

## REPORT C

GfK. Growth from Knowledge



**Targeting Benefit Thieves Campaign Tracking Research**  
**Report on the launch and first burst of the new 'And they thought they'd never be caught' campaign**

A research report for the **Department for Work and Pensions**

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## 1. Executive Summary

The Department for Work and Pensions (DWP) launched a new advertising campaign in November 2009 which led with the strapline 'And they thought they'd never be caught'. The campaign employed national TV advertising, as well as local radio, posters and online activity. The main objectives of the campaign were as follows:

### Primary campaign objectives

- To increase the perception of risk and fear of getting caught
- To increase awareness of the consequences of getting caught

### Secondary campaign objectives

- To increase awareness of what constitutes benefit fraud
- To maintain public acceptance that benefit fraud is wrong

The campaign ran nationally, with additional media treatment (radio and posters) in 40 Local Authority Districts (LADs) which were selected because they had the highest per capita proportion of claimants.

The 'And they thought..' campaign ran in two bursts, in November/December 2009 and February/March 2010, and the total spend across the two bursts was £2.4 million. The campaign builds on previous campaigns which DWP ran on the subject of benefit fraud:

- 'No ifs, No Buts' ran from November 2006 to February 2008 with a total spend of £9.3 million
- 'We're closing in' ran from September 2008 to June 2009 with a total spend of £4.8 million

Research aimed to evaluate the effectiveness of the 'And they thought..' campaign against its own objectives and key performance indicators (KPIs) which had been set.

The research took place amongst members of the public, a representative sample of claimants of key benefits (IS, JSA, Housing Benefit, Council Tax Benefit), and a boost sample of key benefit claimants in targeted areas receiving additional media treatment. All interviews were conducted face to

face in respondents' homes, with the sample drawn using random location sampling. Interviews with the public and national claimants were conducted using GfK NOP's Random Location Omnibus survey.

While 13 waves of research have been conducted to date, this report focuses on the launch and second burst of the 'And they thought..' campaign, so most comments are made on the following waves:

- Wave 11, which was conducted before the launch of the 'And they thought..' campaign in October 2009
- Wave 12, conducted immediately after the first burst of advertising in December 2009
- Wave 13, conducted after the end of the second burst of advertising, with fieldwork in March 2010.

## **1.1 Awareness and recall of the campaign**

The launch of the 'And they thought..' campaign has been successful in further raising top of mind awareness of publicity about benefit fraud amongst all target audiences. Following declines in levels of awareness after a period of 4 months with no campaign activity, the fairly modest launch spend of £1.3 million raised awareness to similar levels to those observed after the much larger launch of the 'No ifs, No Buts' campaign in 2006. After the second burst of the 'And they thought..' campaign around half of the public and national claimants and slightly fewer claimants in targeted areas (45%) were aware of publicity.

The research indicates that the most recent round of media buying was well targeted, and the campaign has worked hard to target claimants, bringing their levels of top of mind awareness of the issue to similar levels to the general public.

Given the media schedule and the fact that the campaign is TV-led, it is unsurprising that television advertising is the main driver of awareness, but posters were also well recalled: in particular amongst claimants in local areas where the posters were shown. Although radio advertising was removed from the media mix for the second burst of the campaign, this has not impacted in levels of awareness of radio advertising. It is notable that press/newspaper

activity (which could include PR or news stories) was better recalled by the general public than by claimants.

Whilst the 'And they thought..' campaign appears to have launched efficiently in terms of levels of driving up awareness, proven recall did not perform as strongly as previous campaigns. Around three in ten respondents in all sample groups gave descriptions of the advertising that were accurate enough to 'prove' to us they had seen the campaign. This compared with at least two fifths for the 'No ifs, No Buts' and 'We're closing in' campaigns.

The voiceover from the TV and radio ads "It's not if we catch you, it's when" was recalled more strongly than 'And they thought they'd never get caught' strapline from the posters, which was only recalled by 1-3% of respondents in each sample group. "It's not if we catch you, it's when" achieved similar levels of recall to 'We're closing in' when first launched, although neither slogan was as well recalled as 'No ifs, No Buts', which was 2-3 times more likely to be recalled.

## **1.2 Advertising recognition**

The launch of 'And they thought..' was also efficient in driving recognition of campaign materials. More than four fifths of national and targeted area claimants, and three quarters (74%) of the public recognised the campaign ads after they were launched. While these recognition levels were somewhat lower than those measured following the launches of 'No ifs, No Buts' and 'We're closing in', it should be remembered that the launch budget for 'And they thought..' was considerably lower, and recognition as a proportion of spend is considerably higher than for previous campaigns.

When compared with other public sector campaigns, the 'And they thought..' campaign launch fared very well in terms of recognition as a proportion of spend, and 'We're closing in' sat at around the mid-point.

Recognition built slightly following the second burst of the 'And they thought..' campaign amongst the public, and maintained at the same levels for claimants.

Around seven in ten claimants recognised the TV ads (72% of national claimants and 68% of targeted area claimants at Wave 12) and six in ten of the general public sample (59% at Wave 12). Recognition of TV advertising

for 'And they thought..' was significantly lower than that observed for previous campaigns, again reflecting the lower spend levels. 'And they thought..' launched with 410 TVR 30" equivalents, in comparison with 779 TVR 30" equivalents achieved for 'We're closing in' (before the Wave 9 evaluation) which meant that although recognition was lower, efficiency was higher.

Two fifths (41%) of targeted area claimants stated they had heard one or both of the radio ads at Wave 12. The radio ads performed well compared to previous radio executions in terms of efficiency levels achieving 25% recognition for every £100,000 spent (compared with 13%-16% efficiency at previous launches). At Wave 13, levels of radio ad recognition were similar, despite the fact that the radio ads were not played out in the second campaign burst, indicating that the radio ads were memorable.

At Wave 12, 51% of targeted area claimants recognised at least one of the posters. Given the spend, this represented a very efficient launch, particularly when compared with previous campaign launches at Wave 2 and Wave 8. Another £**Information redacted** was spent on posters in February 2010 and recognition levels were maintained at 50% at Wave 13. This may reflect the new system of buying poster sites based on specific postcodes.

Despite being used in equal rotation, the "She" poster was better recognised than "He" or "They" across all three groups of respondents. Recognition amongst targeted area respondents at Wave 13 was 32%, 23% and 19% respectively. This is similar to previous campaigns, where executions including females tended to be better recalled and recognised.

Levels of recognition of online advertising were lower: 14% of national claimants, 13% of targeted claimants and 11% of the general public sample recognised at least one of the ads they were shown at Wave 13.

### **1.3 Campaign messaging**

The research aimed to compare messaging of the 'And they thought..' campaign with that from the previous two campaigns, and also to see how messaging may have built over time.

The strongest message conveyed by all three campaigns was 'Abusing the benefit system is a crime'. Around seven in ten respondents from all three

sample groups agreed the ads were trying to tell this (68% of general public, 70% of national claimants and 67% of targeted area claimants at Wave 13).

The central message of the 'And they thought..' campaign surrounds the likelihood of being caught. Around half of respondents agreed that the ads told them that if you commit benefit fraud you will get caught and although agreement has built to its highest levels since the most recent burst (55% of national claimants and 51% general public agreed at Wave 13) the longer term trend is fairly flat. This was also the case amongst targeted area claimants (50% agreed at Wave 13).

Similarly agreement that the ads told them lots of people get caught for benefit fraud has also built to highest recorded levels at Wave 13 (40% amongst general public and 43% amongst national claimants). This campaign has performed significantly better than 'We're closing in' on this measure amongst all three sample groups.

The consequences of benefit fraud were also well conveyed by the 'And they thought..' campaign ads, which performed significantly on conveying the message that 'the penalties for benefit fraud were not worth the risk' compared with 'We're closing in', but similar to 'No ifs, No Buts'.

However, whilst the proportion of targeted area claimants thinking that the ads told them that 'the penalties for benefit fraud are not worth the risk' increased from 30% at Wave 11 to 36% at Wave 12 (where it remained at Wave 13), this was still slightly below the proportion thinking this in relation to 'No ifs, No Buts' (40% at Wave 5).

Those who had seen or heard the campaign prior to the interview were significantly more likely to take out all of the intended messages than those who had not. This indicates that those who have been exposed to the campaign more than once were more likely to pick up these messages, and therefore that the campaign has potential for messages to build over time.

The new campaign focused on messages about the punishments benefit fraudsters would be likely to receive, so it is encouraging to see that there has been an increase in the proportions of targeted area claimants agreeing that the ads:



- Made them realise benefit fraud is more serious than they had previously thought (68% at Wave 13 from 62% at Wave 11)
- Made them realise what happens to people when they get caught (78% at Wave 13 from 69% at Wave 11)
- Made them more aware of the range of punishments available for those who commit benefit fraud (72% at Wave 13 from 65% at Wave 11)

A new statement ‘these ads have put me off putting in a new claim for benefits, even if I might be entitled to them’ was added at Wave 12 in response to concerns that new claimants might be deterred from claiming. Overall, a fairly low proportion, 21% of targeted area claimants, agreed with this statement at Wave 12 (with 8% agreeing strongly and 14% agreeing slightly). The message has not built further following the second burst of the campaign.

At Wave 12 only, a third of targeted area claimants considered to be ‘on the cusp’ (31%) and 36% of those living in fraudulent environments<sup>1</sup> agreed that the ads have put them off making a claim (compared with 18% of ‘definite reporters’<sup>2</sup> and 20% not living in fraudulent environments), suggesting that the ads were influencing those who might be considered most likely to become involved in benefit fraud.

Levels of identification with the advertising were similar to previous campaigns with a third of targeted area claimants agreeing that the ads were ‘aimed at people like me’ (33% at Wave 12 and 37% at Wave 13). Two in five targeted area claimants (41% at Wave 12 and 42% at Wave 13), agreed with the new statement that the ads ‘showed people who look like my friends or family or people who live round here’.

Negative perceptions were similar to those seen for previous campaigns. Around one in four targeted area claimants claimed that the ads were irritating

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<sup>1</sup> Claimants in ‘fraudulent environments’ were defined as those who said that all or most of their friends and family were claiming benefits and they thought that most or many claimants were claiming more money than they are entitled to.

<sup>2</sup> ‘Definite reporters’ were defined as those who claim they ‘definitely would’ report any changes in their circumstances immediately

(24% at Wave 13) and a similar proportion agreed they 'are everywhere and I'm bored of seeing them' (22%), but again it was those who might be closer to committing benefit fraud who were most likely to agree.

Removing the radio ads from the second burst in February 2010 has not adversely impacted on the campaign message transmission on any of the measures employed.

## **1.4 Campaign KPIs**

### **Increasing the perception of risk and fear of getting caught**

Perceptions of how easy it is to get away with claiming more money from benefits than you are entitled to have declined over time. Since the initial baseline ahead of 'No ifs, No Buts', the proportion of the general public saying it is 'very easy' or 'fairly easy' has fallen from 52% to 41% (at Wave 13) and amongst national claimants from 41% to 29% (at Wave 13). The recent decrease amongst the general public from 47% at Wave 11 to 41% is significant, suggesting the 'And they thought..' campaign has been effective at delivering this message.

There have been some encouraging movements within subgroups on this measure:

- There has been a significant decrease at Wave 13 in the proportion amongst national claimants who say that almost everyone or most people they know are on benefits from 41% at Wave 11 and 42% at Wave 12 to 31% at Wave 13.
- Those who live in a 'fraudulent environment' were still far more likely than others to state that benefit fraud is easy to get away with, however perceptions of ease have dropped amongst this group at Wave 13 (from 75% at both Wave 11 and 12 to 55% at Wave 13).

The proportion of targeted area claimants thinking it is easy to claim more than they are entitled to has consistently tracked just below that of national claimants. Apart from a brief rise at Wave 7 levels have remained stable since Wave 4 (section 2.4.1 provides a summary of when each wave of research took place).

Similar patterns within subgroups have been observed for this measure for both national claimants and targeted area claimants. The following groups were more likely to think it's easier to get away with claiming more than you are entitled to:

- Those over 55 compared with younger claimants
- Those who live in fraudulent environments compared with those who do not
- White respondents compared with those from ethnic backgrounds

Agreement with the statement 'the chances of getting caught abusing the benefits system are slim' amongst national claimants has declined over the long term from 39% at the initial baseline to its lowest ever level of 26% at Wave 13, although it has remained relatively constant since Wave 5.

There has been no significant movement in levels of agreement that 'benefit fraud is more difficult to get away with than it used to be' amongst national claimants over time (44% at the 'No Ifs, No Buts' baseline compared with 45% at Wave 13).

### **Increasing awareness of the consequences of getting caught**

Perceptions of the punishments applied to benefit fraudsters have moved in the right direction since the launch of the Targeting Benefit Thieves campaign in 2006, although changes are generally small and incremental,

Levels of agreement with the statement 'if people do get caught the penalties are not that bad' have declined over time amongst national claimants (from 41% at the 'No Ifs, No Buts' baseline to 30% at Wave 13) and the general public (from 48% to 38% over the same period).

That said, there were significant declines in levels of agreement with this statement amongst both the public and national claimants just after the launch of the 'And they thought..' campaign, and these remained at the lower level after the campaign's second burst. This is an encouraging result, given the stronger focus on punishments in the 'And they thought..' campaign.

Amongst targeted area claimants, the overall long-term trend in the proportion agreeing that 'if people do get caught the penalties are not that bad' has also

been downwards, and there has been a slight decline in levels of agreement since the campaign launched.

When asked spontaneously what punishment someone caught claiming more than their entitlement is likely to receive, the most common mentions included a fine (41% of general public, 34% of national claimants and 31% of targeted area claimants at Wave 13), paying back overpaid benefits (38%, 45% and 43% of respective audiences), or imprisonment (24%, 32% and 27% at Wave 13). Responses have remained broadly similar across previous waves.

Non-recognisers of the campaign were significantly more likely than recognisers to say that they don't know about punishments, which suggests that exposure to the campaign is educating people about some of the punishments benefit fraudsters are likely to receive.

Between a quarter and a third of all respondents felt that imprisonment should be the maximum penalty for benefit fraud (35% of general public, 32% of national claimants and 25% of targeted area claimants at Wave 13), whilst between one in six and a quarter considered that benefit thieves should have to pay back overpaid benefits (16% of general public, 20% of national claimants and 24% of targeted area claimants). Responses here remained fairly consistent over time.

All respondents were asked to choose what percentage of people caught committing benefit fraud they thought were taken to court, were convicted and were imprisoned. The mean percentage of benefit fraudsters caught who are believed to receive each punishment was calculated. Claimants tended to think that a higher proportion of those caught for benefit fraud are taken to court, convicted and/or imprisoned compared with the general public. For example the mean percentage of benefit fraudsters believed to be taken to court was 28% amongst national claimants and 26% amongst targeted area claimants compared to 20% amongst the general public at Wave 13.

Between Waves 11 and 12, (coinciding with the launch of the 'And they thought..' campaign) there was a significant increase in the mean percentage of people caught for benefit fraud that targeted area claimants considered received each punishment, although this increase was not sustained after the second campaign burst.

### **Increasing awareness of what constitutes benefit fraud**

All respondents were asked to say without prompting, what changes in someone's life or circumstances need to be reported to avoid committing benefit fraud. Around two in five stated starting a new job or receiving income from casual work (37% of general public, 40% of national claimants and 45% of targeted area claimants at Wave 13). Claimants at all waves were more likely to mention this than the general public.

Changes in circumstances related to the number of people in the household were also commonly mentioned –often expressed as a partner moving in. Again this was more likely to be mentioned by claimants (26% of national claimants and 24% of targeted area claimants at Wave 13) than the general public (15% at Wave 13).

### **Maintaining public acceptance that benefit fraud is wrong**

'Claiming more from the benefits system than you are entitled to' was rated third in a list of six crimes, being seen as more acceptable than mugging or burglary but more wrong than tax evasion, TV licence evasion and smuggling tobacco.

Over time the general public has given a mean 'wrongness' score of around 9.2 for benefit fraud consistently (1 indicates it is acceptable in some circumstances, and 10 indicates it is wrong all the time). National claimants have tended to give slightly lower mean ratings (around 9.1). There has been an upward trend in the 'mean wrongness' of benefit fraud amongst both audiences since Wave 10 and both groups of respondents have recently achieved the highest 'mean wrongness' scores since the initial baseline (9.17 for national claimants at Wave 12 and 9.34 for general public at Wave 13).

Similarly there has been an upward trend in the mean wrongness scores for benefit fraud amongst targeted area claimants since Wave 10, rising from 8.65 at Wave 10 to 9.10 at Wave 13. However, there remain some entrenched attitudes amongst targeted area claimants who are more immersed in a 'benefit culture' that remain difficult to break down.

Amongst national claimants levels of agreement with the statements 'people who abuse the system should feel guilty about what they are doing' and 'abusing the benefits system is no different to stealing' have remained stable over recent waves. The long-term trend has shown a slight increase in levels

of agreement with since the initial baseline, again indicating that the longer term campaign may be influencing these broader attitudes.

Since Wave 11, the proportion of targeted area claimants agreeing that 'abusing the system is no different from stealing' has remained fairly constant (73% at Wave 11 compared with 75% at Waves 12 and 13) and the long-term overall trend remains slightly upwards from 68% at the 'No Ifs, No Buts' baseline. There has also been a general upwards trend in levels of agreement that people who abuse the system should feel guilty about what they are doing has increased since Wave 10 (from 73% to 79% at Wave 13),.

Amongst targeted area claimants, 'definite reporters' were more likely to agree with both statements than those 'on the cusp' or 'definite fraudsters'.

### **Summary: performance against KPIs**

The key campaign targets are shown below, together with performance against those targets. All targets have been set against the audience of targeted area claimants.

- To increase the perception of risk and fear of getting caught

QUESTION	TARGET	W11	W12	W13
% very/ fairly easy for "people to get away with claiming more money from benefits than they are entitled to"	↓ 25% - 30%	28%	24%	26%
% thinking the ads shown convey "If you commit benefit fraud, you will get caught"	↑ 60% - 65%	46%	46%	50%

- To increase awareness of the consequences of getting caught

QUESTION	TARGET	W11	W12	W13
% agree strongly/ slightly with the statement "If people get caught, the penalties are not that bad"	↓ 27% - 32%	35%	32%	30%

↑ ↓ - Denotes desired direction of response

- To increase the awareness of what constitutes benefit fraud

QUESTION	TARGET	W11	W12	W13
% of those that identified the following as constituting benefit fraud: Starting a new job / income from casual work	↑ 45% - 50%	50%	48%	45%
% of those that identified the following as constituting benefit fraud: Partner moved in / number of people in household	↑ 20% - 25%	20%	22%	24%

- To maintain public acceptance that benefit fraud is wrong

QUESTION	TARGET	W11	W12	W13
Mean 'wrong' score for "claiming more from the benefits system than entitled to" where 10= <i>wrong all the time, regardless of circumstances</i> and 1= <i>acceptable in some circumstances</i>	↑ 9.0 - 9.3 MEAN SCORE	8.87	8.93	9.10

↑ ↓ - Denotes desired direction of response

All campaign targets have been met, with the exception of the indicator that the ads convey the message "if you commit benefit fraud you will get caught", as shown in red on the chart.

## 1.5 Conclusions and recommendations

Despite lower spend on the 'And they thought..' campaign, it has performed very well on key measures of awareness and recognition: perhaps indicating that it has been well targeted and media spend has been efficient.

In line with its objectives, the 'And they thought..' campaign performed particularly well in conveying messages around the risks and potential consequences of getting caught. The campaign appears to have made real inroads in communicating with those who may be at risk of committing benefit

fraud, including those living in a benefit culture. There are no signs of wear-out of the 'And they thought..' campaign at present, and indicators suggest that messages have potential to build should DWP opt to run a further campaign burst. The removal of radio advertising from the second campaign burst does not appear to have had any negative impacts on messaging.

Changing attitudes towards benefit fraud has been a longer-term objective, and the tracking suggests that there have been movements in key attitudinal measures over the longer-term which suggest that the Targeting Benefit Thieves campaign has worked in the ways intended.

It appears that overall momentum to build awareness and start to reframe attitudes necessitated considerable investment for the first two campaigns which form part of the Targeting Benefit Thieves programme. Although change may have slowed slightly in some areas, there is no evidence that the reduction in spend on 'And they thought..' has damaged overall campaign performance unduly, as 'And they thought..' has achieved the majority of its targets in a highly efficient manner. If the task going forwards is one of maintenance, then a strategy of 'topping up' with a more modest campaign spend appears to be prudent. However if more radical changes or messaging are required, it is likely that a return to higher levels of investment might be needed.

## **2. Introduction, Background and Methodology**

### **2.1 Introduction**

Each year, the Department for Work and Pensions (DWP) pays around £136 billion through its benefits system. During the year 2008-09, it is estimated that the amount lost to benefit theft totalled around £900 million.

DWP is committed to reducing levels of fraud and error. Its Fraud Investigation Service (FIS) employs approximately 2,500 fraud investigators at present and in conjunction with Local Authorities, caught a total of 56,493 benefit thieves in the year 2008-09.

### **2.2 Targeting Benefit Thieves campaign**

The problems caused by fraud and error are not new and DWP has run a national Targeting Benefit Thieves campaign since 2001.



The Targeting Benefit Thieves campaign objectives have been set as follows:

**Primary campaign objectives**



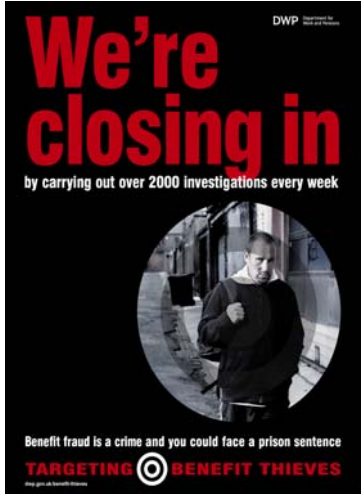



- **To increase the perception of risk and fear of getting caught**
- **To increase awareness of the consequences of getting caught**

**Secondary campaign objectives**

- **To increase awareness of what constitutes benefit fraud**
- **To maintain public acceptance that benefit fraud is wrong**

The campaign has evolved over time, and has employed three creative routes: as shown below:

## Campaign evolution: summary

NO IFS, NO BUTS	WE'RE CLOSING IN	AND THEY THOUGHT THEY'D NEVER BE CAUGHT
 <p><b>Benefit thieves, can you spot our undercover surveillance van?</b></p> <p>Mobile surveillance teams are operating in this area.</p> <p><b>NO IFS, NO BUTS.</b> Benefit fraud is a crime, break the law and you could face a criminal record.</p> <p>TARGETING  BENEFIT THIEVES</p>	 <p><b>We're closing in</b></p> <p>by carrying out over 2000 investigations every week</p> <p>Benefit fraud is a crime and you could face a prison sentence</p> <p>TARGETING  BENEFIT THIEVES</p>	 <p><b>And they thought they'd never be caught.</b></p> <p>Last year we caught 56,493 benefit thieves.</p> <p>PROSECUTED</p> <p>CRIMINAL RECORD</p> <p>TARGETING  BENEFIT THIEVES</p>
<ul style="list-style-type: none"> <li>•Highlighted the message that benefit fraud is a criminal activity and there are no excuses for committing benefit fraud</li> <li>•Emphasised the use of mobile surveillance and technology to catch benefit thieves</li> </ul>	<ul style="list-style-type: none"> <li>•Highlighted the DWP crack-down on benefit thieves</li> <li>•Emphasised the number of fraud investigations carried out and of calls made to the benefit fraud hotline</li> </ul>	<ul style="list-style-type: none"> <li>•Challenged the perception that benefit thieves won't get caught</li> <li>•Highlighted the number of people caught and the consequences of committing benefit theft</li> </ul>
<p>Ran from October 2006-February 2008, 4 bursts</p>	<p>Ran from September 2008-January 2009, 4 bursts</p>	<p>Ran from November 2009-present, 2 bursts to date</p>

The main focus of this report is the effectiveness of the launch of the 'And they thought they'd never be caught' campaign, though we also look at the other previous campaigns to provide context and points of comparison.

### 2.2.1. Target audience

The campaign as a whole aims to target benefit claimants who are considered as being 'on the cusp' of committing benefit fraud, that is those most likely to

consider committing, or to have dabbled in, benefit fraud. For the purposes of media planning, these have been defined as follows:

- Women aged 18 - 44 with resident children
- Men over 35+ with no resident children
- Men aged 15 - 24 no resident children

### 2.2.2. Media planning

All campaigns have included a mix of national and local media:

- National TV and press activity
- Local radio, outdoor, press and PR work plus targeted online advertising

The local activity is run within 40 Local Authority areas, which were selected on the basis of having the highest proportion of claimants per capita. The precise areas employed for each campaign changed slightly, but those receiving additional activity related to the ‘And they thought..’ campaign are shown in Table 1.

