back?

- 1. YES
- 2. NO
- 3. no opinion

6. Should the juvenile court provide information to the victim--such as the name of the juvenile offender and his/her parents--which would aid the victim in pursuing civil action (filing a law suit) to recover losses suffered as a result of a crime?

- 1. YES
- 2. NO
- 3. no opinion

7. I am now going to read you a number of statements with which you may either agree or disagree. If you totally agree with the statement, give me a score of 100. If you totally disagree with the statement, give me a score of zero. If you neither agree nor disagree with the statement, assign a score of 50. Those statements with which you most agree should be given the highest scores; those statements with which you most disagree should be given the lowest scores. As in the earlier questions, there are no right or wrong answers.

100=totally agree
0=totally disagree

Statement

Score

- a. Here is the first one: Offenders who are ordered to make restitution will view themselves as taking an active step toward making amends for wrong doing. To what extent do you agree or disagree with that statement? _____
- b. Restitution should be used by the juvenile court as an alternative to incarcerating (jailing) juvenile offenders. _____
- c. The ordering of restitution will strengthen juveniles' sense of responsibility for the consequences of the offense. _____
- d. Participation in a restitution program will increase the victim's sense of efficacy in the juvenile justice system. That is, the victim will come to feel that the juvenile justice system is capable of responding to his/her needs. _____
- e. Restitution should be used by the juvenile court as an alternative to probation for juvenile offenders. _____
- f. Participation in a restitution program will increase offenders' sense of fairness of the juvenile justice system. _____
- g. Restitution programs favor the child from a middle-class background and discriminate against the child from a lower-class background. _____

[CONTINUED ON NEXT PAGE]

7. [CONTINUED]

<u>Statement</u>	<u>Score</u>
h. Restitution should be used by the juvenile court as an alternative to lecture and release of juvenile offenders.	_____
i. The payment of restitution will improve the victim's opinion of the offender.	_____
j. Jail sentences should be ordered for those who fail to meet their restitution obligations.	_____
k. Probation should be extended for those who fail to meet their restitution obligations.	_____

8. We would now like to ask you about what you perceive to be the causes of juvenile crime in this area. I am going to read you some possible explanations of why juveniles commit crimes. Using the same zero to one-hundred scale, please tell me the extent to which you agree or disagree that these are causes of juvenile crime.

100=totally agree
0=totally disagree

<u>Statement</u>	<u>Score</u>
a. School teachers not having enough control over students.	_____
b. Young people having nothing to do with their spare time.	_____
c. Young people being less religious than they once were.	_____
d. Young people wanting to buy things that they can't afford.	_____
e. Parents not having enough authority over their children.	_____
f. Young people feeling that they do not have to work for the things they get.	_____
g. That there are so many people getting away with breaking the law that young people feel that it is not so bad to break it.	_____
h. Young people thinking that if they commit a crime there is very little chance that they will be caught.	_____
i. Young people thinking that if they are caught committing a crime that the courts won't do anything to them.	_____

9. Now I would like to get your opinion about different officials who deal with juveniles. If a score of 100 means that you have a very favorable opinion of someone and a score of zero means that you have a very unfavorable opinion of someone, how would you characterize your opinion of:

<u>Official</u>	<u>Score</u>
1. police officers	_____
2. juvenile court judges	_____

[CONTINUED ON NEXT PAGE]

9. [CONTINUED]

3. high school teachers	_____
4. juvenile probation officers	_____
5. welfare case workers	_____
6. prosecuting attorneys (DA's office)	_____
7. defense attorneys	_____

On the same scale of zero to 100, how would you characterize your attitude toward juvenile delinquents--that is, juveniles who are found to be guilty of committing crime in this community?

11
COMMUNITY SURVEY: PART III

I have one final set of questions I would like to ask you about yourself.

[INTERVIEWER: NOTE SEX M F]

1. First, would you mind telling me your age?

2. Second, would you mind telling me how many years of formal education you have completed?

3. Would you mind telling me your approximate gross family income?

4. Would you mind telling me your race?

- | | |
|----------|--------------------|
| 1. White | 4. Chicano |
| 2. Black | 5. American Indian |
| 3. Asian | 6. Other |

5. Do you have any teenage children?

1. YES
2. NO

6. Finally, were you the victim of a crime in the last twelve months, regardless of whether you reported it to the police or not?