**Table 1. 40 Local Authorities targeted for additional activity**

<ul style="list-style-type: none"> <li>• Birmingham</li> <li>• Coventry</li> <li>• Dudley</li> <li>• Leicester</li> <li>• Newcastle upon Tyne</li> <li>• Nottingham</li> <li>• Sandwell</li> <li>• Sunderland</li> <li>• Walsall</li> <li>• Wolverhampton</li> <li>• Glasgow, City of</li> <li>• Leeds</li> <li>• Liverpool</li> <li>• Manchester</li> <li>• Sheffield</li> <li>• Bradford</li> <li>• Lambeth</li> <li>• Newham</li> <li>• Kingston upon Hull, City of</li> <li>• Southwark</li> </ul>	<ul style="list-style-type: none"> <li>• Hackney</li> <li>• Haringey</li> <li>• Bristol, City of</li> <li>• Edinburgh, City of</li> <li>• Croydon</li> <li>• Tower Hamlets</li> <li>• Enfield</li> <li>• Lewisham</li> <li>• Kirklees</li> <li>• Brent</li> <li>• North Lanarkshire</li> <li>• Fife</li> <li>• Wirral</li> <li>• Ealing</li> <li>• Waltham Forest</li> <li>• Islington</li> <li>• Greenwich</li> <li>• Cardiff</li> <li>• Doncaster</li> <li>• Wigan</li> </ul>
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### 2.3 ‘And they thought they’d never be caught’ campaign

The ‘And they thought..’ campaign launched in November 2009 and has run across two bursts to date:

- First burst – 2<sup>nd</sup> November – 6<sup>th</sup> December 2009

- Second burst – 1<sup>st</sup> February – 14<sup>th</sup> March 2010

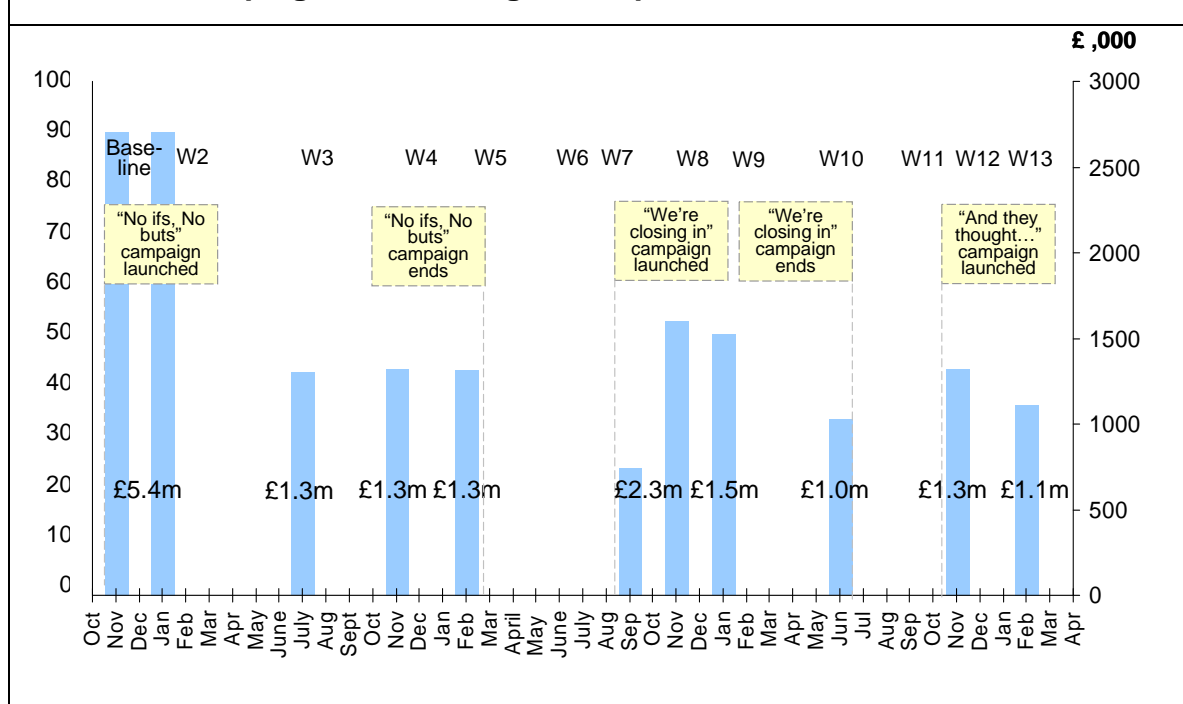
The media mix employed by ‘And they thought..’ was similar to that used by ‘We’re closing in’ and previous campaigns (**Error! Reference source not found.**). However, it should be noted that the latter burst of the ‘And they thought..’ campaign (Feb 2010) did not include radio advertising, although this was included in the first burst (Nov 2009).

**Table 2. Overview of the media mix**

Campaign burst	We’re Closing In			And they thought they’d never be caught	
	Nov 2008	Jan 2009	Jun 2009	Nov 2009	Feb 2010
<b>NATIONAL MEDIA</b>					
TV	x	x	x	x	x
National press	x	x			
Online	x	x			
Paid for PR	x	x	x		
<b>LOCAL</b>					
Radio	x	x	x	x	
Outdoor (posters)	x	x		x	x
Washrooms / ATMs	x	x			
Regional press	x	x	x		
Online				x	x
Pub TV	x	x			
Paid for PR	x	x	x		

The full media schedule for the ‘And they thought..’ campaign is included in the appendices.

Chart 1 summarises the timings and spend levels for each campaign burst since the launch of the ‘No ifs, No Buts’ campaign in November 2006, as well as when the corresponding waves of research were carried out.

**Chart 1 Campaign burst timings and spend levels**

Compared with the launches of the two previous campaigns, 'And they thought..' received a comparatively modest launch spend of £1.3 million, compared with £2.3 million for 'We're closing in' and £5.4 million for 'No ifs, No Buts'.

The spend for the second burst of 'And they thought..' was slightly lower than the launch spend, at £1.1m, and this was also somewhat lower than the second burst spend for previous campaigns.

## 2.4 Research Objectives

The DWP commissioned a programme of survey research to continue to track the effectiveness of the 'Targeting Benefit Thieves' campaign, and in particular to look at the effectiveness of the 'And they thought they'd never get caught' campaign.

The research objectives remained to evaluate the effectiveness of the campaign against its own KPIs and communication objectives, and specifically aimed to assess:

- **Campaign reach:** looking at spontaneous awareness, as well as recognition of campaign materials.
- **Awareness of key messages from the advertising:** what top of mind messages were taken out? What other messages were identified when

prompted? To what extent were these messages seen as clear, credible, relevant and motivating? In particular, how well was the ‘risk’ message conveyed?

- **Attitudes to fraudulent activity:** to what extent were those who fraudulently claim benefit seen as engaging in criminal activity?
- **Level of tolerance/acceptance of fraud:** looking at perceptions of benefit fraud in the context of other fraudulent activity, to further track whether it has become considered ‘more wrong’ as a result of the campaign.
- **Perceptions of getting caught:** what proportion of ‘Benefit Thieves’ are thought to be caught? Is it harder to get away with than previously?
- **Awareness of the penalties and consequences of getting caught:** what did respondents think are the penalties of benefit fraud? How are they seen in terms of balancing the risk against the possible rewards?
- **Awareness of what constitutes fraud, and what action should be taken to ensure that claimants keep their claim honest:** The campaign educates claimants about certain changes of circumstances that need to be declared to DWP because they impact on claims, but do claimants know when and how such changes of circumstances should be declared?

The research and questionnaire design and analysis were based around the need to feed back on these objectives, and link to the campaign KPIs and the targets set by DWP in order to measure campaign performance. The KPIs and targets are discussed in detail in Chapter 10 of this report.

#### 2.4.1. Timing of the research

Prior to the launch of each campaign, a baseline survey was undertaken to allow subsequent comparisons to be made after launch. Table 3 summarises the waves of the research in relation to the three campaigns.

**Table 3. Summary of research waves**

WAVE OF RESEARCH	FIELDWORK DATES	CAMPAIGN ON/OFF AIR	
BASELINE	6-29 Oct 2006	Off air	Baseline survey prior to the launch of the ‘No Ifs, No Buts’

			campaign
Wave 2	5-19 Feb 2007	No ifs, No Buts	
Wave 3	9-29 Aug 2007	No ifs, No Buts	
Wave 4	29 Nov – 19 Dec 2007	No ifs, No Buts	
Wave 5	4-25 Feb 2008	No ifs, No Buts	
Wave 6	27 Jun – 1 Jul 2008	Off air	'Dip' survey prior to the airing of the "On the Fiddle" TV series
Wave 7	26 Aug – 15 Sep 2008	Off air	Baseline survey prior to the launch of the 'We're closing in' campaign
Wave 8	1-22 Dec 2008	We're Closing In	
Wave 9	2-22 Feb 2009	We're Closing In	
Wave 10	16-28 Jul 2009	We're Closing In	
Wave 11	5-26 Oct 2009	Off air	Baseline survey prior to the launch of the 'And they thought they'd never be caught' campaign
Wave 12	30 Nov – 21 Dec 2009	And they thought they'd never be caught	
Wave 13	1-22 Mar 2010	And they thought they'd never be caught	

Given that the focus of this report is 'And they thought..' campaign launch and initial bursts, much of the data described herein are from Waves 11-13, although comparisons are made with the launch phases of the other campaigns:

- The first waves following the launches of previous campaigns: Wave 2 relates to 'No ifs, No Buts', and Waves 8/9 relate to 'We're closing in'
- The waves which follow the end of a campaign, which look at how the campaign has built over time: Wave 5 relates to 'No ifs, No Buts' and Wave 10 relates to 'We're closing in'

#### **2.4.2. Research audience**

The target audiences for the research reflected the target audiences for the campaign, namely members of the public in Britain, and 'claimants'.

Claimants are defined as people of working age living in Britain (England, Scotland or Wales) in receipt of at least one of the following benefits:

- Jobseekers Allowance
- Income Support
- Housing Benefit

- Council Tax Benefit

The research included a nationally representative sample of claimants in Britain, hereinafter referred to as 'national claimants'.

In order to evaluate the impact of the additional media activity in 40 targeted local areas, the research was also structured to enable us to look separately at responses given by claimants in these areas, hereinafter referred to as 'targeted area claimants'.

### **2.4.3. Methodology**

All interviews were conducted face to face in respondents' homes using multi-media computer assisted personal interviewing (CAPI). This enabled us to show respondents videos of TV ads on screen to gain more accurate measures of campaign recognition. The samples were drawn using random location sampling, which is a tightly controlled form of quota sampling.

For reasons of economy and efficiency, the general public sample was interviewed using GfK NOP's Random Location Omnibus, which is a survey which is run for most weeks of the year. 2,000 members of the public aged 16+ in the UK are interviewed each time, and clients 'buy' questions on the omnibus survey, and pay based on the number and type of questions asked. Clients can choose to ask their questions of the whole (2,000) sample, a half-sample (1,000 respondents), or more targeted samples within this (e.g. only people of certain ages, in certain regions, etc.).

The interviewed sample at each wave was structured as follows:

1. A half-sample from the Omnibus, interviewing members of the general public aged 18+ in Great Britain (c.900 interviews). Within this around 150 interviews were with key benefit claimants of working age.
2. The other half-sample from the Omnibus was asked questions to identify key benefit claimants of working age, and any identified were also asked the survey questions. This gives a total of around 300 national claimants interviewed on the Omnibus at each wave (150 from each half-sample).
3. An ad-hoc boost sample of 600 key benefit claimants in targeted local areas: these were interviewed as part of an ad-hoc survey, and not through the Omnibus. At least one sampling point was included in



each of the 40 Local Authorities receiving additional media treatment, and interviewing was focused on the 20% least affluent areas in the Authority (as defined by the Indices of Multiple Deprivation) to increase fieldwork efficiency.

Data were analysed to maximise opportunities for examining differences between key sub-groups. Respondents were classified into three sample groups and weighted as follows:

- A general public sample, which included all respondents interviewed as part of the Omnibus. This included both claimants and non-claimants. Standard Omnibus weights were applied by age, gender, social grade, working status, household size and region
- A sample of 'national claimants', including all claimants interviewed across the two surveys (Omnibus and targeted area claimant boost). Weights were applied by age and gender of respondent, with weights based on the profile of claimants. Regional profiles (based on Government Office Region) were checked to ensure they were in line with the profile of claimants and similar at each wave.
- A sample of targeted area claimants (in areas covered by the additional media treatment), which included all claimants interviewed within those areas across all parts of the survey. Age and gender weights were applied within each local authority district to bring the sample profile into line with the age and gender profile of claimants in those areas.

The number of interviews achieved within each sample group at the three waves of interest is shown in Table 4, together with fieldwork dates.

**Table 4. Number of interviews completed**

	<b>W11</b>	<b>W12</b>	<b>W13</b>
Fieldwork dates	5/10- 26/10/2009	30/11- 21/12/2009	1/3- 22/3/2010
General public (aged 18+ living in Great Britain)	933	917	920
Key benefit claimants of working age living in Great Britain (national claimants)	920	904	898
Key benefit claimants of working age living in the 40 targeted local areas (targeted area claimants)	693	706	716

#### **2.4.4. Who was interviewed**

In this section of the report, we provide a brief overview of the interviewed samples, to indicate differences in the profiles of those interviewed within

each sample group, and draw out implications for the tracking survey and our ability to draw conclusions from the data.

The general public sample was designed to be representative of the general public aged 18+ in Britain. The unweighted and weighted sample profiles for Waves 11-13 are shown in the appendices. The profiles indicate that the samples interviewed at the last three waves were very stable, which means that any changes observed over time are as a result of campaign activity or what is happening in the environment, rather than because we interviewed different types of people.

The claimant samples focussed on key benefit claimants of working age only. The sample profiles for the national claimant and targeted area claimant samples (also shown in the appendices) were broadly similar over the last three waves, indicating a high degree of consistency over time.

Given the sample definitions, it is unsurprising to note that there were a number of consistent differences between the sample groups which reflect their definition and the way in which they were interviewed (0 shows results from Wave 13, but similar patterns were observed at all previous waves). Most notably, the sample of national claimants tends to come from more mixed areas, and therefore has a more mixed profile. In contrast, respondents in the targeted area claimants sample were more likely than national claimants to be

- Social grade E (74% of targeted area claimants compared with 61% of national claimants and 16% of the general public)
- Not working (90% of targeted area claimants compared with 78% of national claimants and 41% of the general public)
- Non-white (30% of targeted area claimants compared with 19% of national claimants and 11% of the general public)

These profile differences are as expected, and reflect the profiles of the 40 Local Authorities which were selected to receive additional media activity.

## Wave 13 sample profiles

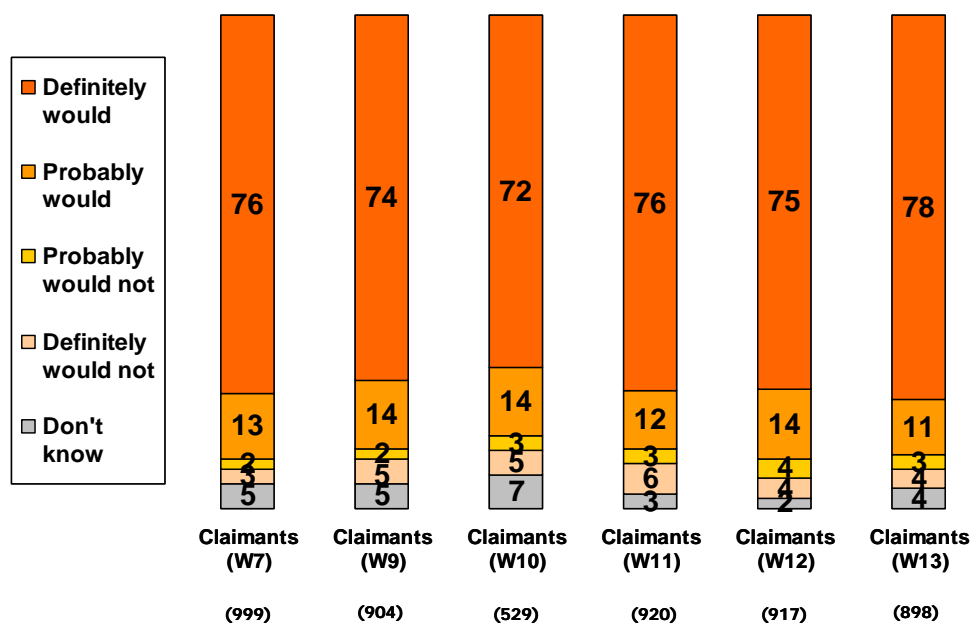
		General Public		National Claimants		Targeted Area Claimants	
		UNWTD (920)	WTD (920)	UNWTD (898)	WTD (898)	UNWTD (716)	WTD (716)
		%	%	%	%	%	%
Gender	Male	47	49	42	47	42	47
	Female	53	51	58	53	58	53
Age	18-34	28	28	42	43	40	43
	35-54	34	36	44	47	46	48
	55+	38	36	14	10	14	9
Children in household	Yes	30	32	53	53	53	53
	No	70	68	47	47	47	47
Social Grade	AB	18	19	1	1	1	1
	C1C2	48	51	14	21	11	11
	D	14	14	15	17	14	14
	E	19	16	70	61	74	74
Working status	Working	49	59	14	22	10	10
	Not working	51	41	86	78	90	90
Ethnic community	White	88	89	73	81	69	69
	Non-white	12	11	26	19	30	30
Claimant status	Any key benefit	20	17	100	100	100	100
	Income Support	8	6	47	41	49	48
	JSA	4	3	23	25	23	25
	HB/ CTB	16	14	78	78	78	77

The research has also identified claimants based on their likely intentions to immediately report changes in their circumstances to Jobcentre Plus or their local authority. Since Wave7, a question has been included to determine the likelihood of committing benefit fraud by asking how likely benefit claimants would be to report changes in circumstances straight away.

As shown by Chart 2, responses have remained fairly constant over time with:

- Around three-quarters of claimants stating they 'definitely would' report changes in circumstances (who we call '**definite reporters**')
- Around a sixth stating they 'probably would' or 'probably would not' report changes in circumstances (who may be considered '**on the cusp**' and therefore the target audience for the campaign)
- Around one in twenty stating they 'definitely would not' report changes in circumstances (who we call '**definite fraudsters**' and who may therefore be outside of the scope of the campaign)

**Chart 2 Whether claimants would report a change in circumstances straight away by national claimants**



Base: National claimants (W7, W9, W10, W11, W12 and W13 shown)

A further category was introduced for analysis purposes, which was claimants who lived in more **'fraudulent environments'**. These claimants said that all or most of the friends and family were claiming benefits and they thought that most or many claimants were claiming more money than they are entitled to. This group make up approximately 6-8% of the national claimant sample at each wave.

## 2.5 Structure of this report

This report describes the findings from Waves 11 - 13 of the tracking surveys relating to the 'And they thought they'd never be caught' Targeting Benefit Thieves campaign. The report is structured around the research and campaign KPIs as described above, and examines the following issues:

- Chapter 3 discusses levels of **awareness and recall of the campaign**. Chapter 4 looks at levels of **advertising recognition** whilst Chapter 5 considers the **perceived messages of the campaign**.
- The remaining chapters explore attitudes relating to the four campaign KPIs:

- Chapters 6 and 7 focus on the two primary campaign objectives, **the perception of risk and fear of getting caught** and levels of **awareness of the consequences of getting caught**.
  - The two secondary campaign objectives are discussed in Chapters 8 (levels of **awareness of what constitutes benefit fraud**) and Chapter 9 (levels of **public acceptance that benefit fraud is wrong**).
- Chapter 10 provides an overview of the campaign performance in relation to **Key Performance Indicators** set for the campaign. Final **conclusions and recommendations** are discussed in Chapter 11.

There are a number of key points to consider in reading this report, as follows:

- The general public sample contains benefit claimants in their natural proportion. Throughout this report we compare the general public with key benefit claimants, because this mode of analysis best suits measurement of the campaign impact. The non-claimants within the general public sample drive any divergence in response between the general public and key benefit claimant samples. Thus were we to compare key benefit claimants and non-claimants, which we do on occasion, any divergence noted would be even greater than that between general public and benefit claimant samples.
- The nature of the two samples of key benefit claimants should also be noted. The nationally representative sample of key benefit claimants includes claimants in areas which received additional media treatment. We therefore on occasion discuss differences between key benefit claimants outside of the targeted local area districts, and compare these with key benefit claimants within the targeted local area districts, as this gives the best indicator of the impact of the campaign.
- A further issue is an unavoidable facet of the subject and nature of this research. We do not know who in the sample, if anyone, is committing, or has committed, benefit fraud. We would expect that a large proportion of genuine offenders would be suspicious of market research, and would exclude themselves from our sample by refusing to participate, no matter what assurances were given regarding confidentiality and independence.

Thus the attribution of criminal activity or intent of any group has to be alluded to by looking at future intentions rather than asking specifically about criminal behaviour.

- Throughout the commentary in this report, key findings are highlighted in bold.
- In statistical charts and tables, '\*' represents a proportion greater than 0, but less than 0.5%, '-' represents 0.
- At some questions, respondents are able to give more than one answer, and because of this in some instances proportions in charts and tables may add up to more than 100%.

### **3. Awareness and recall of the campaign**

This chapter looks at overall levels of awareness of advertising and publicity about Benefit Fraud in general amongst the campaign's key target audiences. This is as opposed to detailed recognition of different aspects of the campaign, which will be discussed in the next chapter.

A discussion of awareness is of use because it tells us how top of mind the campaign is, providing an indication of the quality of the audience's interaction with the campaign, as well as telling us about other non-campaign related 'noise' and external publicity.

#### **3.1 Spontaneous awareness of advertising/publicity about Benefit Fraud**

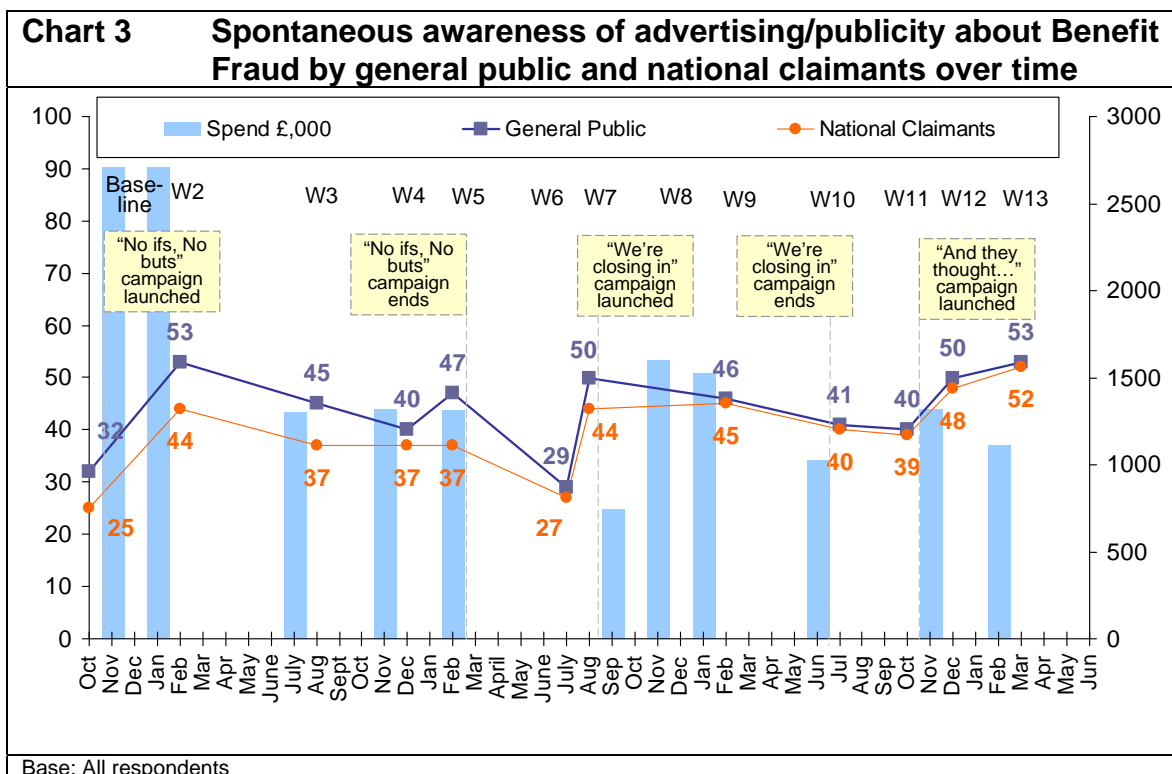
All respondents were asked whether they had heard anything recently about people claiming more money from benefits than they are entitled to.

The lines on Chart 3 show the levels of spontaneous awareness amongst the general public and national claimants since the 'No Ifs, No Buts' baseline and the blue bars represent the campaign spend at each burst.

Prior to the launch of the 'And they thought..' campaign, after a period of 4 months with no campaign activity, around two fifths of the public and national claimants were aware of any publicity on the subject. The campaign launch increased levels of awareness to around a half of both groups (48% national claimants, 50% general public), and this increased slightly after the second burst of activity to 53% of the public and 52% of national claimants – the highest levels seen since the launch of the Benefit Fraud campaign in 2006.

**It therefore appears that the launch of the 'And they thought..' campaign has been successful in raising awareness amongst these two audiences: in particular when the lower spend is borne in mind.** The launch of 'We're closing in' in 2008 led to awareness levels of 46% of the public and 45% of national claimants, despite a higher launch spend. While the relative uplift in levels of awareness of 'No Ifs, No Buts' was very high (a 29 percentage point uplift amongst the public, from 32% at the baseline to 53% at Wave2, and a 19 percentage point uplift amongst national claimants), this was linked to a very high campaign launch spend.

Table below contains costs



As expected during periods where there has been no activity, levels of spontaneous awareness have dropped, but during the more recent periods of inactivity (between bursts of the ‘We’re closing in’ campaign and at the end of the same campaign) observed decreases have been more modest. **This suggests a higher level of residual awareness caused by a consistent message being put across for more than three years.**

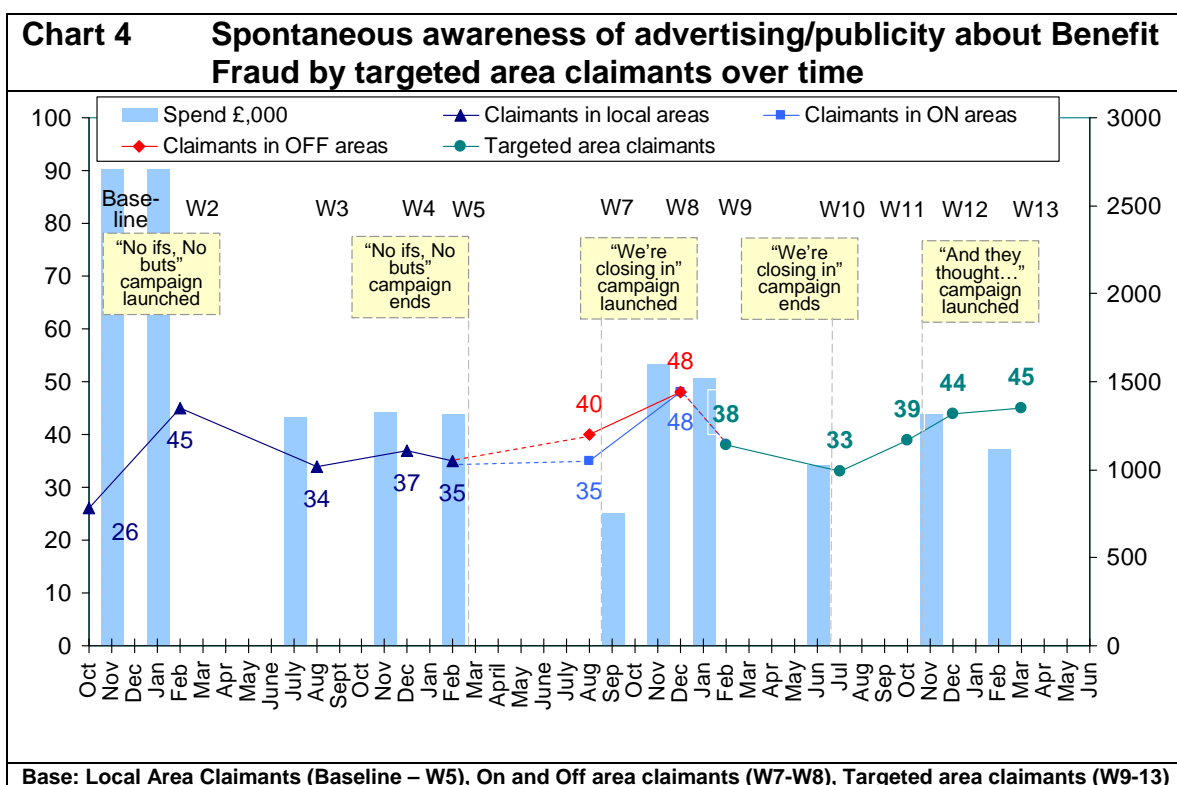
It is notable that throughout the run of the ‘No Ifs, No Buts’ campaign, members of the public were more likely than national claimants to be spontaneously aware of the campaign, but the lines converged soon after the launch of the ‘We’re closing in’ campaign (Wave9 of the research) and have remained at similar levels since then. **This implies that the most recent campaigns have worked harder to target claimants.**

We often observe higher levels of awareness of advertising or publicity amongst the higher social grades, and this has also been the case with awareness of publicity about benefit fraud. At Wave13 amongst the general public sample, 57% of respondents from AB households and 56% of those from C1C2 households recalled seeing or hearing something compared to only 47% amongst respondents from DE households. This was also consistent with findings from previous waves of research: these differences



may also go some way to explaining the differences in awareness levels between the general public and national claimants, as national claimants tend to have a more C2DE profile.

Given that targeted area claimants tend to have the most C2DE profile, it is therefore unsurprising that levels of spontaneous awareness tend to be the lowest amongst this audience: for example at Wave13 45% of targeted area claimants were spontaneously aware, compared with 52% of national claimants (Chart 4).

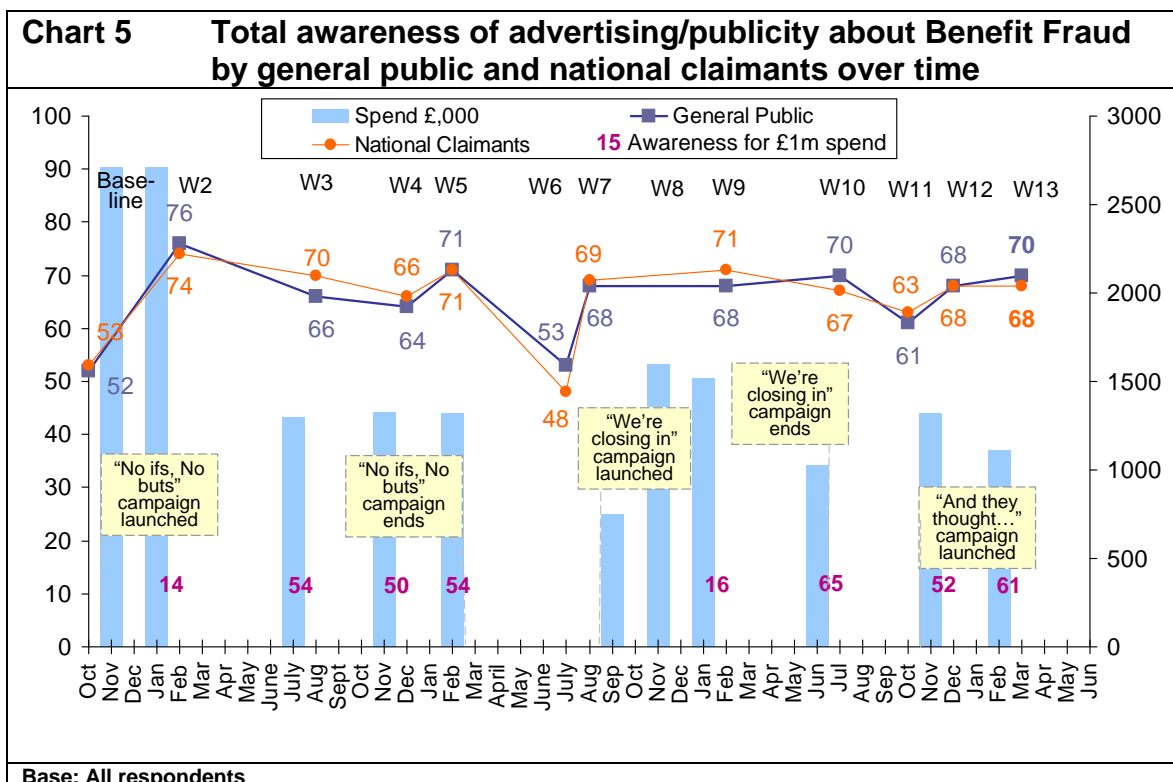


The baseline measure related to the ‘And they thought..’ campaign was also lower than for national claimants (39% of targeted area claimants were aware at Wave11), but there was a slight increase in levels of spontaneous awareness following the campaign launch, to 44%, and these levels of awareness were maintained after the second burst of the campaign (45% at Wave13).

### 3.2 Total awareness of advertising/publicity about Benefit Fraud

All respondents were subsequently shown a list of places where they may have seen or heard advertising or publicity (e.g. TV, newspaper, poster sites) and asked whether they had seen anything about people claiming more money from benefits than they are entitled to in any of these places.

Chart 5 shows the levels of total awareness: that is, the proportion who said they had seen or heard something either spontaneously or after prompting with a list of sources. The figures in purple denote the ratio of percentage awareness achieved for each £1m campaign spend. This is a simple method of comparing the efficiency of each advertising burst, but it should be borne in mind that the first burst of a new campaign will always require a much higher level of spend to generate awareness, and it cannot take into account other factors such as the historical presence of advertising and other unrelated publicity or news items.



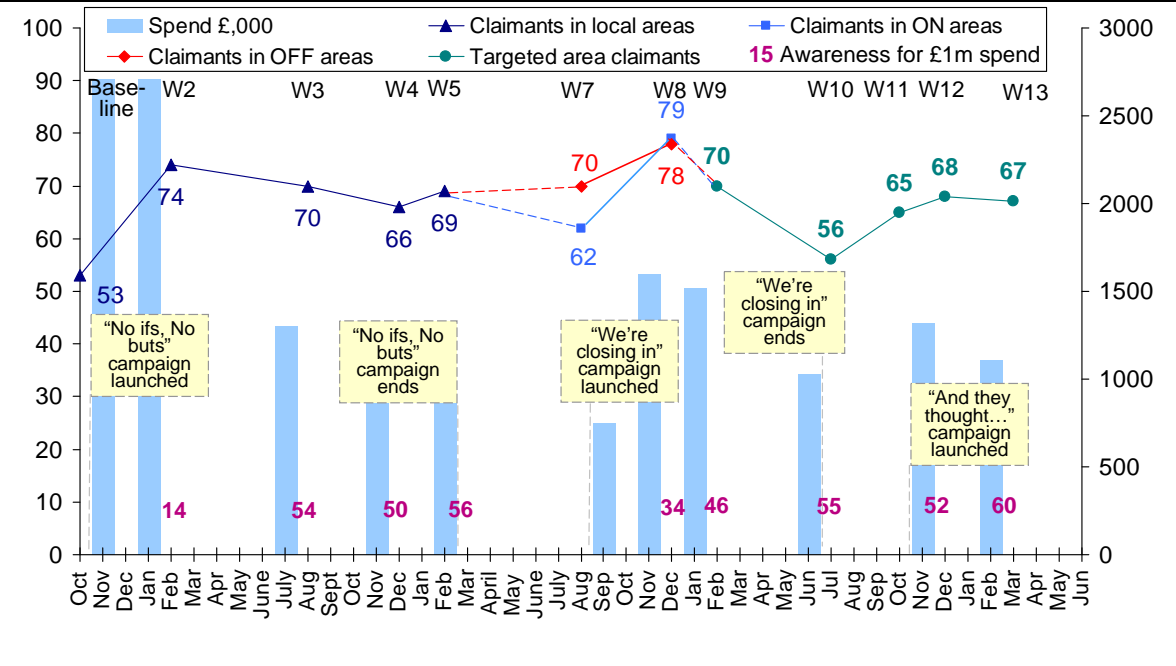
Reflecting the lower levels of spontaneous awareness before the launch of the ‘And they thought ..’ campaign, levels of total awareness were also lower (61% public, 63% national claimants), but this rose to around seven in ten (68%) of each group after the campaign’s launch, and remained at this higher level at Wave13, after the second burst of campaign activity. **These levels of total awareness are similar to the high levels observed in relation to the previous two campaigns, though not quite as high as the 76% of the public and 74% of national claimants observed after the launch of ‘No Ifs, No Buts’.**

In reading these figures, the campaign spend at each burst (as shown by the purple figures on the chart) should be noted. While the ‘No Ifs, No Buts’

campaign reached very high levels of total awareness, this was to a great extent linked to the high launch spend (£5.4 million), which means that 'efficiencies' in terms of awareness per £1m spend are fairly low (14% awareness per £1m spend amongst national claimants). The efficiency of the launch of 'We're closing in' was similar to 'No ifs, No Buts' (16% awareness per £1m spend), but the higher levels of baseline awareness before the launch of 'And they thought..' and the significant uplift in levels of awareness means that **the launch of the latest campaign may be thought of as the most efficient, achieving 52% awareness per £1m spend**. The efficiency of the latter burst was also amongst the highest level observed (61% awareness per £1m spend in the run up to Wave13).

Amongst targeted area claimants (Chart 6), total awareness was exactly the same as the general public and national claimants (68%) at Wave 12 and just one percentage point lower (67%) than national claimants (68%) at Wave 13. Both groups had similar efficiencies, despite the additional campaign activity in targeted areas, but once again these results are not necessarily surprising given that we know that people in DE social grades are less likely to recall publicity.

**Chart 6 Total awareness of advertising/publicity about Benefit Fraud by targeted area claimants over time**



Base: Local Area Claimants (Baseline – W5), On and Off area claimants (W7-W8), Targeted area claimants (W9-13)

We understand that there was a slight change in media buying strategy related to ‘And they thought...’: previous campaigns were bought against a housewives with children audience, but ‘And they thought..’ was bought against a young male audience. This change in strategy does not appear to have had any impact on levels of total awareness, as awareness did not increase disproportionately amongst young males. At Wave 12 amongst targeted area claimants, the greatest increase in awareness was found amongst those aged 55+ (from 61% at Wave 11 to 72% at Wave 12) and females (from 67% at Wave 11 to 72% at Wave 12).

Whilst there was no difference in levels of awareness between ‘definite reporters’ and those defined as ‘on the cusp’, **higher levels of both spontaneous and total awareness were observed at Waves 12 and 13 amongst those who live in fraudulent environments.** Spontaneous awareness amongst targeted area claimants living in these areas was 63% at Wave 13 (compared to 43% of those who did not) and total awareness was 81% compared to 65% respectively. These results again possibly indicate that the campaign targeting has been effective.

### **3.3 Sources of awareness of advertising/publicity**

About half of respondents in the three sample groups had seen television advertising about benefit fraud (52% of national claimants, 50% of local area claimants and 49% of general public at Wave13), and this of course corresponds to the largest part of the campaign budget (Table 5). This means that **around 70% of campaign awareness is driven by awareness of activity on the television.**

Posters were also commonly mentioned, with just under a fifth (17%) of targeted area claimants saying that they had seen any poster advertising at Wave13. **Targeted area claimants were more likely than national claimants (11%) or the general public (10%) to be aware of poster advertising, again reflecting the targeting of poster advertising in these local areas.**

Radio advertising was taken out of the media mix for the second burst of the 'And they thought..' campaign, but it is notable that there has not been a decline in the proportions saying they are aware of radio advertising on the subject. For example, 7% of targeted area claimants were aware of radio advertising at Wave12, after the launch of 'And they thought..' which included radio advertising, but this stood at 6% at Wave13. Similar results were observed amongst the general public and national claimants.

**Table 5. Sources of awareness of advertising/publicity by respondent group**

Base: All respondents		General Public Wave 13 (920)	National Claimants Wave 13 (898)	Targeted Area Claimants Wave 13 (716)
		%	%	%
TV	Any TV	59	58	55
	TV ad	49	52	50
	TV programme	17	11	8
Press	Any press	20	15	13
	Newspaper	20	14	12
	Magazine	2	2	2
Posters	Any poster	10	11	17
	Poster on bus	4	4	6
	Poster in Benefits Office/Job Centre	2	4	4
	Poster site/billboard	5	5	8
	Poster elsewhere	2	2	1
	Radio	7	4	6
Leaflet	Any leaflet	2	3	3
	Leaflet through door	*	-	-
	Leaflet in Benefits Office/Job Centre	2	3	3
	Internet	3	2	2
Told by staff in Benefits Office/Job Centre		1	1	1
Other		1	1	1
None		26	28	29
Don't know		5	4	4

Although press advertising was not included in the 'And they thought..' campaign (whereas it had been used previously) a fifth (20%) of the general public and a slightly smaller proportion of claimants mentioned newspapers or magazines. These levels of awareness do not show any declines from previous waves, although it should be noted that respondents may have been thinking about articles or news stories rather than press advertising.

Interestingly, respondents in the general public sample were more likely than those in the claimant samples to mention non-campaign sources such as a newspaper or a TV programme.

### **3.4 Proven campaign recall**

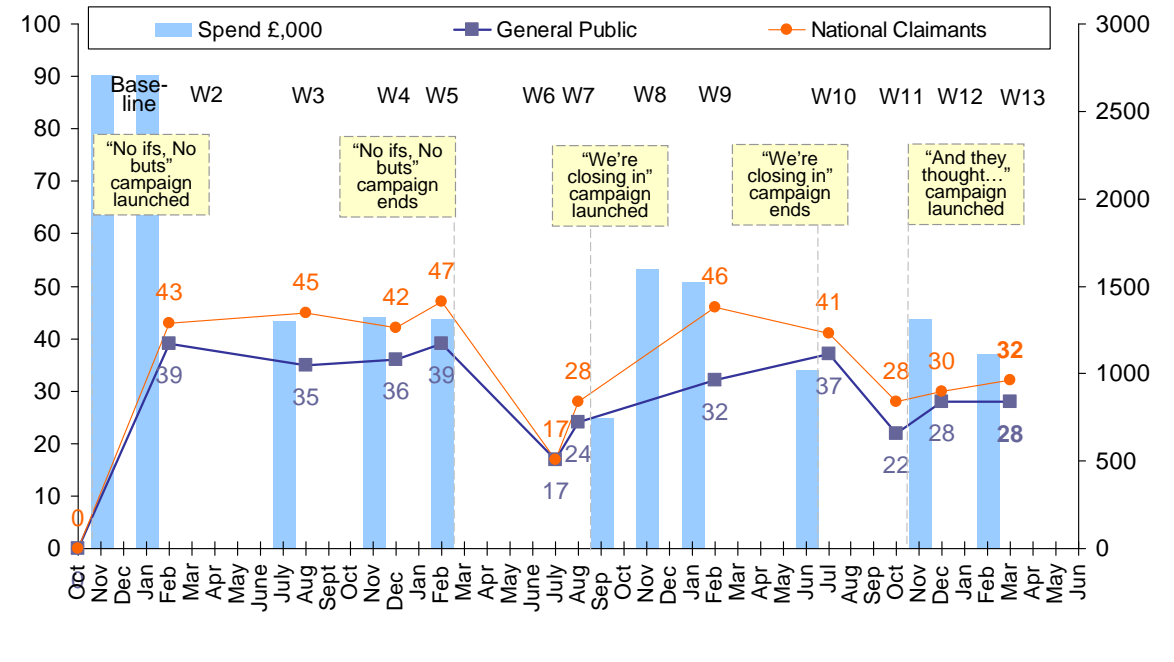
Respondents who said that they had seen any advertising or publicity about people claiming more money from benefits than they are entitled to were asked to describe this publicity in detail. Those who were able to accurately describe any aspect of the campaign advertising were classed as in the 'proven recall' category: that is, we can be reasonably sure that they have seen or heard an aspect of the latest campaign because they were able to

describe it without prompting. It must be borne in mind however, that individuals have differing abilities to put into words what they can recall and this is just one of the measures of effectiveness of the campaign. The figures shown in Chart 7 have been re-calculated based on all respondents to allow us to compare the proportions of each sample with proven recall of the campaign at each wave.

At Wave 13, levels of proven recall stood at 28% of the general public and 32% of national claimants: these were similar to the levels noted at Wave 12, and maintain the increase amongst the general public from 22% just before the 'And they thought..' campaign launch. Levels of proven recall did not increase post-launch amongst national claimants (28% at Wave11).

**It is notable that levels of proven recall of the 'And they thought..' campaign have been consistently lower than those for the previous two campaigns, both of which achieved just under 50% proven recall amongst national claimants (47% for 'No Ifs, No Buts' and 46% for 'We're closing in'). It therefore appears that the 'And they thought..' campaign is less memorable than the previous two campaigns.**

**Chart 7 Proven recall of advertising/publicity about Benefit Fraud by general public and national claimants over time**

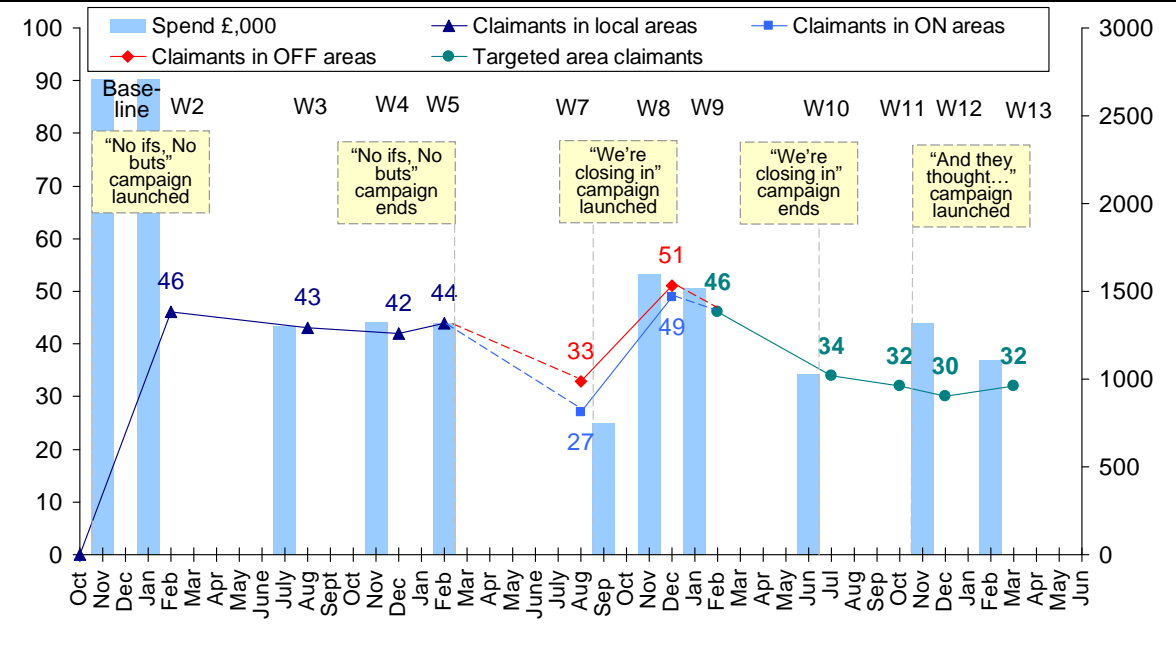


Base: All respondents

Amongst targeted area claimants (Chart 8), levels of proven recall were the same as they were nationally (both 30% at Wave 12 and both 32% at Wave 13), despite the additional activity in these areas. Once again, however, it should be noted that proven recall is harder to drive up amongst these respondents, so the additional activity serves to boost proven recall to the same levels as for the national claimants, rather than increasing it further.



**Chart 8 Proven recall of advertising/publicity about Benefit Fraud by targeted area claimants over time**



Base: Local Area Claimants (Baseline – W5), On and Off area claimants (W7-W8), Targeted area claimants (W9-13)

Despite the fact that the TV advertisement included a number of fairly striking new images as the video wall with people holding up punishments for benefit fraud and figures highlighting the number of benefit thieves caught last year) these were less well recalled than aspects of the previous campaigns.

Interestingly however, the female characters (including descriptions of their actions) from the ‘And they thought..’ and the ‘We’re closing in’ TV ads tended to be better recalled than the male characters (and their actions). For example, amongst national claimants:

- At Wave 9 (‘We’re closing in’), 14% described the female TV ad compared with 8% who accurately described the male TV ad
- At Wave 13 (‘And they thought..’), 6% described the female in the TV ad (e.g. mentions of hanging out washing) compared with 3% who recalled the male element of the TV ad (e.g. mentions of loading boxes into a van

### 3.5 Awareness of campaign slogan

All respondents who recalled advertising or publicity were asked whether they could remember any slogan from the advertising or publicity. Responses are shown based on all respondents to permit tracking over time.

Chart 9 shows the campaign slogans used in the previous three campaigns (although “Targeting benefit thieves” has been used across all three campaigns) and the levels of awareness following each campaign launch which are highlighted in the chart (Waves 2, 8/9 and 12/13).

Chart 9 Slogan awareness (unprompted)													
	General public				National claimants				Targeted area claimants				
Base: All respondents %	W2 (1889)	W9 (940)	W12 (917)	W13 (920)	W2 (1439)	W9 (904)	W12 (904)	W13 (898)	W2 (904)	W8 ON (522)	W9 (704)	W12 (706)	W13 (716)
It's not if we catch you, it's when	-	-	7	11	-	-	12	14	-	-	-	11	11
And they thought they'd never get caught	-	-	2	3	-	-	2	1	-	-	-	2	1
Targeting benefit THIEVES	4	5	5	4	3	7	5	4	4	11	7	8	6
We're Closing In	-	9	7	5	-	13	8	5	-	15	13	12	7
No ifs, No Buts	31	6	3	2	29	7	4	5	31	10	5	4	4
Base: All respondents													

The ‘And they Thought..’ campaign uses two main slogans: “It’s not if we catch you, it’s when”, which is used in the TV and radio ad voiceovers, and ‘And they thought they’d never be caught’, used on posters. At Wave12, after the campaign’s launch, around one in ten of all three sample groups were aware of the ‘It’s not if we catch you, it’s when’ slogan, and awareness remained similar following the campaign’s second burst. The TV and radio ad slogan was more widely recalled than the slogan shown on posters, as less than one in twenty of those in any of the sample groups recalled the ‘And they thought they’d never be caught’ slogan at either wave.

**The TV/radio slogan ‘It’s not if we catch you, it’s when’ was equally well recalled as the ‘We’re closing in’ slogan, thought not as well recalled as ‘No ifs, No Buts’:** the latter was recalled by around three in ten respondents in each sample group at Wave2, after the campaign launch. This strong is likely to reflect the fact that the ‘No ifs, No Buts’ slogan was central to the

campaign creative idea, consistently used across media, and supported by a very high launch spend.

### **3.6 Summary**

The launch of the 'And they thought..' campaign has been successful in further raising top of mind awareness of publicity about benefit fraud amongst all target audiences. Following declines in levels of awareness after a period of 4 months with no campaign activity, the fairly modest launch spend of £1.1 million raised awareness to similar levels to those observed after the much larger launch of the 'No ifs, No Buts' campaign in 2006. After the second burst of the 'And they thought..' campaign around half of the public and national claimants and slightly fewer claimants in targeted areas (45%) were aware of publicity.

The research indicates that the most recent round of media buying was well targeted, and the campaign has worked hard to target claimants, bringing their levels of top of mind awareness of the issue to similar levels to the general public.

Given the media schedule and the fact that the campaign is TV-led, it is unsurprising that television advertising is the main driver of awareness, but posters were also well recalled: in particular amongst claimants in local areas where the posters were shown. Although radio advertising was removed from the media mix for the second burst of the campaign, this has not impacted in levels of awareness of radio advertising. It is notable that press/newspaper activity (which could include PR or news stories) was better recalled by the general public than by claimants.

Whilst the 'And they thought..' campaign appears to have launched efficiently in terms of levels of driving up awareness, proven recall did not perform as strongly as previous campaigns. Around three in ten respondents in all sample groups gave descriptions of the advertising that were accurate enough to 'prove' to us they had seen the campaign. This compared with at least two fifths for the 'No ifs, No Buts' and 'We're closing in' campaigns.

The voiceover from the TV and radio ads "It's not if we catch you, it's when" was recalled more strongly than 'And they thought they'd never be caught' strapline from the posters, which was only recalled by 1-3% of respondents in

each sample group. “It’s not if we catch you, it’s when” achieved similar levels of recall to ‘We’re closing in’ when first launched, although neither slogan was as well recalled as ‘No Ifs, No Buts’, which was 2-3 times more likely to be recalled.

## **4. Advertising recognition**

The last chapter looked at levels of overall awareness of advertising or publicity in general about Benefit Fraud. These measures give a sense of how 'top of mind' the issue is amongst the different sample groups and to what extent they believe they have seen or heard advertising. However the best way to determine whether or not people have been exposed to the campaign is to show them the campaign materials and ask if they recognise them. Levels of recognition are described in this chapter of the report.