1. YES
2. NO

[IF YES] How many times during the past twelve months were you the victim of a crime?

[INTERVIEWER: IF THE RESPONDENT INDICATES THAT MORE THAN ONE CRIME HAS BEEN COMMITTED AGAINST HIM/HER IN THE LAST TWELVE MONTHS, CHOOSE THAT ONE WHICH WAS COMMITTED BY A JUVENILE. IF MORE THAN ONE JUVENILE CRIME WAS COMMITTED, CHOOSE THE MOST RECENT ONE.]

[IF YES] Would you mind briefly describing what happened?

[CONTINUED ON NEXT PAGE]

[CONTINUED]

[IF APPROPRIATE] Do you know or have reason to believe that the crime was committed by a juvenile?

1. YES
2. NO, committed by an adult
3. NO, uncertain as to who committed crime

[IF APPROPRIATE] Did you report this crime to the police?

1. YES
2. NO

[IF APPROPRIATE] Was someone arrested for this crime?

1. YES
2. NO

[IF APPROPRIATE] What happened to the offender, if anything?

APPENDIX 2

COMMUNITY REFUSAL QUESTIONNAIRE

COMMUNITY REFUSAL QUESTIONNAIRE

1. a. Jurisdiction _____
- b. Date _____
- c. Interviewer Name _____

2. Hello, Mr.(s.) _____, my name is _____ and I am the interviewing supervisor at the Institute of Policy Analysis in Eugene, Oregon. Do you recall having been asked to participate in the national survey dealing with citizen opinions about juvenile crime in America?

1. No
2. Yes, I refused
3. Yes, my spouse/roommate refused [ASK IF INDIVIDUAL WOULD PARTICIPATE AND GIVE USUAL INTRODUCTION]

a. [IF NO] Perhaps there has been some confusion. Please let me explain what we are doing. You are one of 1,200 people from across the country who is being asked to respond to questions dealing with juvenile crime. The survey is being conducted by the Institute of Policy Analysis in Eugene, Oregon. The Institute is a private non-profit research center and I am not trying to sell you anything. I am simply interested in your opinions about juvenile crime in America. Answers to the questions will be held in confidence and the interview will take about 20 minutes. Could I now begin with the questions?

b. [IF YES, I REFUSED] As I hope it was originally explained to you, your participation is voluntary. However, we do encourage your participation because the results of this survey will be presented to Congress and the fewer the people who refuse, the greater the confidence we can place in the information presented to Congress. I am not trying to sell you anything. We are simply interested in your opinions about juvenile crime in America. The interview will take only about 20 minutes and will be held in confidence. Would you reconsider answering some questions?

3. [IF NO] Or (the person has refused previously) May I ask why you do not wish to be interviewed?

It would still be useful to Congress if we had information about people who prefer not to be interviewed. Could you answer a few questions?

4. Would you mind telling me your age? _____
5. Would you mind telling me how many years of formal education you have completed? _____

[CONTINUED]

6. Would you mind telling me your approximate gross family income?

7. Would you mind telling me your race?

- | | |
|----------|--------------------|
| 1. White | 4. Chicano |
| 2. Black | 5. American Indian |
| 3. Asian | 6. Other |

8. Do you have any teenage children?

1. Yes
2. No

9. Finally, were you the victim of a crime in the last twelve months, regardless of whether you reported it to the police or not?

1. Yes
2. No

[IF YES] How many times during the past twelve months were you the victim of a crime?

[INTERVIEWER: IF THE RESPONDENT INDICATES THAT MORE THAN ONE CRIME HAS BEEN COMMITTED AGAINST HIM/HER IN THE LAST TWELVE MONTHS, CHOOSE THAT ONE WHICH WAS COMMITTED BY A JUVENILE. IF MORE THAN ONE JUVENILE CRIME WAS COMMITTED, CHOOSE THE MOST RECENT ONE.]

[IF YES] Would you mind briefly describing what happened?

END

END