### **4.1 Recognition of advertising**

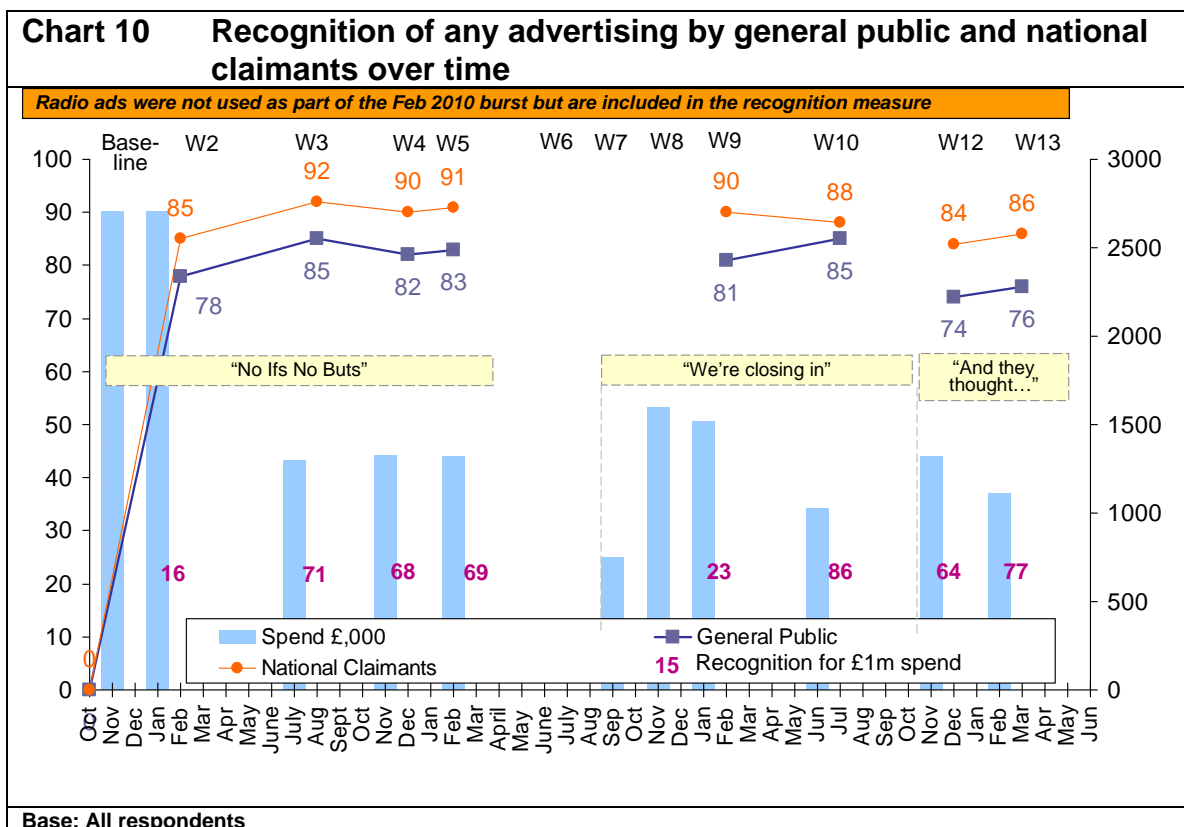
In order to gain accurate measures of exposure to the campaign, at each wave respondents were shown examples of advertising materials which relate to the campaign which had recently been played out, and asked if they had seen/heard them recently. Because the nature of the campaign had changed over time, the materials shown to respondents changed from wave to wave. At Waves 12 and 13 all respondents were shown materials from the new 'And they thought..' campaign, which included:

- 30 second 'And they thought...' TV ad
- three poster ads
- one of the two radio ads (respondents were also asked if they had heard the second ad)
- [WAVE 13 ONLY] six online ads: having watched the ads, it was felt that their look and feel was well represented by a number of still frames, and three frames were chosen to represent each ad

Radio formed part of the campaign at the launch of 'And they thought..' in October / November 2009 (evaluated at Wave 12), but it was not included in the schedule for the second burst in January / February 2010. We still asked respondents if they recognised radio ads at Wave 13 although the question was moved after the advertising response and message communication questions to enable us to understand the impact on messaging of removing the radio ads from the media mix. The measure 'recognition of any advertising' includes radio at both Waves 12 and 13, as it gives an indication of total campaign reach.

Chart 10 shows the proportion of the general public and national claimants who recognised any of the ads they were shown or played. Again, the blue bars represent the campaign spend at each wave, whilst the figures in purple show the percentage recognition per £1m spend amongst national claimants, which provides a general indication of the efficiency of the campaign.

More than four in five national claimants (84%) and almost three quarters of the general public sample (74%) recognised at least one aspect of the ‘And they thought..’ campaign after its launch at Wave 12. Recognition built slightly (but not significantly) to 86% amongst national claimants and 76% of general public at Wave 13.



Whilst recognition amongst both the general public and national claimants was notably lower when compared with the launch of the ‘We’re closing in’ campaign (90% at Wave 9 compared with 84% at Wave 12 amongst national claimants), it should be remembered that ‘We’re closing in’ launched with a much higher spend. When compared against the launch of ‘No Ifs, No Buts’ (Wave 2), levels of recognition of ‘And they thought..’ amongst national claimants were similar (85% at W2 compared with 84% at W12), although amongst the general public, recognition of ‘And

they thought..' was significantly lower (78% at W2 compared with 74% at W12).

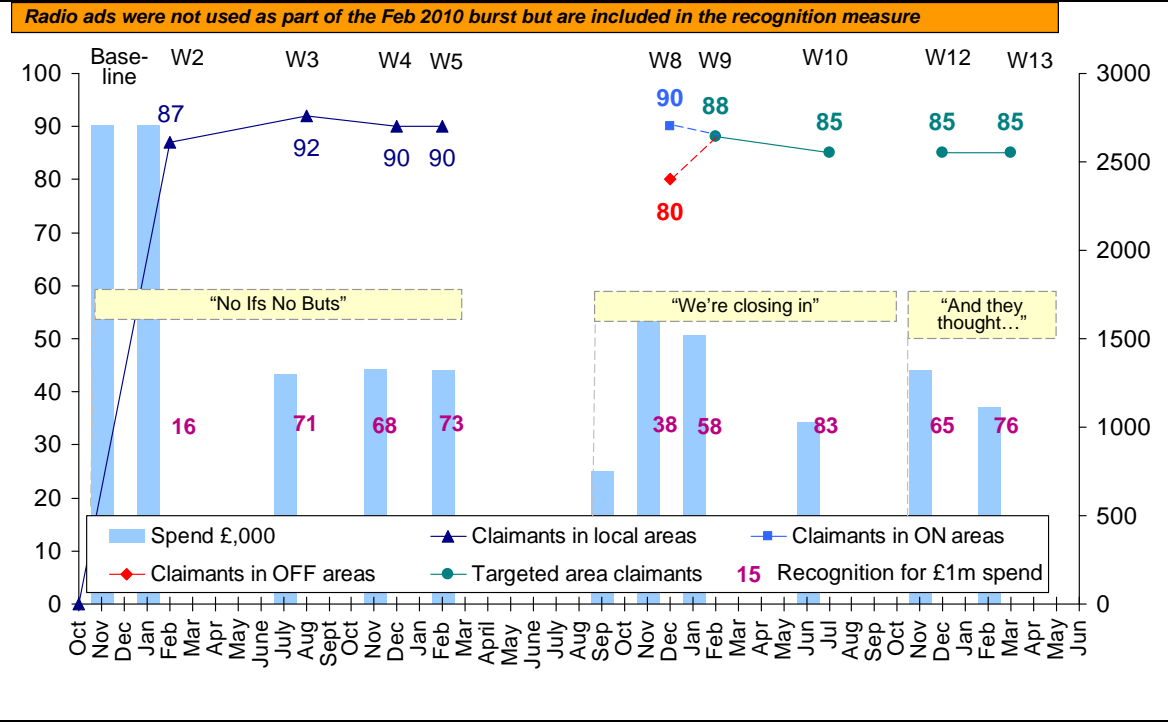
**Given that the biggest decline in recognition was amongst the general public, this may indicate that the new campaign has targeted claimants more tightly.**

Recognition of any advertising amongst targeted area claimants (Chart 11) stood at 85% at Wave 12 (and remained stable at Wave 13), which again was comparable to the launch of 'No ifs, No Buts'. **Given the level of spend, this represented an efficient campaign launch, despite the fact that this was lower than recognition of any advertising following the 'We're closing in' campaign launch (90% amongst claimants in ON areas at Wave 8<sup>3</sup>).**

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<sup>3</sup> A media test was carried out at Wave 8 where 30 of the 40 targeted Local Authorities targeted received additional media treatment (these were referred to as ON areas) whilst the remaining 10 Local Authorities did not (these were referred to as OFF areas). At Wave 9 and thereafter, the ON and OFF test areas were combined.

**Chart 11 Recognition of any advertising by targeted area claimants over time**



It is possible to make rough comparisons across different campaigns to show how well the Targeting Benefit Fraud campaigns have performed in relation to recognition. Table 6 shows the levels of recognition per £1m spend for the Targeting Benefit Thieves campaigns, compared with other TV-led public sector campaigns. The other campaigns cannot be named for reasons of confidentiality, but the table indicates that the ‘And they thought..’ campaign in particular has performed well in terms of driving recognition. The campaign at the top of the table, which achieved 93% recognition per £1m spend was amongst a tightly targeted audience in a close geographic area and about a very salient subject matter.



**Table 6. Recognition of any advertising: comparison with other public sector campaigns**

<b>Information redacted</b>				
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Returning to the ‘And they thought..’ campaign specifically, Table 7 shows recognition at Wave 13 broken down by key sub-groups, and in general patterns of recognition are consistent with those observed in previous waves.

Amongst the general public, recognition decreased significantly as age increased and levels of recognition were significantly lower amongst respondents from AB households (see Table 5). This latter finding is unsurprising given that the campaign is aimed at claimants.

**Table 7. Recognition of any advertising by respondent group (Wave 13)**

Base: All respondents (W13) % recognising at least one ad (horizontal percentages)		General Public (920)	National Claimants (898)	Targeted Area Claimants (716)
		%	%	%
Age	18-34	86	86	87
	35-54	77	86	84
	55+	67	83	84
Gender	Male	79	86	85
	Female	74	86	85
Social grade	AB	63	n/a*	
	C1C2	79		
	DE	80		
Ethnic Community	White	76	90	91
	Non-white	75	69	72
Claimant status	Any key benefits	80	n/a	
	No key benefits	75		
Claim	IS	n/a*	85	87
	JSA		87	88
	HB		86	85
	CTB		86	86
* Base sizes too small for separate analysis				

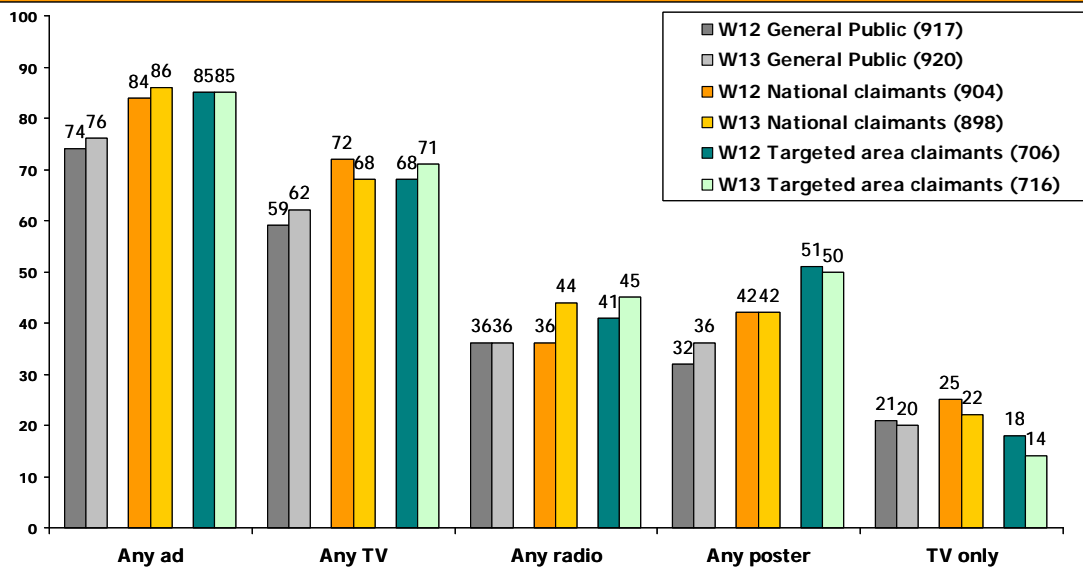
There were, however, also some key differences in patterns of recognition compared with earlier campaigns. For the 'No ifs, No Buts' campaign recognition was higher amongst women than men for all sample groups, whereas there were no differences in recognition by gender for the 'And they thought..' campaign. In addition, although recognition was still significantly lower amongst non-white ethnic communities within claimant samples in relation to the 'And they thought..' campaign, non-white respondents from the general public sample were as likely to have recognised the advertising for the most recent campaign as white respondents (76% of white respondents and 75% of ethnic minority respondents recognised at least one 'And they thought..' campaign ad).

In addition recognition was also higher amongst those living in fraudulent environments (95% of targeted area claimants compared with 85% on average at Wave 13) but there were no differences in levels of recognition between 'definite reporters' and those defined as 'on the cusp' or 'definite fraudsters'.

Chart 12 summarises levels of recognition of different forms of advertising within the 'And they thought..' campaign amongst the three groups of respondents at Waves 12 and 13.

**Chart 12 Recognition of advertising for the ‘And they thought they’d never be caught’ campaign**

*Radio ads were not used as part of the Feb 2010 burst but are included in the recognition measure*



Base: All respondents

Unsurprisingly, and reflecting the higher levels of awareness of the medium, the TV campaign was most commonly recognised, and was the most important in driving levels of overall recognition. At Wave 13, 62% of the general public recognised TV advertising, and TV advertising made up over two fifths of all recognition (76% of the public recognised any ad at all). A fifth of the public only recognised TV advertising. Levels of recognition of TV advertising were consistently higher amongst claimants compared with the public – around seven in ten claimants at each wave recognised TV advertising, compared with six in ten of the public.

As discussed at previous waves, where the media plan employed both national and local advertising, we would expect to see some differences in levels of recognition between targeted area claimants and national claimants or the general public: in particular in relation to poster or radio advertising, which were upweighted in the targeted areas.

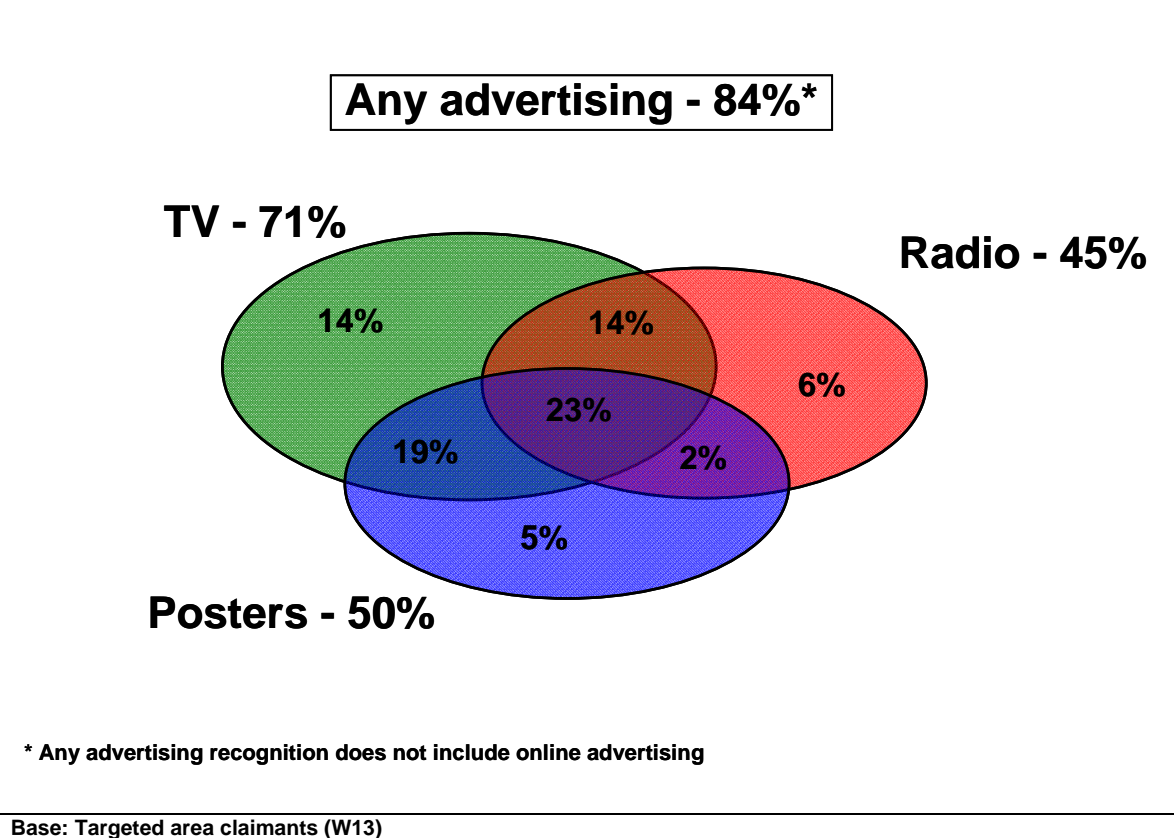
It is therefore unsurprising that recognition of the poster advertising was again significantly higher amongst targeted area claimants (50% W13), compared with national claimants (42% W13) or the public (36% W13). Consistent patterns were shown at previous waves.

Recognition of the radio advertising amongst targeted claimants was also significantly higher than both national claimants and the general public at Wave 12, and levels of recognition increased amongst national claimants at Wave 13 despite the medium having been dropped from the schedule. There were no declines in the proportions recognising radio advertising amongst the public or targeted area claimants at Wave 13, indicating that the medium is memorable.

**Due to lower spend and new executions, levels of recognition of the TV ad dropped significantly compared with previous waves, which given the importance of TV in driving recognition of any advertising, helps to explain why recognition of any advertising was not as high as at previous waves (particularly amongst the general public who are usually more likely to have seen TV advertising only).** The decline in recognition of TV advertising is explored further in the next sub-section of this report.

Chart 13 shows the interaction between recognition of the three main elements of the campaign amongst targeted area claimants at Wave 13.

**Chart 13 Campaign reach for 'And they thought they'd never be caught' by targeted area claimants**

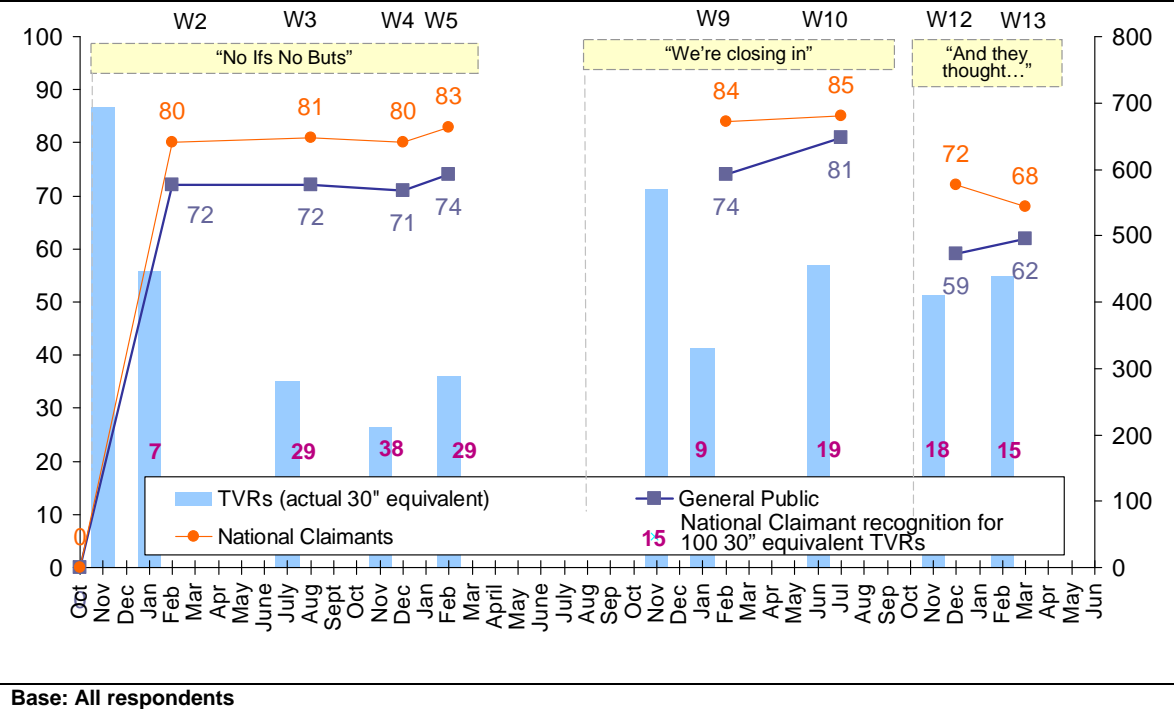


We have already seen that TV advertising was the most commonly recognised medium, but the chart shows that a large proportion of TV recognisers were also exposed to radio and posters. In fact **almost one in four (23%) targeted area claimants recognised all three elements of the campaign.** Radio and poster both extended the overall reach of the campaign by approximately the same amount with 5% seeing only posters and 6% hearing only radio. Different media present opportunities to target different demographics and seeing the campaign in multiple locations can strengthen the message.

#### **4.2 Recognition of TV advertising**

Chart 14 shows the levels of recognition of TV advertising over time. Both the 'No ifs, No Buts' and 'We're closing in' campaigns employed two TV ads, while the new 'And they thought...' campaign used one ad. Similar to previous campaigns, 'And they thought..' employed 10 second cutdown advertisements at a ratio of 1:1 alongside the full 30 second TV advertisement.

**Chart 14 Recognition of TV advertising by general public and national claimants over time**



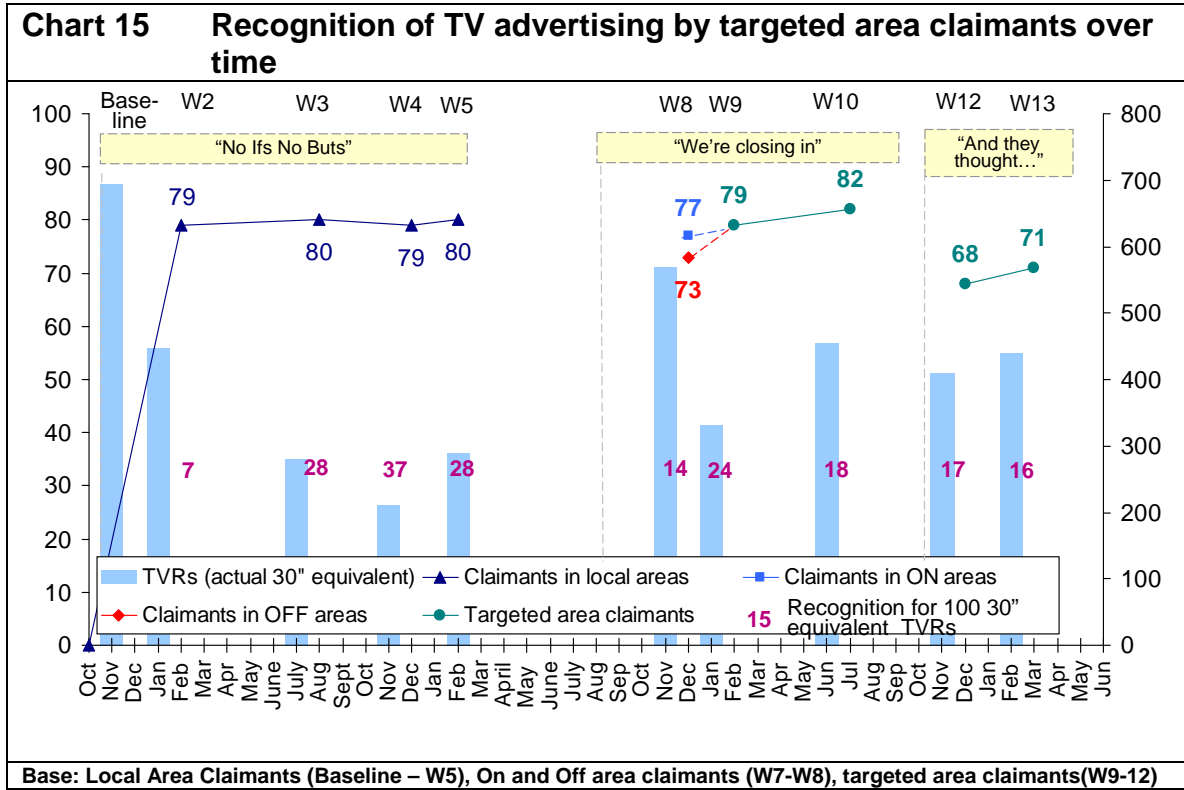
As previously mentioned, levels of TV advertising recognition were lower in relation to the ‘And they thought..’ campaign compared with ‘We’re closing in’ and ‘No Ifs, No Buts’. The difference was particularly marked amongst the general public, perhaps again reflecting the fact that the campaign is more tightly targeted against claimants.

Although levels of recognition of ‘And they thought..’ were also lower amongst national claimants compared with the previous campaigns, it is also notable that there was a further slight decline in levels of recognition amongst national claimants following the second campaign burst: 72% of national claimants recognised the TV ad after the campaign launch, 68% after the second burst.

These lower levels of recognition are also likely to be linked to lower levels of spend on the launch of ‘And they thought..’ compared with previous campaigns. The chart shows TVR delivery for each campaign: delivery at the ‘And they thought..’ launch was 410 TVR 30” equivalents, (in comparison with 779 TVR 30” equivalents for ‘We’re closing in’ before evaluation at Wave 9) which meant that although recognition was lower, efficiency was higher. The purple figures on the chart show recognition per 100 30 second equivalent TVRs amongst national claimants, and performance for the three campaign launches were as follows:

- 'No Ifs, No Buts' – 7% recognition per 100 30" equivalent TVRs
- 'We're closing in' – 9% recognition per 100 30" equivalent TVRs
- 'And they thought..' – 18% recognition per 100 30" equivalent TVRs

Chart 15 shows the levels of TV ad recognition amongst targeted area claimants.



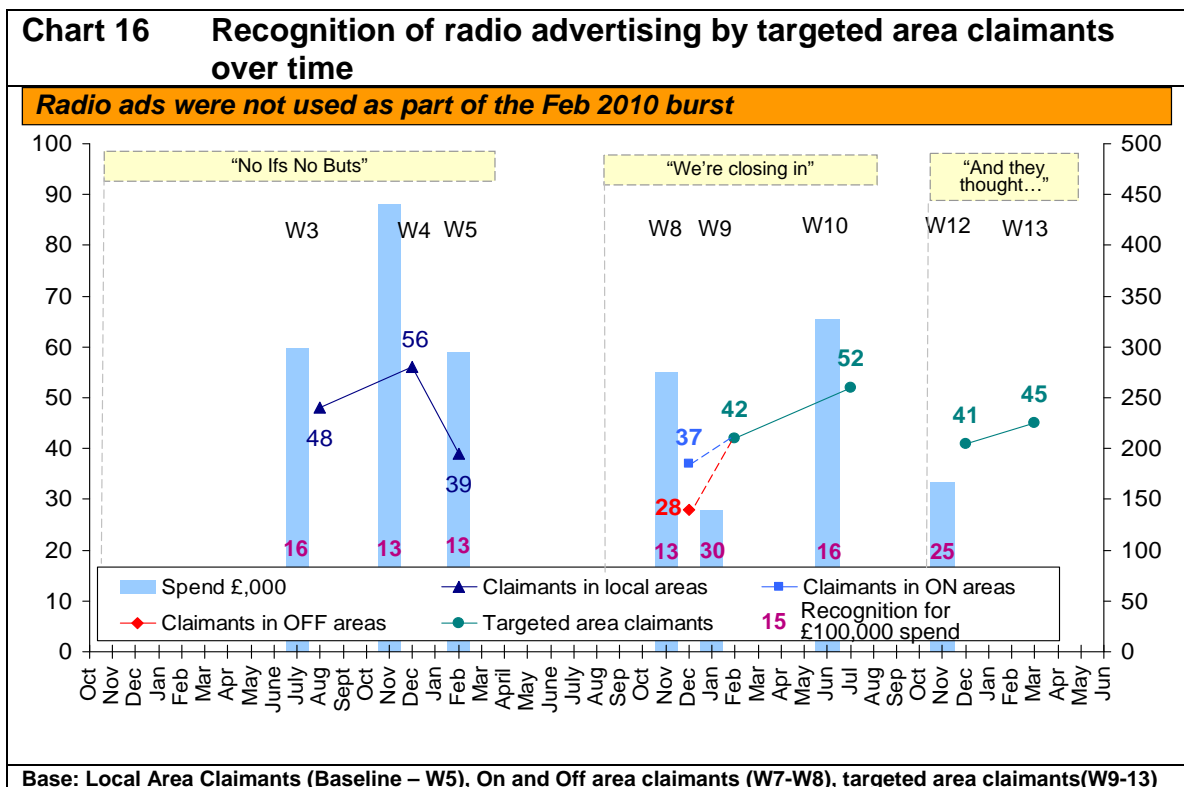
Across all waves, TV recognition amongst targeted area claimants has tended to track at around 2-4 percentage points lower than national claimants, and other patterns of recognition were similar to national claimants.

### 4.3 Recognition of radio ads

All respondents were played one of the two radio ads used in the 'And they thought ...' campaign and asked whether they had heard it before. They were also asked a follow-up question about whether they had heard another similar radio ad recently.

Chart 16 shows results amongst targeted area claimants over time, and indicates that a spend of £**Information redacted** for the launch of the 'And they thought..' campaign 12 resulted in 41% of targeted area claimants stating they had heard one or both of the ads at Wave 12. Similar levels of

recognition were observed at Wave 13 despite no further radio activity being aired, again suggesting residual recognition.



The two radio ads received equal rotation and in terms of recognition amongst targeted area claimants, there were no differences in levels of recognition between the 'Male' and 'Female' radio ads (29% and 26% respectively at Wave 12).

New radio ads were also introduced in relation to the two previous campaigns, and the launch of new ads was tracked at Waves 3, 5 and 8. When the efficiency of the radio advertising launches are compared (shown by the purple figures which denote the percentage recognition per £100,000 spent), it suggests that **the radio ads in the 'And they thought..' campaign performed well in terms of levels of recognition per spend, achieving 25% recognition for every £100,000 spent (compared with 13%-16% efficiency at previous launches).**

As seen in previous waves, recognition of the radio ads was highest amongst 18-34s (51% at Wave 13 compared to 41% for 35-54s and 39% of over 55s).



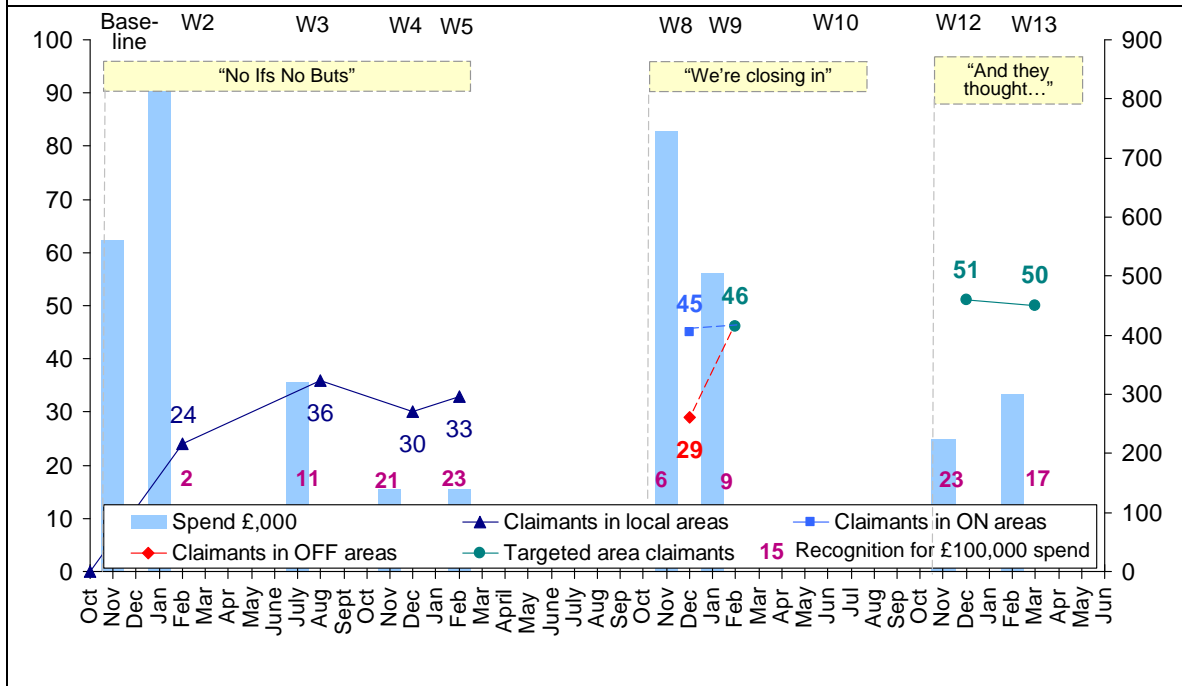
#### 4.4 Recognition of poster ads

Chart 17 shows the levels of recognition of any campaign picture advertising, which combines recognition of press and poster advertising. Data are shown in this way because 'No ifs, No Buts' and 'We're closing in' used the same or very similar visuals on both posters and press ads, so levels of combined awareness were more appropriate. Only targeted area claimants are shown in the chart, because they were the focus of the most poster activity.

**At Wave 12, 51% of targeted area claimants recognised at least one of the 'And they thought..' picture ads – a significantly higher level of recognition post-launch than observed in relation to either 'We're closing in' or 'No ifs, No Buts'. The strong performance of the 'And they thought..' campaign is particularly notable given the relatively low levels of spend: 'And they thought..' achieved 23% recognition per £100K spend after launch, compared with 6% for 'We're closing in' and 2% for 'No ifs, No Buts'.**

After the second burst of 'And they thought..' poster advertising, levels of recognition amongst targeted area claimants remained high at 50%.

**Chart 17 Recognition of picture advertising by targeted area claimants over time**



Base: Local Area Claimants (Baseline – W5), On and Off area claimants (W7-W8), targeted area claimants(W9-13)

Amongst targeted area claimants there were very few differences in levels of recognition by subgroup implying that posters were effective at reaching all types of claimants. The only group with significantly lower levels of recognition were those from non-white ethnic communities (40% recognised any poster compared to 54% of white targeted area claimants at Wave 13).

Three posters were used in equal rotation as part of the ‘And they thought..’ campaign: “She”, “He” and “They”. Across all three groups of respondents, “She” tended to be better recognised than “He” in turn was more likely to be recognised than “They”, as summarised in Table 8. Furthermore, recognition of “She” increased following the second campaign burst, with a third of targeted area claimants (32%) stating that they had seen this poster at Wave 13, up from a quarter (26%) at Wave 12. Previously, the highest level of recognition for an individual poster was the “Hotline” poster from the ‘We’re closing in’ campaign (which was recognised by 26% of targeted area claimants at Wave 9).

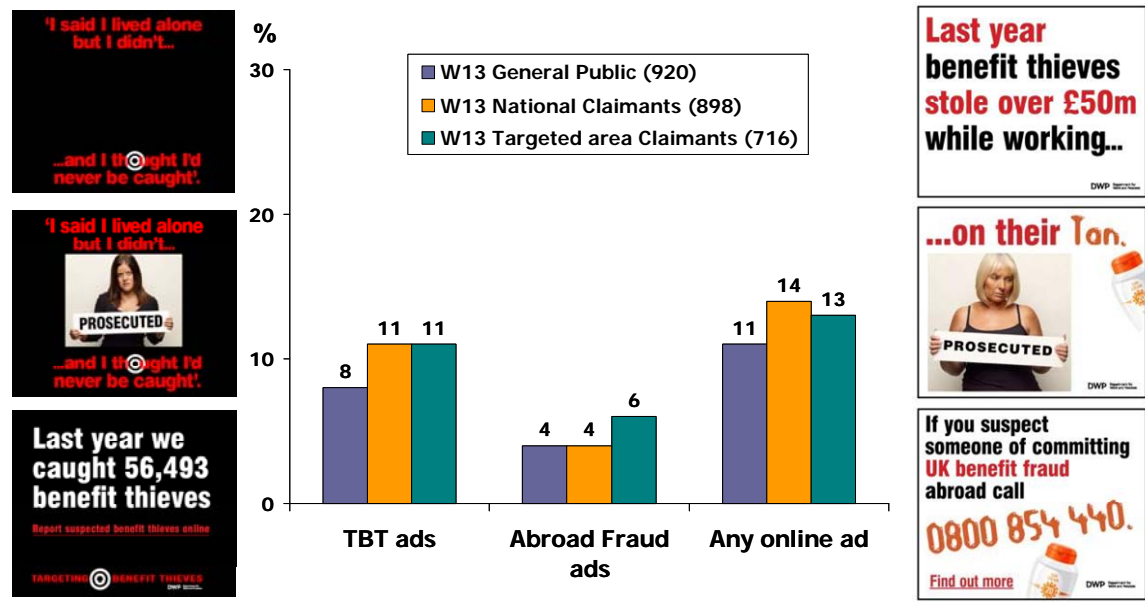
**Table 8. Recognition of ‘And they thought they’d never be caught’ poster advertising**

BASE: All respondents (W12-13)	General Public		National Claimants		Targeted Area Claimants	
	W12 (917)	W13 (920)	W12 (904)	W13 (898)	W12 (706)	W13 (716)
	%	%	%	%	%	%
	17	21	23	25	26	32
	13	12	17	16	22	23
	9	11	14	15	17	19
Seen one but not sure which	8	8	10	10	12	8
<b>TOTAL: Seen any</b>	<b>32</b>	<b>36</b>	<b>42</b>	<b>42</b>	<b>51</b>	<b>50</b>

#### 4.5 Recognition of online advertising

At Wave 13 only, all respondents were shown colour prompts depicting stills from six internet ads, three of which were used as part of the ‘And they thought..’ campaign and three which were used as part of a separate “Abroad Fraud” campaign, which focussed on people who go abroad but continue to claim benefits. Recognition levels for the three sample groups are shown in Chart 18.

**Chart 18 Recognition of online advertising**



Base: All respondents (W13)

Around one in seven respondents recognised any of the online ads: 14% of national claimants, 13% of targeted claimants and 11% of the general public sample recognised at least one of the ads. Recognition levels for the “Abroad Fraud” ads were approximately half of those for the main campaign ads. However, given that the “Abroad Fraud” ads had only launched one week prior to the commencement of Wave 13 fieldwork there had been limited time for recognition to build. Furthermore, given that the images from the ‘And they thought..’ online ads also featured in the poster ads, there may have been some halo effect from respondents who had seen the posters.

Despite the fact that the ‘And they thought..’ online ads were geographically targeted towards the 40 local areas, there were no differences in levels of recognition between targeted area claimants and national claimants. However, it was found that general public respondents who lived in targeted areas were more likely to recognise one of the online ads shown to them than general public respondents living outside of targeted areas (15% compared with 9% respectively).

Younger people in the general public sample were significantly more likely to recognise the online ads than those over 55, in line with higher levels of

internet use amongst younger people. Recognition was 14% amongst 18-34s, 12% amongst 35-54s and 7% amongst those aged 55+.

#### **4.6 Summary**

The launch of 'And they thought..' was also efficient in driving recognition of campaign materials. More than four fifths of national and targeted area claimants, and three quarters (74%) of the public recognised the campaign ads after they were launched. While these recognition levels were somewhat lower than those measured following the launches of 'No ifs, No Buts' and 'We're closing in', it should be remembered that the launch budget for 'And they thought..' was considerably lower, and recognition as a proportion of spend is considerably higher than for previous campaigns.

When compared with other public sector campaigns, the 'And they thought..' campaign launch fared very well in terms of recognition as a proportion of spend, and 'We're closing in' sat at around the mid-point.

Recognition built slightly following the second burst of the 'And they thought..' campaign amongst the public, and maintained at the same levels for claimants.

Around seven in ten claimants recognised the TV ads (72% of national claimants and 68% of targeted area claimants at Wave 12) and six in ten of the general public sample (59% at Wave 12). Recognition of TV advertising for 'And they thought..' was significantly lower than that observed for previous campaigns, again reflecting the lower spend levels. 'And they thought..' launched with 410 TVR 30" equivalents, in comparison with 779 TVR 30" equivalents achieved for 'We're closing in' (before the Wave 9 evaluation) which meant that although recognition was lower, efficiency was higher.

Two fifths (41%) of targeted area claimants stated they had heard one or both of the radio ads at Wave 12. The radio ads performed well compared to previous radio executions in terms of efficiency levels achieving 25% recognition for every £100,000 spent (compared with 13%-16% efficiency at previous launches). At Wave 13, levels of radio ad recognition were similar, despite the fact that the radio ads were not played out in the second campaign burst, indicating that the radio ads were memorable.

At Wave 12, 51% of targeted area claimants recognised at least one of the posters. Given the spend, this represented a very efficient launch, particularly when compared with previous campaign launches at Wave 2 and Wave 8. Another £**Information redacted** was spent on posters in February 2010 and recognition levels were maintained at 50% at Wave 13. This may reflect the new system of buying poster sites based on specific postcodes.

Despite being used in equal rotation, the “She” poster was better recognised than “He” or “They” across all three groups of respondents. Recognition amongst targeted area respondents at Wave 13 was 32%, 23% and 19% respectively. This is similar to previous campaigns, where executions including females tended to be better recalled and recognised.

Levels of recognition of online advertising were lower: 14% of national claimants, 13% of targeted claimants and 11% of the general public sample recognised at least one of the ads they were shown at Wave 13.

## 5. Perceived messages of the campaign

As well as understanding the reach of the campaign, and how this varied by key demographics and other characteristics, the tracking also looked in detail at reactions to the campaign, and messaging. Results and key trends related to these measures are discussed in this chapter.

In particular, the research aimed to compare the messaging of the 'And they thought...' campaign after its launch with previous campaigns. To enable this, the chapter compares responses from the launch of 'And they thought..' (Waves 12 and 13) with Wave 11 ('We're closing in') and Wave 5 ('No Ifs, No Buts'). These comparisons account for the fact that the measurements at Waves 5 and 11 were taken after the final bursts of the two previous campaigns, so messaging would have had time to build fully. Although Wave 10 followed the final 'We're closing in' burst, this wave did not include poster ads (reflecting the media used in the final burst), so did not fully represent the messaging of all ads in the campaign. Wave 11 did include all media (TV, radio and poster) so was felt to be a better basis for comparison.

Radio ads were not included in the February 2010 burst of 'And they thought..', so questions about messaging were asked about all ads excluding radio. This enables us to evaluate the effect on campaign messaging of removing radio advertising from the media mix, to provide guidance for the future.

### 5.1 Prompted campaign messages

After having been shown the campaign ads, all respondents were shown a list of messages relating to benefit fraud and asked which of them the advertisements they had just seen were trying to tell them. Table 9 shows the main messages selected by the general public national claimants.

It should be noted that **in general, the second burst of the 'And they thought..' campaign has strengthened levels of message take-out amongst both the general public and national claimants, as they gain repeat exposure to, and therefore familiarity with, the messages delivered by the advertising.**

The strongest message conveyed by all three campaigns to both the public and national claimants was ‘Abusing the benefit system is a crime’ - around seven in ten of those in both groups said that the ads conveyed this message at all waves. The message was conveyed most strongly by the ‘No Ifs, No Buts’ campaign, as around three quarters of both groups (76% general public and national claimants at Wave 5) said that the ads had told them this.

**Table 9. Main message of the advertising (prompted) by general public and national claimants**

Campaign	No Ifs, No Buts	We’re closing in	And they thought they’d never be caught	
			W12 (917)	W13 (920)
Base: General Public	<b>W5 (1928)</b>	<b>W11 (933)</b>	<b>W12 (917)</b>	<b>W13 (920)</b>
<b>TOP 7 MENTIONS</b>	%	%	%	%
Abusing the benefit system is a crime	76	58	69	68
The Government is cracking down on benefit fraud	53	56	52	53
If you commit benefit fraud you will get caught	49	46	47	51
Benefit fraud is a form of theft	55	42	44	48
Lots of people get caught for benefit fraud	32	25	29	40
The penalties for benefit fraud are not worth the risk	39	30	39	40
There are no excuses for committing benefit fraud	46	30	31	35
Base: National Claimants	<b>W5 (1070)</b>	<b>W11 (920)</b>	<b>W12 (904)</b>	<b>W13 (898)</b>
<b>TOP 7 MENTIONS</b>	%	%	%	%
Abusing the benefit system is a crime	76	65	65	70
The Government is cracking down on benefit fraud	54	59	55	57
If you commit benefit fraud you will get caught	50	46	51	55
Benefit fraud is a form of theft	53	46	48	51
Lots of people get caught for benefit fraud	37	30	38	43
The penalties for benefit fraud are not worth the risk	42	32	39	42
There are no excuses for committing benefit fraud	44	29	36	39

The results indicate that the ‘And they thought..’ campaign ads have transmitted this message more strongly than the ads from the ‘We’re closing in’ campaign, in particular amongst the public. The proportion of the public saying that the ads told them that abusing the benefit system is a crime dipped in relation to the ‘We’re closing in’ campaign (58% at Wave 11), but increased again after the launch of ‘And they thought..’ and stood at 68% after the second burst (Wave 13).



The second burst of the 'And they thought..' campaign has further built this message amongst national claimants, rising from 65% at Wave 12 to 70% at Wave 13.

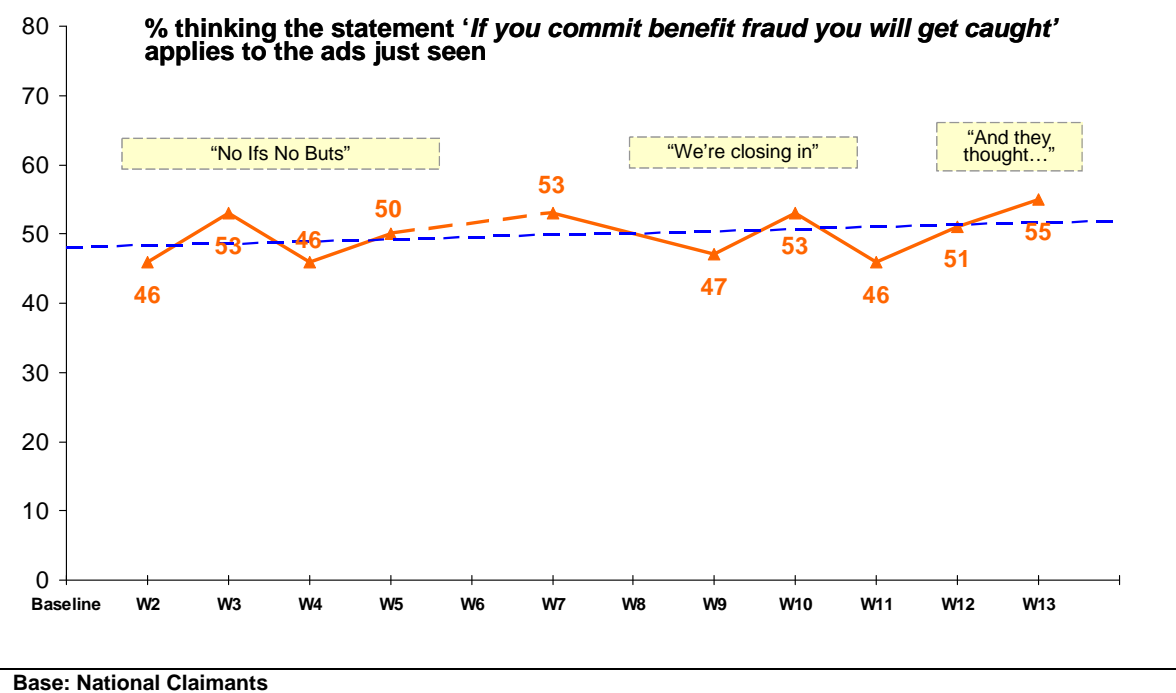
A similar message was 'Benefit fraud is a form of theft' and again 'No Ifs, No Buts' has to date been somewhat more effective than the later campaigns at delivering this message:

- 55% of the general public said the 'No Ifs, No Buts' campaign delivered this message at Wave 5, compared with 42% in relation to 'We're closing in' at Wave 11 and 44% after the launch of 'And they thought..'
- Results were also somewhat lower in relation to 'We're closing in' amongst national claimants, with 46% saying that the campaign told them that benefit fraud is a form of theft, compared with 53% saying this about 'No Ifs, No Buts'.

Although not significantly, this message has built between Waves 12 and 13 amongst both audiences, rising to 48% amongst the general public and 51% amongst national claimants.

The central messages of the 'And they thought..' campaign relate to the likelihood and consequences of being caught committing benefit fraud. Around half of respondents in both audiences agreed with the statement 'If you commit benefit fraud you will get caught' in relation to all three campaigns but agreement has built to its highest levels since the most recent burst of the 'And they thought..' campaign (55% of national claimants and 51% general public agreed at Wave 13). The trend amongst national claimants is shown in Chart 19, and indicates that although the longer term trend is relatively flat, as shown by the blue regression line on the chart, there has been a significant build in this message since the launch of the 'And they thought..' campaign: from 46% at Wave 11 to 55% at Wave 13.

**Chart 19 Message communication: Risk by national claimants**



The proportions thinking that the ads told them that ‘Lots of people get caught for benefit fraud’ have also built to highest recorded levels at Wave 13 (40% of the general public and 43% of national claimants at Wave 13): the ‘And they thought..’ campaign has also performed significantly better in conveying this message than ‘We’re closing in’.

Messaging related to the consequences of committing benefit fraud were also more strongly conveyed by ‘And they thought..’ compared with ‘We’re closing in’. Around two fifths of the general public and national said that ‘And they thought..’ campaign ads told them that the penalties for benefit fraud are not worth the risk, compared with around a third in relation to ‘We’re closing in’ , and similar to proportions saying that ‘No ifs, No Buts’ conveyed this message.

**It is key to note that the removal of the radio ads from the mix did not impact negatively on any of these measures related to messaging. This implies that, although the radio ads add somewhat to campaign reach, their removal does not appear to have a detrimental effect on the way in which the campaign communicates to the public or national claimants: at least after one burst.**

Similar patterns were evident amongst targeted area claimants where, the removal of the radio advertising from the mix does not appear to have had a negative effect on messaging. Given that the radio advertising was targeted in these local areas, it might have been expected that the impact of removing them from the media mix would have been greater amongst targeted area claimants, but this was not the case (Table 10). The apparent decline in the proportion saying that the ads told them that lots of people get caught committing benefit fraud at Wave 13 is not significant.

**Table 10. Main message of the advertising (prompted) by targeted area claimants**

Campaign	No ifs, No Buts	We're closing in	And they thought they'd never be caught	
	W5 (488)	W11 (693)	W12 (706)	W13 (716)
Base: Local Area Claimants (W5), targeted area claimants (W11-13)				
<b>TOP 7 MENTIONS</b>	%	%	%	%
Abusing the benefit system is a crime	72	66	66	67
The Government is cracking down on benefit fraud	51	58	52	52
If you commit benefit fraud you will get caught	48	46	46	50
Benefit fraud is a form of theft	50	48	47	48
Lots of people get caught for benefit fraud	38	27	40	36
The penalties for benefit fraud are not worth the risk	40	30	36	36
There are no excuses for committing benefit fraud	42	31	30	31

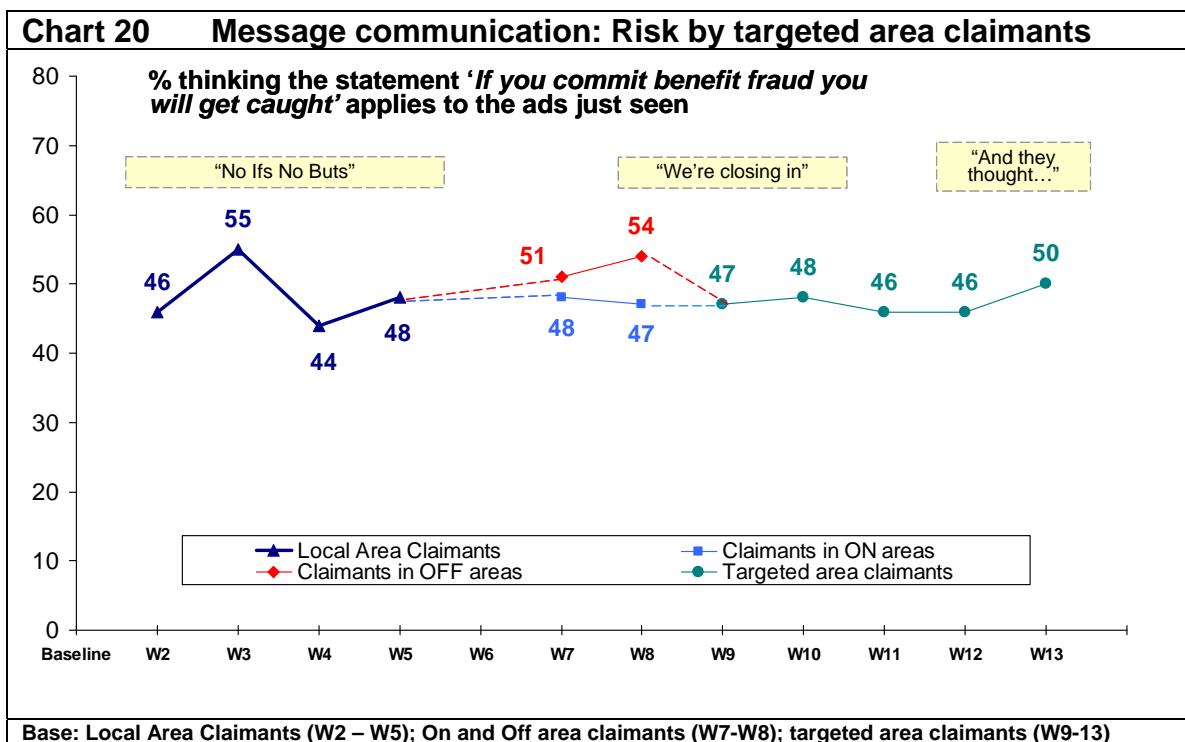
In general it appears that 'And they thought..' is working as well as 'No ifs, No Buts' in terms of communicating the risks and consequences of committing benefit fraud.

The key differences in messaging between the campaigns amongst targeted area claimants are summarised below:

- **Risk of getting caught:** the 'And they thought..' and 'No ifs, No Buts' both performed equally well in conveying messages relating to the risk of getting caught, with the highest proportions of respondents saying that the ads told them If you commit benefit fraud you will get caught and lots of people get caught committing benefit fraud. However, messages related to a government crackdown on benefit fraud were most strongly conveyed by the 'We're closing in' campaign.

- **Consequences of committing benefit fraud:** no significant differences between campaigns in the proportions saying that the ads told them the penalties for benefit fraud are not worth the risk.
- **Criminal nature of benefit fraud:** the 'No Ifs, No Buts' campaign is the most likely to convey messages relating to the criminal nature of benefit fraud

As shown in Chart 20, the proportion of targeted area claimants who thought that the risk message 'if you commit benefit fraud you will get caught' applied to the advertisements shown remained at a similar level following the launch of 'And they thought..', but the message has built slightly following the second burst of the campaign at Wave 13, rising to 50%.



At all waves this risk message was more likely to be picked up by 'definite reporters' than those 'on the cusp', although the gap has closed somewhat following the second burst of the campaign: at Wave 13 52% of 'definite reporters' compared to 44% of those 'on the cusp' said that the ads told them if you commit benefit fraud you will get caught. Considering that those 'on the cusp' are the primary target for the activity this is encouraging, and should be monitored in the future.

### 5.1.1. Impact of campaign exposure on messaging

The results described above were based on all respondents regardless of whether or not they had seen or heard the campaign in real life. Table 11 shows responses for targeted area claimants at Wave 13 analysed by whether or not they recognised any campaign advertising: all of the differences shown in the table are significant. Only targeted area claimants are shown in the table, because it might be expected that the campaign's impact would be greatest on them because they had been exposed to the most materials and messaging. However, similar results were shown amongst the general public and national claimants.

**Table 11. Main message of the advertising (prompted) by targeted area claimant advertising recognition**

Base: Targeted area claimants (W13)	Recognise any ad (610)	Recognise none (106)
<b>TOP 7 MENTIONS</b>	%	%
Abusing the benefit system is a crime	70	50
If you commit benefit fraud you will get caught	52	38
The Government is cracking down on benefit fraud	55	36
Benefit fraud is a form of theft	51	30
The penalties for benefit fraud are not worth the risk	39	17
Lots of people get caught for benefit fraud	39	19
There are no excuses for committing benefit fraud	34	14

It is clear that those who had seen or heard the campaign prior to the interview (i.e. those who recognised any of the campaign materials) were significantly more likely to take out all of the intended messages than those who had not. Those recognising the campaign were more likely to take out core messages related to the risk of getting caught (lots of people get caught for benefit fraud, and if you commit benefit fraud you will get caught) and the consequences (the penalties for benefit fraud are not worth the risk). This means that **repeat exposure to the campaign further builds campaign messaging** and campaign messaging appears to continue to build following the second burst of the 'And they thought..' campaign.

There were no significant differences in messaging taken out between 'Definite reporters' (i.e. those who claim they would report any changes in circumstances immediately) and those defined as 'On the cusp'. This is a positive result, as it indicates that the communications are strong regardless of respondents' predisposition.

## **5.2 Agreement with statements about the campaign**

Having been shown the campaign ads, all respondents were asked to say how much they agreed or disagreed with a number of statements about the ads. Results are shown based on targeted area claimants, as this audience has had most opportunities to be exposed to the campaign, so responses should be most marked amongst this group.

It should be noted throughout this section that **the removal of radio advertising from the latest campaign burst does not appear to have resulted in any deterioration in the campaign's message transmission at Wave 13.**

### **5.2.1. Core message communication**

Table 12 shows the responses given by targeted area claimants to statements which related to message transmission by the ads. A dash (-) on the table indicates that the statement was not included at previous waves, as some new statements were added at later waves to reflect the evolution of the campaign. Once again, the table shows differences in messaging related to the three campaigns.

**Table 12. Agreement with statements – message transmission by targeted area claimants**

Campaign	No ifs, No Buts	We're closing in	And they thought they'd never be caught	
	W5 (488)	W11 (693)	W12 (706)	W13 (716)
Base: Local Area Claimants (W5), targeted area claimants (W11-13)				
How much do you agree or disagree with these things that other people have said about these ads? These ads...	%	%	%	%
... told me something I didn't know before	32	39	44	44
... made me realise benefit fraud is more serious than I had previously thought	63	62	65	68
... made me realise what happens to people when they get caught	-	69	74	78
... made me more aware of the range of punishments available for those who commit benefit fraud	-	65	70	72
... made me realise the chances of getting caught are far greater than I had previously thought	-	-	68	68

Given that the 'And they thought..' campaign ads included new messages about the consequences of benefit fraud (e.g. images of people holding up cards with their punishment written on it in the TV and poster ads, punishments discussed by the radio ad characters) it is encouraging to see that there has been significant increases between the Wave 11 baseline and Wave 13 in the proportions of targeted area claimants agreeing that the ads:

- Made them realise what happens to people when they get caught: rising from 69% before the launch of the 'And they thought..' campaign to 78% after the second burst. Female targeted area claimants were more likely to agree that the ads conveyed this message at both waves 12 and 13 (81% of women agreed compared with 74% of men at Wave 13).
- Made them more aware of the range of punishments available for those who commit benefit fraud: rising from 65% before the campaign launch to 72% after the second burst
- Made them realise benefit fraud is more serious than they had previously thought: 62% before launch, rising to 68% after the second burst (Wave 13).

Seven in ten (68%) targeted area claimants at both post-launch waves said that the 'And they thought..' ads made them realise that the chances of getting caught are far higher than they had previously thought..', so **there is evidence that respondents are learning something new from the campaign.** In addition, the proportion agreeing that the ads told them something they didn't know before has increased slightly since the launch of the 'And they thought..' campaign: from 39% before its launch to 44% after.

**Results also indicate that messaging has built further between Waves 12 and 13 (i.e. following the second burst of the campaign), and this highlights the importance of repeat exposure to the campaign in terms of embedding its messages.** This is further evidenced at Wave 13, where those who recognised any advertising were significantly more likely to agree with these statements than those who recognised none of the advertising, and those who recognised ads in more than one medium were the most likely to agree.

### **5.2.2. Impacts on behaviour**

Table 13 shows the levels of agreement amongst targeted area claimants with statements which related to the likely impact of the ads on their behaviour. Levels of agreement have on the whole remained similar to previous waves, suggesting that the call to action remains fairly strong.



**Table 13. Agreement with statements – impact on behaviour by targeted area claimants**

Campaign	No ifs, No Buts	We're closing in	And they thought they'd never be caught	
	W5 (488)	W11 (693)	W12 (706)	W13 (716)
Base: Local Area Claimants (W5), targeted area claimants (W11-13)	%	%	%	%
How much do you agree or disagree with these things that other people have said about these ads? These ads...				
... made me more likely to tell Job Centre Plus or Local Authority if my circumstances change	63	70	70	73
... made me more likely to call the benefit fraud hotline if I think someone is claiming more than they are entitled to	-	38	39	33
... won't stop people from committing benefit fraud	60	60	63	60
... have put me off putting in a new claim for benefits, even if I might be entitled to them	-	-	21	18

There has, however, been a significant decline in the proportion of targeted area claimants who agreed the advertising would make them more likely to call the benefit fraud hotline if they thought someone was claiming more than they were entitled to: falling from 39% at Wave 12 to 33% at Wave 13. There were also small (but not significant) decreases in this measure amongst the general public (from 35% at Wave 12 to 33% at Wave 13) and national claimants (from 36% at Wave 12 to 32% at Wave 13). However, given that this is only one of many indicators, and there are no specific links back to campaign messaging, we do not feel that this change is of concern, though would recommend that this measure be monitored going forward.

A new statement was added after the launch of the 'And they thought..' campaign because there were some concerns that honest claimants might be put off claiming by the campaign's messaging. A fifth of targeted area claimants agreed that the ads have put them off claiming, even if they might be entitled, but levels of agreement were not particularly strong with 8% agreeing strongly and 14% agreeing slightly at Wave 12 and similar proportions at Wave 13. There was therefore not strong evidence to say that honest claimants might be put off. In addition, those who we classified as most open to committing benefit fraud were more likely to agree that the ads would put them off: 31% of those who were 'on the cusp' and 32% of 'definite fraudsters' agreed with this statement compared with only 18% of 'definite reporters' who were potentially honest claimants. Targeted area claimants

who lived in fraudulent environments (36% Wave 12) were also more likely to agree that the ads had put them off putting in a new claim for benefits than those not in such areas (20%), which would suggest that the campaign is having an influence on those most likely to become involved in benefit fraud. However care should be taken with these results as, sample base sizes for these groups (definite fraudsters and those living in fraudulent environments) are small.

An equivalent question was asked of the general public who were not claiming key benefits worded “these ads would put me off claiming benefits even if I might be entitled to them”. One in five of non-claimants said that the ads would put them off (22% at Wave 12 and 19% at Wave 13), suggesting that the ads had similar effects on honest claimants and non-claimants.

### **5.2.3. Identification with campaign/ negative perceptions**

Table 14 shows levels of agreement amongst targeted area claimants with statements relating to their identification with the advertising and also relating to negative perceptions of the campaign.

Levels of personal identification with the campaign remained consistent in relation to all three campaigns, with around a third of targeted area claimants agreeing that the ads are aimed at people like them at all waves.

Following semiotic analysis undertaken by GfK NOP and reported separately, care was taken in the new campaign to ensure that the characters shown did not appear too unsympathetic. Two fifths (42% W13) of targeted area claimants agreed that the ads showed people who look like their friends or family or people ‘round here’, but there were some key differences in response:

- White respondents were more likely to agree (46% vs 35% from a non-white background)
- Those living in a ‘benefit culture’ were also more likely to agree (59% of those for whom almost everyone/most people they knew were on benefits vs 40% who only know a few people/nobody they knew on benefits)
- Those who lived in fraudulent environments (74% vs 39% who do not)

Further, respondents who recognised the advertising were more likely than non-recognisers to say that the ads showed people who looked like their friends or family or people from their area, perhaps suggesting that repeat viewing builds familiarity with the characters (46% of recognisers agreed vs 20% of non-recognisers).

Similar patterns were observed in relation to the statement ‘these ads are aimed at people like me’ which suggests that the ads were well targeted.

**Table 14. Agreement with statements – identification with advertising / negative perceptions by targeted area claimants**

Campaign	No ifs, No Buts	We’re closing in	And they thought they’d never be caught	
	W5 (488)	W11 (693)	W12 (706)	W13 (716)
Base: Local Area Claimants (W5), targeted area claimants (W11-13)	%	%	%	%
How much do you agree or disagree with these things that other people have said about these ads? These ads...				
... are aimed at people like me	32	33	33	37
... showed people who look like my friends or family or people who live round here	-	-	41	42
... are irritating	27	22	24	24
... are everywhere and I’m bored of seeing them	19	23	24	22

Relatively low proportions agreed with negative statements about the campaign: around a quarter of targeted area claimants at each wave agreed that the ads are irritating, and similar proportions that the ads are everywhere and they are bored seeing them. It is likely that refreshing the advertising with new campaigns every couple of years will have helped ensure these measures have not increased.

**Respondents who may be closer to benefit fraud (i.e. those ‘on the cusp’ or classified as ‘definite fraudsters’) were more likely to agree with both of the negative statements about the campaign, perhaps indicating that the campaign makes them feel somewhat uncomfortable.** Results shown below are from Wave 13, but similar patterns were observed at previous waves:

- These ads are irritating: 33% of definite fraudsters and 31% on the cusp agreed, compared with 22% of definite reporters

- These ads are everywhere and I'm bored of seeing them: 34% of definite fraudsters and 32% on the cusp agreed, compared with 22% of definite reporters

### **5.3 Summary**

The research aimed to compare messaging of the 'And they thought..' campaign with that from the previous two campaigns, and also to see how messaging may have built over time.

The strongest message conveyed by all three campaigns was 'Abusing the benefit system is a crime'. Around seven in ten respondents from all three sample groups agreed the ads were trying to tell this (68% of general public, 70% of national claimants and 67% of targeted area claimants at Wave 13).

The central message of the 'And they thought..' campaign surrounds the likelihood of being caught. Around half of respondents agreed that the ads told them that if you commit benefit fraud you will get caught and although agreement has built to its highest levels since the most recent burst (55% of national claimants and 51% general public agreed at Wave 13) the longer term trend is fairly flat. This was also the case amongst targeted area claimants (50% agreed at Wave 13).

Similarly agreement that the ads told them lots of people get caught for benefit fraud has also built to highest recorded levels at Wave 13 (40% amongst general public and 43% amongst national claimants). This campaign has performed significantly better than 'We're closing in' on this measure amongst all three sample groups.

The consequences of benefit fraud were also well conveyed by the 'And they thought..' campaign ads, which performed significantly on conveying the message that 'the penalties for benefit fraud were not worth the risk' compared with 'We're closing in', but similar to 'No ifs, No Buts'.

However, whilst the proportion of targeted area claimants thinking that the ads told them that 'the penalties for benefit fraud are not worth the risk' increased from 30% at Wave 11 to 36% at Wave 12 (where it remained at Wave 13), this was still slightly below the proportion thinking this in relation to 'No ifs, No Buts' (40% at Wave 5).

Those who had seen or heard the campaign prior to the interview were significantly more likely to take out all of the intended messages than those who had not. This indicates that those who have been exposed to the campaign more than once were more likely to pick up these messages, and therefore that the campaign has potential for messages to build over time.

The new campaign focused on messages about the punishments benefit fraudsters would be likely to receive, so it is encouraging to see that there has been an increase in the proportions of targeted area claimants agreeing that the ads:

- Made them realise benefit fraud is more serious than they had previously thought (68% at Wave 13 from 62% at Wave 11)
- Made them realise what happens to people when they get caught (78% at Wave 13 from 69% at Wave 11)
- Made them more aware of the range of punishments available for those who commit benefit fraud (72% at Wave 13 from 65% at Wave 11)

A new statement 'these ads have put me off putting in a new claim for benefits, even if I might be entitled to them' was added at Wave 12 in response to concerns that new claimants might be deterred from claiming. Overall, a fairly low proportion, 21% of targeted area claimants, agreed with this statement at Wave 12 (with 8% agreeing strongly and 14% agreeing slightly). The message has not built further following the second burst of the campaign.

At Wave 12 only, a third of targeted area claimants considered to be 'on the cusp' (31%) and 36% of those living in fraudulent environments agreed that the ads have put them off making a claim (compared with 18% of 'definite reporters' and 20% not living in fraudulent environments), suggesting that the ads were influencing those who might be considered most likely to become involved in benefit fraud.

Levels of identification with the advertising were similar to previous campaigns with a third of targeted area claimants agreeing that the ads were 'aimed at people like me' (33% at Wave 12 and 37% at Wave 13). Two in five targeted area claimants (41% at Wave 12 and 42% at Wave 13), agreed with the new

statement that the ads 'showed people who look like my friends or family or people who live round here'.

Negative perceptions were similar to those seen for previous campaigns. Around one in four targeted area claimants claimed that the ads were irritating (24% at Wave 13) and a similar proportion agreed they 'are everywhere and I'm bored of seeing them' (22%), but again it was those who might be closer to committing benefit fraud who were most likely to agree.

Removing the radio ads from the second burst in February 2010 has not adversely impacted on the campaign message transmission on any of the measures employed.

## 6. Increasing the perception of risk and fear of getting caught committing benefit fraud

The remainder of this report summarises the campaign's performance against its key performance indicators (KPIs). This chapter looks in detail at the objective to make people more likely to think that they will get caught if they commit benefit fraud.

### 6.1 Direct campaign communication

Section 5.1 of this report looks in detail at message communication related to the risk of getting caught committing benefit fraud. It shows that the 'And they thought..' campaign has been fairly successful in communicating this message, and that the message has built further following the second burst of the campaign: 55% of national claimants and 50% of targeted area claimants at Wave 13 agreed that the ads told them that if they commit benefit fraud they will get caught, and these are amongst the highest levels observed.

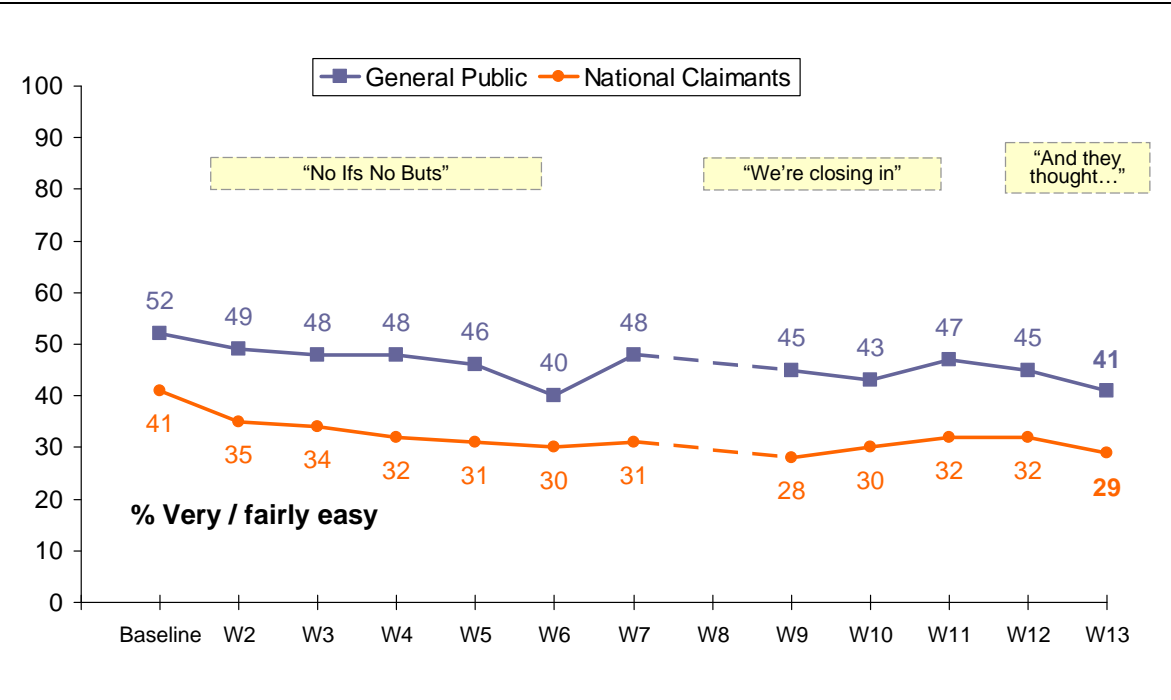
In addition, the message appears to build on repeat exposure to the campaign, as respondents who had seen the ads before they were interviewed were more likely than those who were viewing the ads for the first time in the interview to think that they conveyed this message. Results also suggest that there is potential for perceptions of risk to build further if the campaign is aired again.

### 6.2 Perceived ease or difficulty of getting away with benefit fraud

Early in the interview, before viewing any campaign materials, all respondents were asked "How easy or difficult do you think it is for people to get away with claiming more money from benefits than they are entitled to?" Given that a key aim of the campaign is **to increase fear and awareness of the likelihood of being caught** if you commit benefit fraud, we would hope that fewer people thought it was easy to get away with benefit fraud over time.

Chart 21 shows the proportion of the general public and national claimants at each wave who considered it 'very easy' or 'fairly easy' to get away with benefit fraud, and shows that there has been a gradual decline over time in the proportions thinking that it is easy to get away with.

**Chart 21 Ease of getting away with benefit fraud by general public and national claimants**



Base: All respondents (W1-W7 and W9-13)

The general public have been consistently more likely than claimants to think that it is easy to get away with benefit fraud, although there have been declines in the proportions of both groups thinking that it is easy.

A number of trends are notable:

- During periods off-air (around Wave 7 and Wave 11) it is notable that there were increases in the proportions of the public thinking that benefit fraud is easy to get away with. This implies that it is important to keep communicating about the subject.** In the run up to Wave 7, a short series of reality TV programmes about benefit fraud investigation called ‘On the Fiddle’ ran, but this served to increase perceptions that benefit fraud is easy to get away with amongst claimants and non-claimants who had seen it.
- There has been a significant decline in the perception that benefit fraud is easy to get away with since the launch of the ‘And they thought...’ campaign amongst members of the public (falling from 47% at Wave 11 to 41% at Wave 13), and a slight decline amongst claimants (32% Wave 11, 29% Wave 13).

As seen at previous waves, people over the age of 55 were significantly more likely than their younger counterparts to think that getting away with benefit



fraud is easy (45% of national claimants aged 55+ at Wave 13 thought it was very or quite easy compared with 25% of 18-34s and 28% of 35-54s) (Table 15). It is notable that the gap has widened over time, as the proportion of over 55s thinking it is easy to get away with has increased from 37% at Wave 5 to 45% at Wave 13, while the proportion of younger respondents thinking this has remained stable or declined slightly.

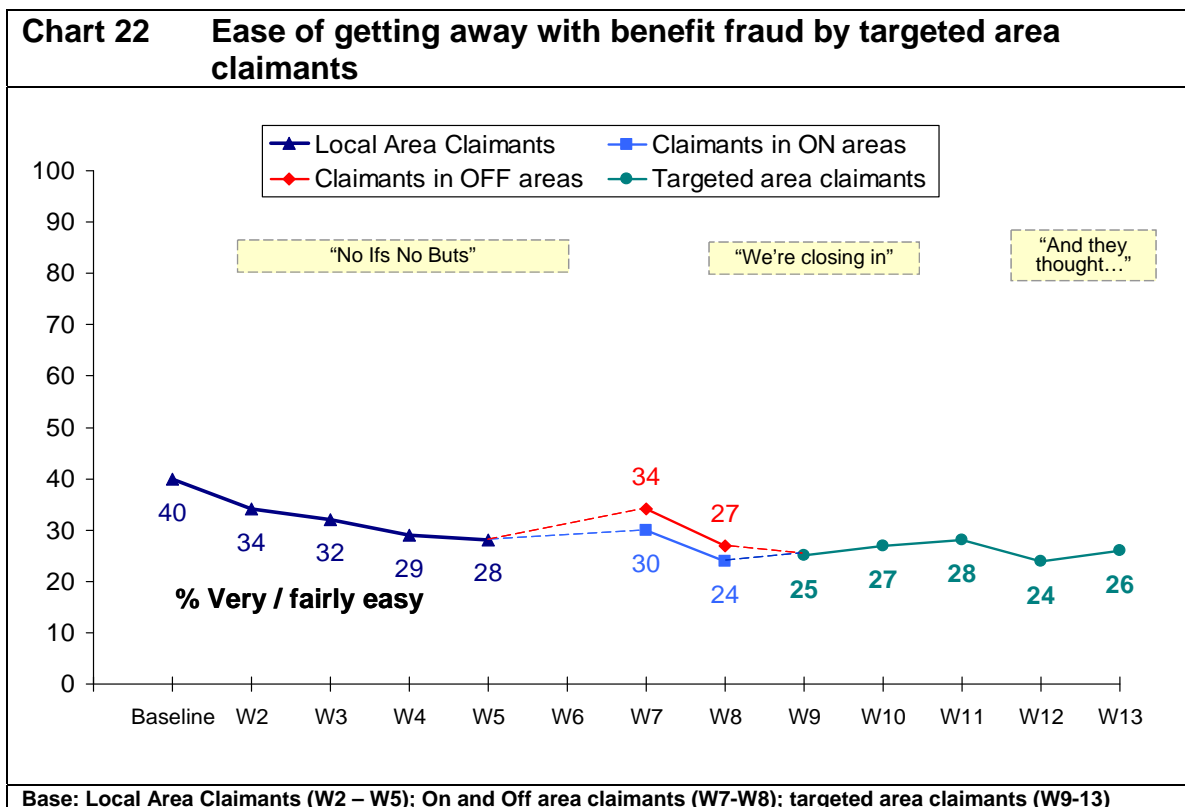
**Table 15. Ease of getting away with benefit fraud (national claimants)**

		'No ifs, No Buts'	'We're closing in'	'And they thought they'd never be caught'
Base: National claimants (% saying 'very easy' or 'fairly easy')		<b>W5 (1070) %</b>	<b>W11 (920) %</b>	<b>W13 (898) %</b>
Age	18-34	29	30	25
	35-54	31	30	28
	55+	37	45	45
Proportion of family/friends on benefit	Everyone / most	41	41	31
	Some	29	38	27
	A few / nobody	27	22	30
Fraudulent environment	Yes	66	75	55
	No	29	29	27
Ethnicity	White	34	35	32
	Non-white	17	14	15

We know that people's attitudes to benefit fraud are influenced by their immediate surroundings and that those who know people who are claiming more than they are entitled to, believe benefit fraud is easier to get away with. However there have been some encouraging signs of movement in some key groups.

- There has been a significant decline at Wave 13 in the proportion saying it is very or fairly easy to get away with benefit fraud amongst national claimants who say that almost everyone/most people they know are on benefits. This has declined from 41% at Waves 5 and 11 (in relation to the previous two campaigns), to 31% after the second burst of the 'And they thought..' campaign. Other proportions have remained fairly stable.
- Those who live in a 'fraudulent environment' were still far more likely than others to state that benefit fraud is easy to get away with, although perceptions of ease have dropped amongst this group at Wave 13 (from 75% at both Waves 11 and 12 to 55% at Wave 13).

Chart 22 shows the proportion of targeted area claimants thinking it easy to get away with claiming more money from benefits than they are entitled to. This constitutes one of the campaign KPI measures, with a target for those saying ‘very easy’ or ‘fairly easy’ having been set between 25%-30%.



Apart from a brief rise at Wave 7 (once again emphasising the effect of the campaign being off-air) this target has been met and remained stable since Wave 4. The proportion of targeted area claimants thinking it is easy to claim more than they are entitled to has consistently tracked just below that of national claimants.

Whilst there were no differences in response by awareness or recognition of the campaign at Wave 12 or 13, those in ‘fraudulent environments’ were more likely to think it easy to get away with benefit fraud, similar to previous waves (51% in fraudulent environments, 24% not). As has been discussed at previous waves, **this highlights the fact that claimants perceive the risk of getting caught based on their experiences from their local areas, and perhaps once again suggests that local PR activity about fraudsters being caught locally would be effective in pushing home the risk message to those most ‘resistant’ to it.**

**Table 16. Ease of getting away with benefit fraud (targeted area claimants)**

Base: Targeted area claimants (% saying 'very easy' or 'fairly easy')		<b>W5 (488) %</b>	<b>W11 (693) %</b>	<b>W13 (716) %</b>
Age	18-34	25	22	21
	35-54	31	30	29
	55+	28	43	36
Children in household	Yes	27	24	22
	No	28	32	31
Proportion of family/friends on benefit	Everyone / most	38	31	31
	Some	27	28	26
	A few / nobody	23	28	24
Fraudulent environment	Yes	61	52	51
	No	26	26	24
Ethnicity	White	32	33	32
	Non-white	16	15	14

### 6.3 Attitudes towards benefit fraud: getting caught

Before being asked to recall what they could remember about the campaign or being shown examples of the campaign advertising, respondents were asked whether they agreed or disagreed with a series of statements about benefit fraud. Two of these statements were directly related to the risk of getting caught committing benefit fraud:

- The chances of getting caught abusing the benefits system are slim
- Benefit fraud is more difficult to get away with than it used to be

Chart 23 shows the proportion of national claimants agreeing with the statement “the chances of getting caught abusing the benefits system are slim”. It would be hoped that levels of agreement with this statement decline over time and indeed, amongst national claimants, the long-term trend since the initial baseline has been downward (from 39% to its lowest ever level of 26% at Wave 13), although it has remained relatively constant between Waves 5 and 12.

At Wave 13 the proportion agreeing with this statement was similar across all subgroups with no significant differences.

**Chart 23 Perceptions of risk: “The chances of getting caught abusing the benefits system are slim” by national claimants**

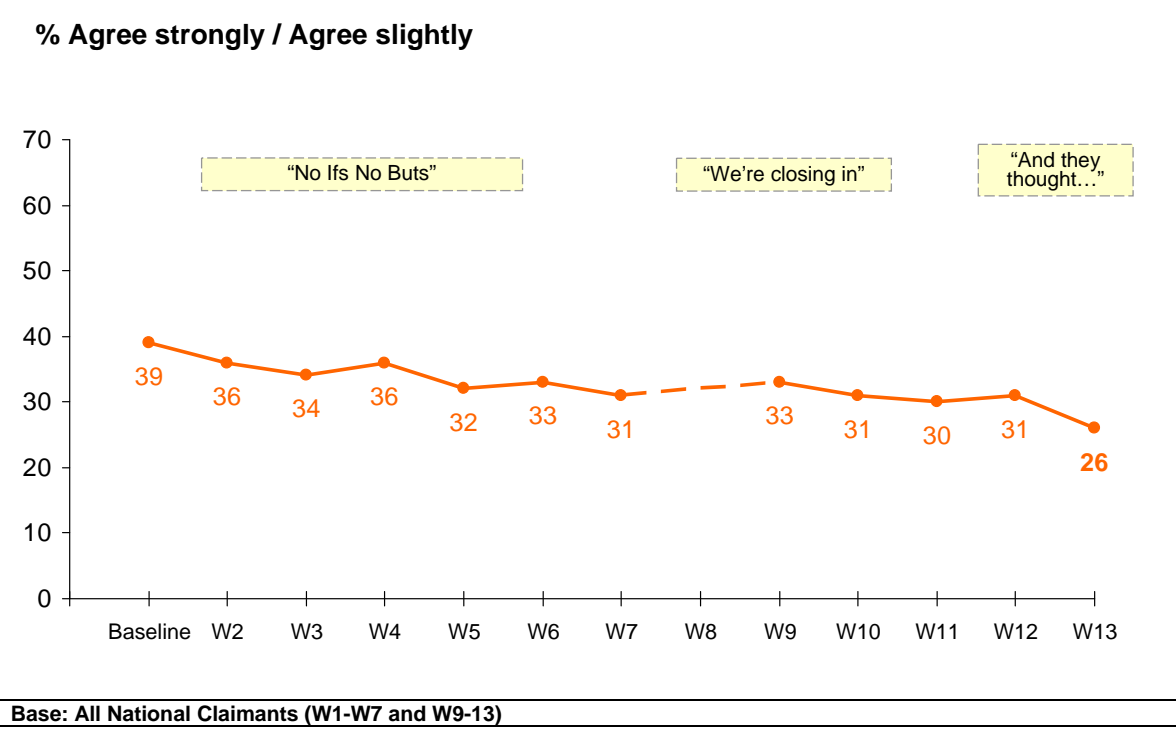
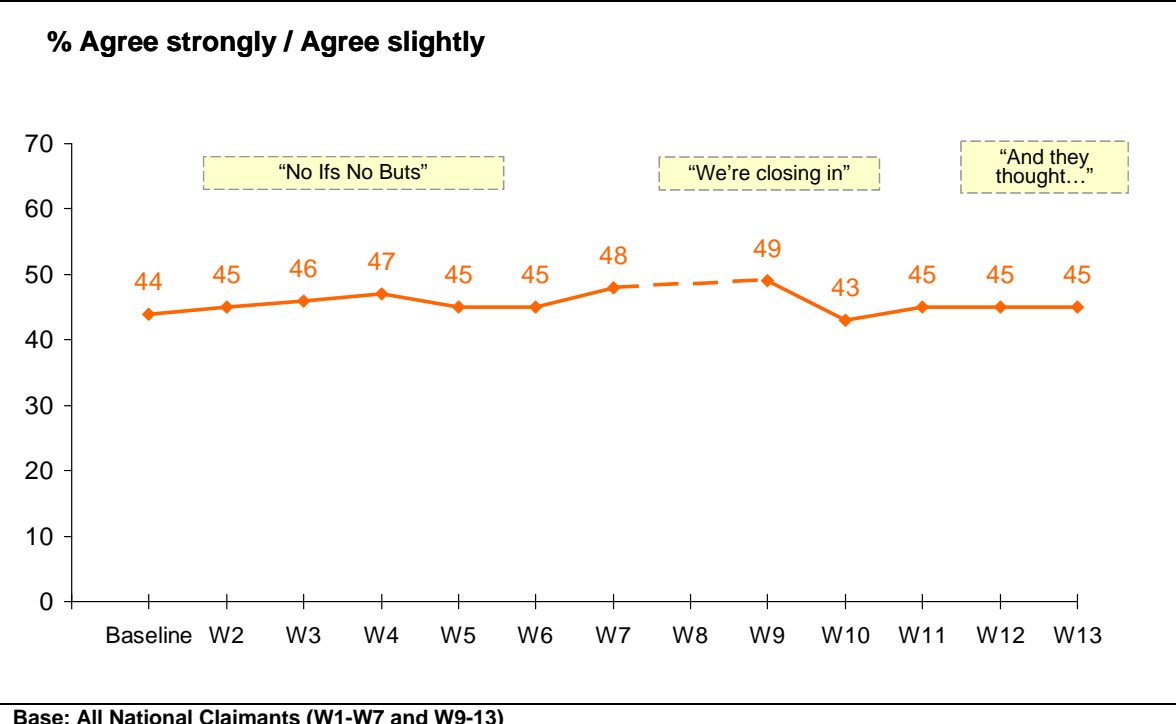


Chart 24 shows the proportion of national claimants agreeing with the statement “benefit fraud is more difficult to get away with than it used to be”. It would be hoped that levels of agreement with this statement would increase over time.

**Chart 24 Perceptions of risk: “Benefit fraud is more difficult to get away with than it used to be” by national claimants**



As shown by the chart, levels of agreement with this statement have remained relatively flat amongst national claimants over time (44% at the ‘No Ifs, No Buts’ baseline compared with 45% at Wave 13), with no consistent patterns between those who recognise the advertising and those who do not.

#### 6.4 Summary

Perceptions of how easy it is to get away with claiming more money from benefits than you are entitled to have declined over time. Since the initial baseline ahead of ‘No Ifs, No Buts’, the proportion of the general public saying it is ‘very easy’ or ‘fairly easy’ has fallen from 52% to 41% (at Wave 13) and amongst national claimants from 41% to 29% (at Wave 13). The recent decrease amongst the general public from 47% at Wave 11 to 41% is significant, suggesting the ‘And they thought..’ campaign has been effective at delivering this message.

There have been some encouraging movements within subgroups on this measure:

- There has been a significant decrease at Wave 13 in the proportion amongst national claimants who say that almost everyone or most people

they know are on benefits from 41% at Wave 11 and 42% at Wave 12 to 31% at Wave 13.

- Those who live in a 'fraudulent environment' were still far more likely than others to state that benefit fraud is easy to get away with, however perceptions of ease have dropped amongst this group at Wave 13 (from 75% at both Wave 11 and 12 to 55% at Wave 13).

The proportion of targeted area claimants thinking it is easy to claim more than they are entitled to has consistently tracked just below that of national claimants. Apart from a brief rise at Wave 7 levels have remained stable since Wave 4.

Similar patterns within subgroups have been observed for this measure for both national claimants and targeted area claimants. The following groups were more likely to think it's easier to get away with claiming more than you are entitled to:

- Those over 55 compared with younger claimants
- Those who live in fraudulent environments compared with those who do not
- White respondents compared with those from ethnic backgrounds

Agreement with the statement 'the chances of getting caught abusing the benefits system are slim' amongst national claimants has declined over the long term from 39% at the initial baseline to its lowest ever level of 26% at Wave 13, although it has remained relatively constant since Wave 5.

There has been no significant movement in levels of agreement that 'benefit fraud is more difficult to get away with than it used to be' amongst national claimants over time (44% at the 'No ifs, No Buts' baseline compared with 45% at Wave 13).

## **7. Increasing awareness of the consequences of getting caught**

The second primary campaign objective was to increase awareness of the consequences of getting caught, and performance against this objective is discussed here. This discussion is particularly relevant to the 'And they thought..' campaign, because of the core campaign focus on highlighting the consequences of getting caught, for example through people holding up cards showing the punishments they received.

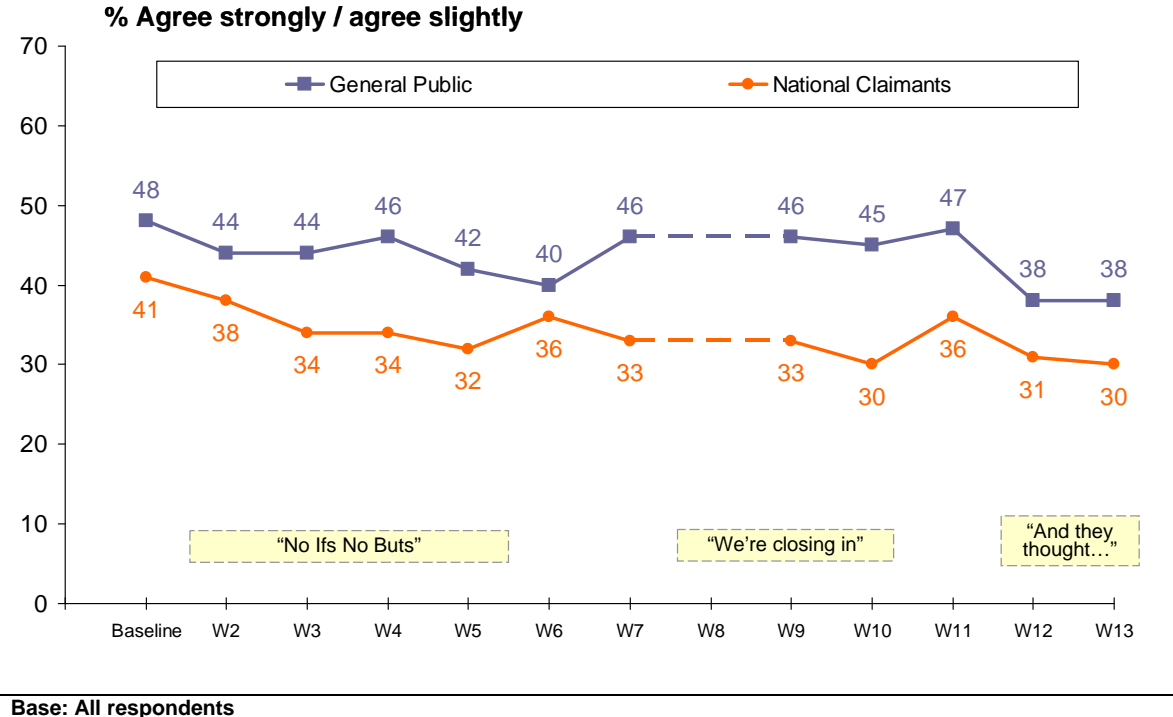
The research aimed to assess perceptions of the consequences of getting caught, as well as awareness of punishments, and the likelihood of those punishments being applied to those found to have committed benefit fraud.

### **7.1 Attitudes towards benefit fraud: consequences**

In order to measure perceptions of the consequences of benefit fraud, all respondents were asked how much they agreed or disagreed with the statement "if people do get caught the penalties are not that bad". It would be hoped that levels of agreement would decline over time, as the penalties are perceived to be stronger.

It is therefore positive to note that levels of agreement with this statement have declined over time amongst national claimants (from 41% at the 'No ifs, No Buts' baseline to 30% at Wave 13) and the general public (from 48% to 38% over the same period) (Chart 25). Taken together, then, it appears that the Targeting Benefit Thieves campaigns have been successful in conveying this core message.

**Chart 25 Attitudes to benefit fraud “If people do get caught the penalties are not that bad” by general public and national claimants**



Since the launch of the ‘And they thought..’ campaign, levels of agreement have declined further – falling from 47% amongst the public at Wave 11, before the campaign launch, to 38% immediately after launch (Wave 12) and remaining at this lower level after the second burst of the campaign. This means that levels of agreement amongst the public are at the lowest observed in the tracking.

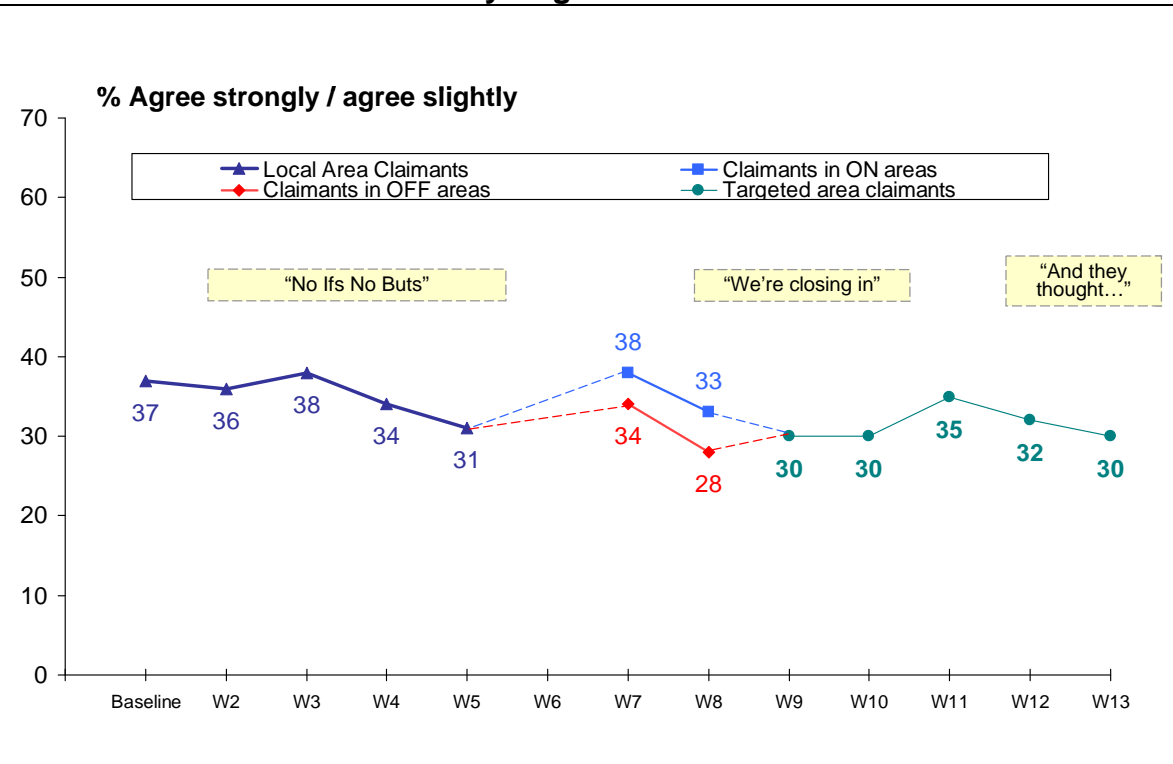
A similar pattern was observed amongst national claimants – with levels of agreement falling from 36% before the campaign’s launch to 30% after the second burst.

However, it is notable that there were no differences in levels of agreement amongst either group based on campaign exposure, as those aware of or recognising campaign materials were no less likely to agree that the penalties are not that bad than those who have not been exposed to the campaign.

Amongst targeted area claimants, the overall long-term trend in the proportion agreeing that “if people do get caught the penalties are not that bad” has also been downwards (Chart 26). There has been a marked fall in levels of agreement following the launch of ‘And they thought..’ – from 35% at Wave 11 to 30% at Wave 12.



**Chart 26 Attitudes to benefit fraud “If people do get caught the penalties are not that bad” by targeted area claimants**



Base: Local Area Claimants (W2 – W5); On and Off area claimants (W7-W8); targeted area claimants (W9-12)

As one of the KPI measures (with a target of between 27% and 32%), this measure is on target following Wave 12 (32% of targeted area claimants agreed with this statement, falling slightly to 30% at Wave 13).

**It is also notable that at Wave 7 and Wave 11, which were both carried out whilst the campaign was off air, the proportion agreeing that the penalties are not that bad increased somewhat. This further appears to indicate the importance of continuing to communicate on the issue.**

Once again, there were no significant differences in levels of agreement based on exposure to campaign materials amongst targeted area claimants, although differences were observed at previous waves, which, taken together with the longer term trend does suggest that the campaign is transmitting this message to targeted area claimants.

## 7.2 Punishments for benefit fraud

The new campaign aims to raise awareness of the consequences of benefit fraud and features images of people holding up cards displaying the punishments that they received for committing benefit fraud. The cards named the following punishments:

- Being fined
- Being made to pay back the benefits they stole
- Getting a criminal record
- Being prosecuted

### 7.2.1. Perceived punishments for benefit fraud

It was hoped that levels of awareness of punishments would therefore increase following the launch of the 'And they thought..' campaign, and the results indicate that there have been some positive changes.

All respondents were asked to say (without prompting) what punishment they think someone is likely to receive if they get caught committing benefit fraud.

The most commonly mentioned punishments included a fine, paying back overpaid benefits, or imprisonment (Chart 27). **There have been slight increases in the proportions of the public and national claimants able to name any punishments, and in particular related to the punishments shown in the campaign.** For example, amongst the public the proportion thinking that benefit thieves would have to pay back overpaid benefits increased from 34% before the campaign launch to 38% after the second burst, and the proportion thinking that benefit thieves would be fined rose from 35% before the campaign launch to 41% over the same period. In both cases, members of the public who recognised the campaign were more likely than non-recognisers to be able to name these punishments:

- 43% of the public who recognised any campaign ads thought that benefit thieves would receive a fine, compared with 36% of non-recognisers
- 39% of recognisers thought that benefit thieves would have to pay back overpaid benefits, compared with 33% of non-recognisers

There does, however, appear to be some fluctuation in relation to this measure. For example, although the proportion of national claimants who mentioned 'fine' increased by 8% between Waves 11 and 12, it declined again at Wave 13 to the previous levels.

**Chart 27 Perceived punishments for benefit fraud**

All mentions over 5% at W13 shown	General Public			National Claimants			Targeted Area Claimants		
	W11 (933)	W12 (917)	W13 (920)	W11 (920)	W12 (904)	W13 (898)	W11 (693)	W12 (706)	W13 (716)
%									
Paying back overpaid benefits	34	37	38	40	44	45	38	42	43
Fine	35	38	41	33	41	34	35	34	31
Imprisonment	23	22	24	27	27	32	29	24	27
Criminal record	5	6	11	8	10	14	10	9	12
Loss of all future benefits	6	4	6	10	7	6	11	11	9
Community Service	12	12	10	8	8	7	10	9	7
Don't know	14	14	12	14	10	12	12	13	16

Base: All respondents (W11-13)

Patterns were less clear amongst targeted area claimants, despite the increased media activity in their local areas. There does appear to be a slight increase in the proportion thinking that benefit thieves will have to pay back overpaid benefits (rising from 38% before the campaign launch to 42% after, and remaining at 43% after the second burst of the campaign), and this appears to be linked to the campaign as recognisers were more likely to be aware of this than non-recognisers (35% recognisers, 25% non-recognisers).

The new radio ads stated that possessions can be taken away from those who commit benefit fraud, but very few mentions were made of having home or possessions taken away: just 1% of general public, 3% of national claimants and 2% of targeted area claimants mentioned this at Wave 13, similar to previous waves, and those who recognised the radio ads were no more likely to mention this.

**As at previous waves, and amongst all respondent groups, those who recognised none of the ads shown to them were more likely to say 'don't know' (e.g. 33% amongst non-recognising targeted area claimants compared with 13% amongst recognisers at Wave 13), which does suggest that exposure to the campaign has educated people about some of the punishments benefit fraudsters are likely to receive.**

## 7.2.2. Maximum punishment for benefit fraud

All respondents were shown a list of punishments and asked what they thought the maximum penalty should be for committing benefit fraud.

Between a quarter and a third of all respondents felt that imprisonment should be the maximum penalty, whilst around a quarter considered that benefit thieves should have to pay back overpaid benefits (Chart 28).

<b>Chart 28 Maximum punishment for benefit fraud</b>									
All mentions over 5% at W13 shown	General Public			National Claimants			Targeted Area Claimants		
%	W11 (933)	W12 (917)	W13 (920)	W11 (920)	W12 (904)	W13 (898)	W11 (693)	W12 (706)	W13 (716)
Imprisonment	31	32	35	28	31	32	27	26	25
Paying back overpaid benefits	18	22	16	23	27	20	23	26	24
Fine	7	8	9	12	9	11	11	12	12
Community Service	9	8	9	6	8	6	7	7	10
Criminal record	8	9	9	7	7	8	10	10	8
Loss of all future benefits	8	7	9	6	4	7	7	5	6
Don't know	10	6	7	9	4	9	5	6	7

**Base: All respondents (W11-13)**

Patterns of response have remained generally consistent over time and between respondent types. The general public have consistently been more likely than targeted area claimants to think that imprisonment should be the maximum penalty (35% compared with 25% national claimants at Wave 13), whilst claimants are more likely to mention financial penalties such as paying back overpaid benefits and fines.

There were no clear differences in response based on exposure to the campaign amongst any group, or at any wave.

## 7.3 Proportions of benefit thieves taken to court/convicted/imprisoned

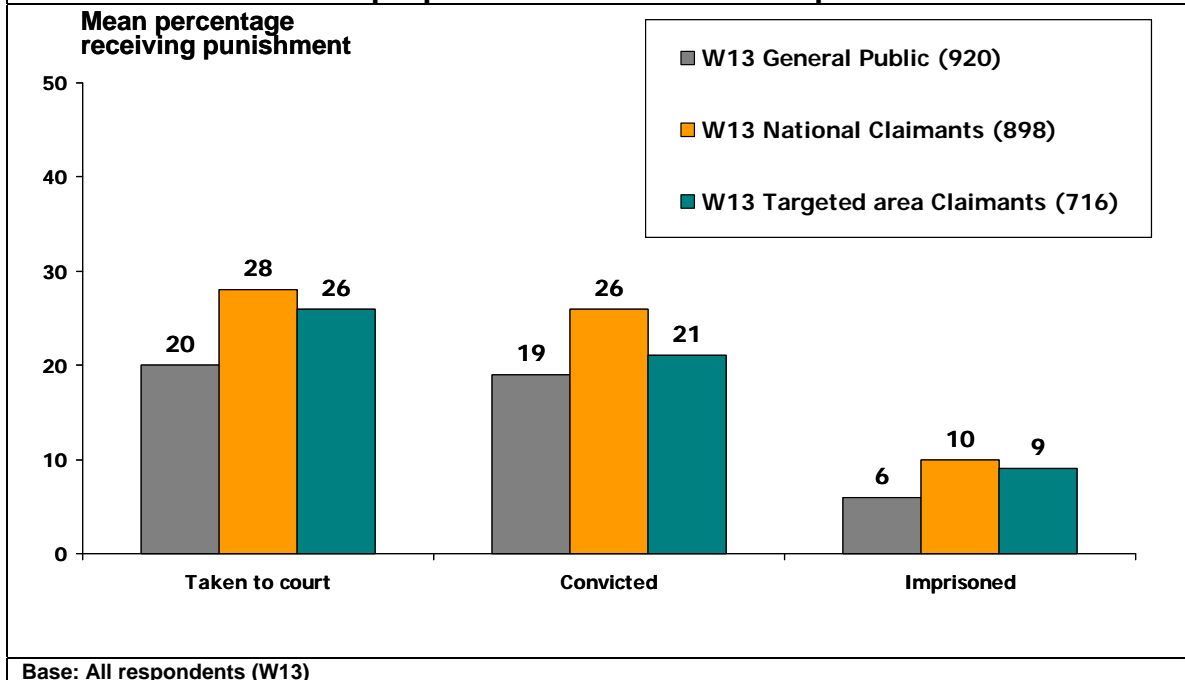
In addition to raising awareness of the range of punishments available, the campaign also aimed to raise awareness of the number of benefit thieves punished in some way. The campaign included statistics on the numbers caught which were voiced over in the radio ads and TV ad, and shown on the

posters, and comments on the proportions of these who received different punishments.

In order to assess perceptions of the numbers punished, all respondents were shown a list of banded percentages (none, less than 5%, between 5-10%, between 11-20%, between 21-50% and more than 50%) and asked to choose what percentage of people caught committing benefit fraud they thought were taken to court, were convicted and were imprisoned. By assigning a midpoint to each of the banded percentages, it was possible to calculate a mean of the percentage of benefit fraudsters caught who are believed to receive each punishment.

Chart 29 shows the mean percentages (of those caught who are believed to receive each punishment) for each of the three sample groups.

**Chart 29 Perceived proportion of benefit thieves punished**



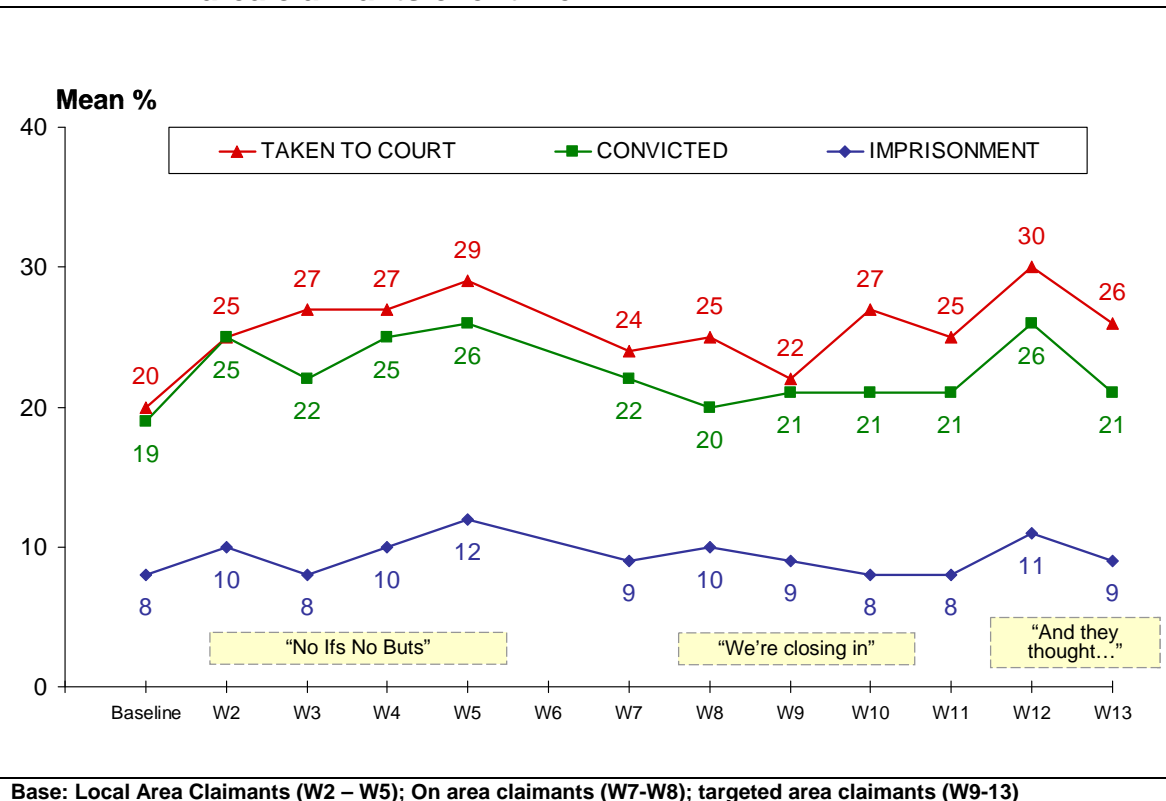
At Wave 13, the mean average proportion thought to be taken to court was 20% amongst the general public, but higher amongst claimants (28% national claimants, 26% targeted area claimants). Claimants also tended to think that a greater proportion of benefit thieves were convicted and imprisoned, compared with the general public. At Wave 13, as at earlier waves, targeted area claimants exposed to the campaign tended to think that more benefit thieves receive each punishment:

- Amongst targeted area claimants recognising campaign materials the proportion thought to be taken to court was 26%, compared with 20% amongst non-recognisers
- Amongst targeted area claimants aware of the campaign, the proportion thought to be convicted was 22%, compared with 16% amongst those not aware
- The proportion thought to receive a prison sentence was 9% amongst recognisers, compared with 5% amongst non-recognisers.

Chart 30 shows the mean percentages over time for the same question amongst targeted area claimants. Between Waves 11 and 12, (coinciding with the launch of the 'And they thought..' campaign) there was a significant

increase in the mean proportion of those caught for benefit fraud that targeted area claimants considered received each punishment: for example the proportion thought to be taken to court rose from 25% before the campaign launch to 30% after. However, these positive movements all returned to their previous levels at Wave 13, after the campaign's second burst, perhaps indicating that the 'new news' is no longer being retained. We suggest that this measure be monitored in the future.

**Chart 30 Perceived proportion of benefit thieves punished by targeted area claimants over time**



## 7.4 Summary

Perceptions of the punishments applied to benefit fraudsters have moved in the right direction since the launch of the Targeting Benefit Thieves campaign in 2006, although changes are generally small and incremental,

Levels of agreement with the statement 'if people do get caught the penalties are not that bad' have declined over time amongst national claimants (from 41% at the 'No ifs, No Buts' baseline to 30% at Wave 13) and the general public (from 48% to 38% over the same period).

That said, there were significant declines in levels of agreement with this statement amongst both the public and national claimants just after the launch

of the 'And they thought..' campaign, and these remained at the lower level after the campaign's second burst. This is an encouraging result, given the stronger focus on punishments in the 'And they thought..' campaign.

Amongst targeted area claimants, the overall long-term trend in the proportion agreeing that 'if people do get caught the penalties are not that bad' has also been downwards, and there has been a slight decline in levels of agreement since the campaign launched.

When asked spontaneously what punishment someone caught claiming more than their entitlement is likely to receive, the most common mentions included a fine (41% of general public, 34% of national claimants and 31% of targeted area claimants at Wave 13), paying back overpaid benefits (38%, 45% and 43% of respective audiences), or imprisonment (24%, 32% and 27% at Wave 13). Responses have remained broadly similar across previous waves.

Non-recognisers of the campaign were significantly more likely than recognisers to say that they don't know about punishments, which suggests that exposure to the campaign is educating people about some of the punishments benefit fraudsters are likely to receive.

Between a quarter and a third of all respondents felt that imprisonment should be the maximum penalty for benefit fraud (35% of general public, 32% of national claimants and 25% of targeted area claimants at Wave 13), whilst between one in six and a quarter considered that benefit thieves should have to pay back overpaid benefits (16% of general public, 20% of national claimants and 24% of targeted area claimants). Responses here remained fairly consistent over time.

All respondents were asked to choose what percentage of people caught committing benefit fraud they thought were taken to court, were convicted and were imprisoned. The mean percentage of benefit fraudsters caught who are believed to receive each punishment was calculated. Claimants tended to think that a higher proportion of those caught for benefit fraud are taken to court, convicted and/or imprisoned compared with the general public. For example the mean percentage of benefit fraudsters believed to be taken to court was 28% amongst national claimants and 26% amongst targeted area claimants compared to 20% amongst the general public at Wave 13.

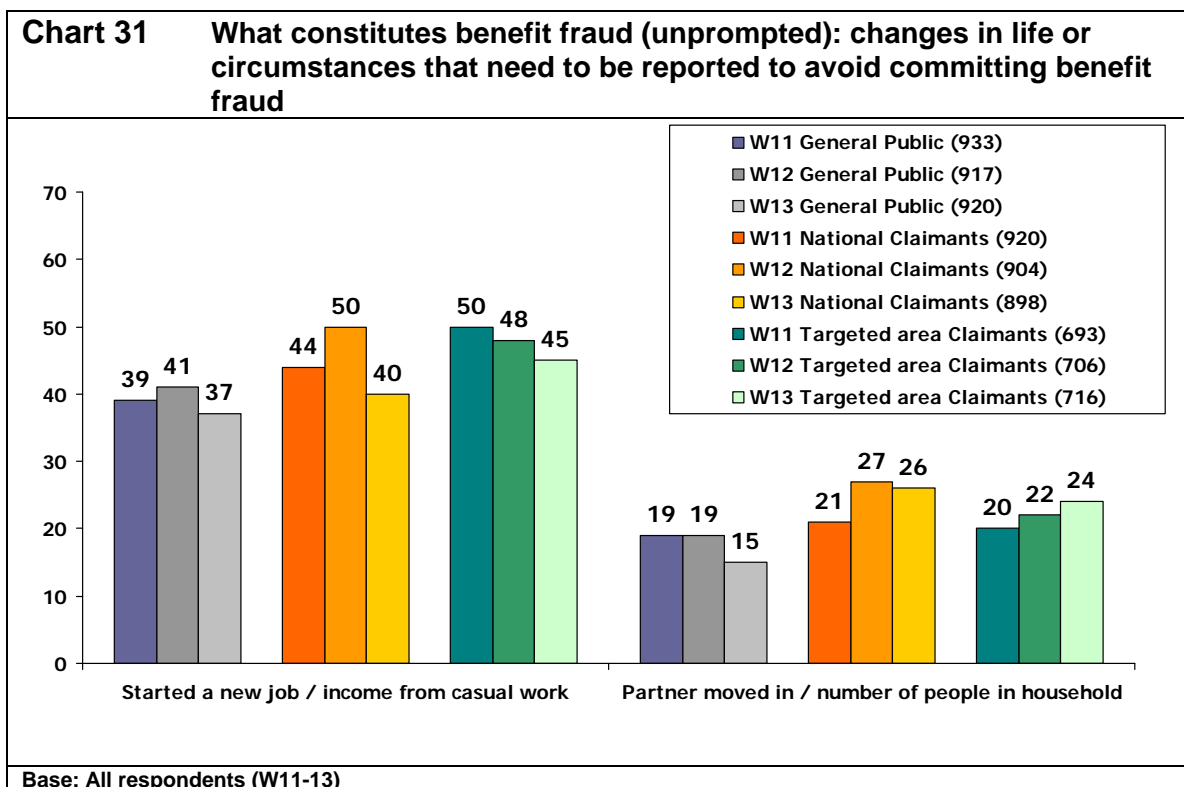


Between Waves 11 and 12, (coinciding with the launch of the 'And they thought..' campaign) there was a significant increase in the mean percentage of people caught for benefit fraud that targeted area claimants considered received each punishment, although this increase was not sustained after the second campaign burst.

## 8. Increasing awareness of what constitutes benefit fraud

One of the secondary objectives of the campaign is to educate claimants about changes in circumstances that need to be declared to DWP because they impact on claims. The campaign specifically mentions a partner moving in and cash in hand working as things that should be declared. It was hoped that levels of awareness of changes in circumstances that need to be declared would increase as a result of the campaign.

All respondents were asked to say without prompting, what changes in someone's life or circumstances need to be reported to avoid committing benefit fraud. The most frequently mentioned answers are shown in Chart 31. Around two in five stated starting a new job or receiving income from casual work need to be declared (37% of general public, 40% of national claimants and 45% of targeted area claimants at Wave 13). Claimants at all waves were more likely to mention 'starting a new job/income from casual work' than the general public.



The second highest mention related to the number of people in the household – most commonly expressed as a partner moving in. Again this was more likely to be mentioned by claimants (26% of national claimants and 24% of targeted area claimants at Wave 13) than general public (15% at Wave 13).

As at previous waves, females and lone parents in all sample groups were more likely to mention partner moving in/number of people in household (compared with males, those in two parent households or with no children).

This question acts as a Key Performance Indicator for the objective of increasing awareness of what constitutes benefit fraud. However, as this is not a key objective of the campaign, we would hope that the campaign would contribute to maintaining levels of awareness of what constitutes benefit fraud over time. KPI targets have therefore been set between the range 45-50% for starting a new job/income from casual work and 20-25% for partner moving in/number of people in the household. At Wave 13, both these KPI targets were met (figures of 45% and 24% respectively amongst targeted area claimants).

Other mentions at much lower levels (8% or fewer) included not declaring a change of address, changes in health or disabilities and changes in the number of children in the household.

## **8.1 Summary**

All respondents were asked to say without prompting, what changes in someone's life or circumstances need to be reported to avoid committing benefit fraud. Around two in five stated starting a new job or receiving income from casual work (37% of general public, 40% of national claimants and 45% of targeted area claimants at Wave 13). Claimants at all waves were more likely to mention this than the general public.

Changes in circumstances related to the number of people in the household were also commonly mentioned – often expressed as a partner moving in. Again this was more likely to be mentioned by claimants (26% of national claimants and 24% of targeted area claimants at Wave 13) than the general public (15% at Wave 13).

## **9. Maintaining public acceptance that benefit fraud is wrong**

The final objective and performance indicator was maintaining levels of public acceptance that benefit fraud is wrong.

Towards the start of the interview, before discussing or showing any advertising materials, all respondents were asked to rate how wrong they thought a number of criminal activities were. They were asked to rate six activities on a scale from 1 to 10, where 1 indicates that they thought the activity is acceptable in some circumstances, and 10 that the activity is wrong all the time, regardless of the circumstances.

The list of activities was compiled to include a range of criminal activities, as follows:

- Avoiding paying the right amount of income tax
- Bringing cigarettes into the country, without paying tax duty
- Burglary from someone's home
- Claiming more from the benefits system than you are entitled to
- Mugging
- TV licence fee evasion

The mean 'wrongness' was calculated for each activity and results are shown for Wave 13 in Table 17.

Unsurprisingly, the crimes with a definite victim – mugging and burglary were considered the most wrong across all groups. The general public rated them highest with 90% of the sample attributing a score of 10 meaning 'wrong all of the time regardless of the circumstances'. Targeted area claimants viewed burglary as the worst crime at this wave slightly ahead of mugging but mugging has consistently been viewed as the least acceptable crime across previous waves.

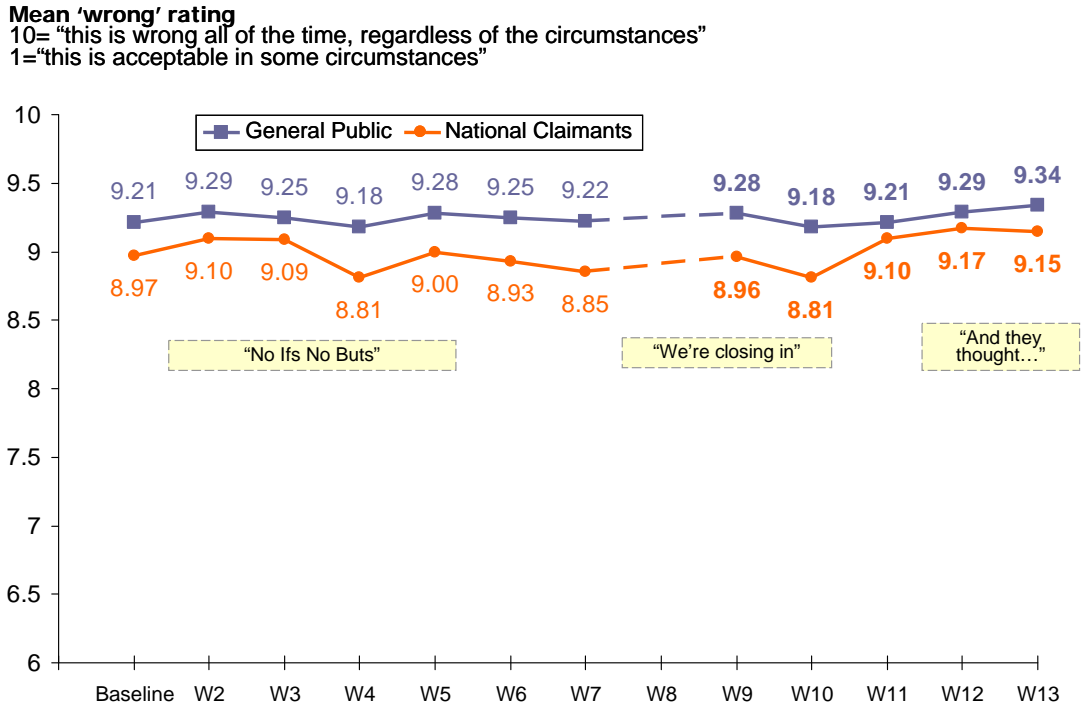
Benefit fraud was next in the rankings for all groups, being considered more wrong than avoiding paying the right amount of income tax, TV licence fee evasion and smuggling tobacco. It is interesting to note that whilst the general public did not distinguish between tax evasion and TV licence fee evasion, claimants from all areas saw TV licence fee evasion as slightly more acceptable.

**Table 17. Rating of how wrong different activities are**

Base: All respondents (W13)	<b>General Public (920)</b>	<b>National Claimants (898)</b>	<b>Targeted Area Claimants (716)</b>
	Mean Wrongness (out of 10)	Mean Wrongness (out of 10)	Mean Wrongness (out of 10)
Mugging	9.74	9.66	9.63
Burglary from someone's house	9.74	9.64	9.69
Claiming more from the benefits system than you are entitled to	9.34	9.15	9.10
Avoiding paying the right amount of income tax	8.76	8.61	8.58
TV licence fee evasion	8.76	8.27	8.07
Bringing cigarettes into the country to sell on, without paying tax duty	8.22	7.59	7.86

Focusing only on benefit fraud, Chart 32 shows the mean rating given by the general public and national claimants over time. The general public has tracked consistently around a mean of 9.2 since the initial baseline with national claimants giving slightly lower mean ratings indicating they view benefit fraud as slightly more acceptable than the general public. **There has been an upward trend in the 'mean wrongness' of benefit fraud amongst both audiences since Wave 10 and it is encouraging to note that both groups have recently achieved the highest 'mean wrongness' scores since the initial baseline (9.17 for national claimants at Wave 12 and 9.34 for general public at Wave 13).** Considering that the objective is purely to maintain public acceptance that benefit fraud is wrong any increases in this measure should be viewed positively.

**Chart 32 How wrong benefit fraud is perceived to be by general public and national claimants over time**

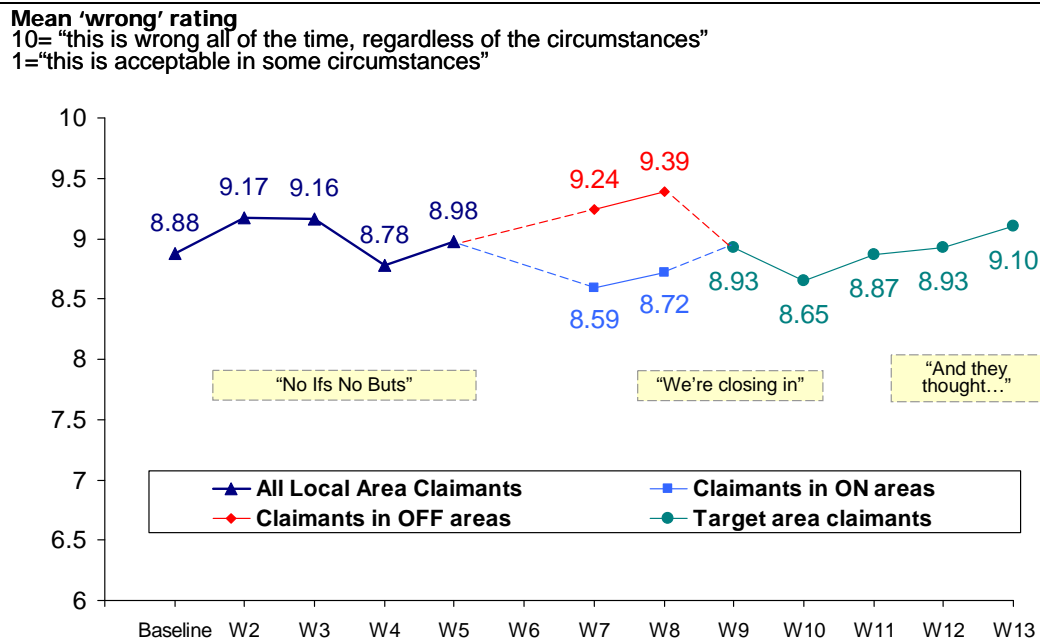


Base: All respondents

Amongst national claimants, at Wave 12 and at previous waves, females were more likely to give a higher mean wrongness than males (9.35 vs. 8.97), as were those who were aware of any advertising or publicity (9.33 spontaneously or 9.30 after prompting) compared with those who were not (8.88). However these differences were not observed at Wave 13 when in fact males gave a slightly, but not significantly, higher rating than females (9.23 vs. 9.07). No differences were observed by campaign recognition at either wave.

Chart 33 shows the 'mean wrongness' of benefit fraud amongst targeted area claimants. **As with other audiences there has been an upward trend in the mean rating scores for benefit fraud since Wave 10. This measure is another of the campaign KPIs, with a target set between 9.0 and 9.3. A mean of 9.10 at Wave 13 indicates that this target is currently being met.**

**Chart 33 How wrong benefit fraud is perceived to be by targeted area claimants over time**



Base: Local Area Claimants (W2 – W5); On and Off area claimants (W7-W8); targeted area claimants (W9-13)

There were no significant differences in the mean 'wrongness' scores given by targeted area claimants based on campaign awareness or recognition at any wave.

**There were, however, consistent differences in perceptions based on whether respondents lived in a 'benefit culture', and these have been observed across all waves.** Figures given below are amongst targeted area claimants at Wave 13, but similar patterns were observed at previous waves and amongst all sample groups:

- The mean wrongness score given by targeted area claimants who said that all or most of the people they know are on benefits was 8.8, compared with 9.2 or more if the respondent knows fewer other claimants
- The mean wrongness score given by targeted area claimants in fraudulent environments (i.e. all or most of the people they know are on benefits, and

they think all or most claimants are fraudulent) was 8.6, compared with 9.2 amongst other targeted area claimants.

Clearly this is a difficult remit for the campaign – to get over some claimants' community and societal norms and convince them that benefit fraud is wrong.

### **9.1 Attitudes towards benefit fraud**

All respondents were shown a number of statements related to benefit fraud and how wrong they perceived it to be and asked whether they agreed or disagreed with each one. The statements were as follows:

- People who abuse the benefits system should feel guilty about what they are doing
- Abusing the benefits system is no different to stealing

Levels of agreement with each of the statements amongst national claimants are shown in Chart 34. The long-term trend has shown a slight increase in levels of agreement with both these statements since the initial baseline. At the most recent waves, levels of agreement with the statements have remained stable.



**Chart 34 Attitudes towards committing benefit fraud - national claimants over time**

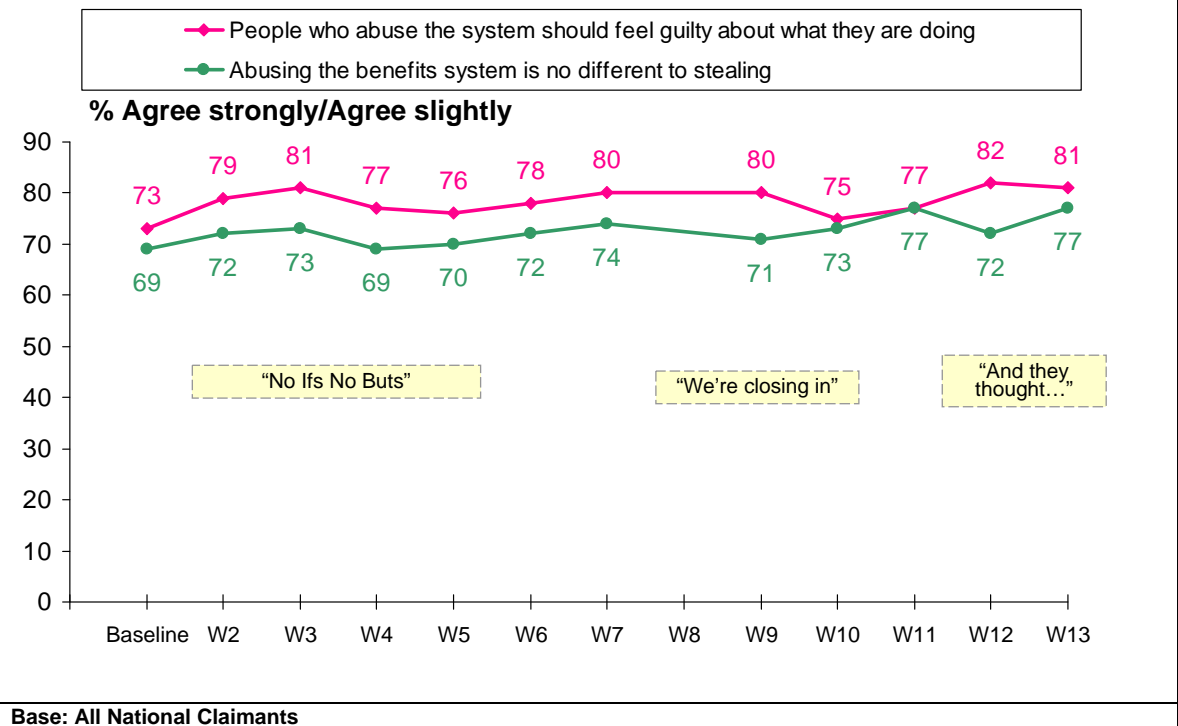
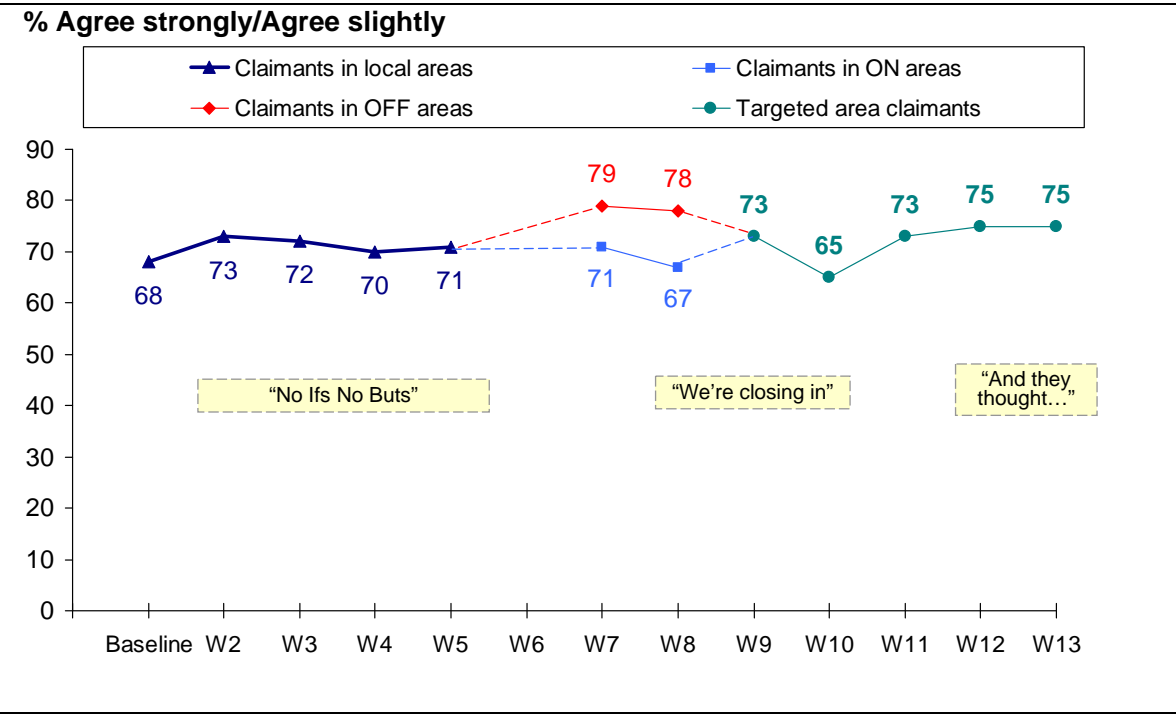


Chart 35 shows the proportion of targeted area claimants agreeing with the statement “abusing the system is no different from stealing”. Since Wave 11, the percentage of targeted area claimants agreeing with this statement has remained fairly constant (73% at Wave 11 compared with 75% at Waves 12 and 13) and the long-term overall trend remains slightly upwards from 68% at the ‘No ifs, No Buts’ baseline.

**Chart 35 Attitudes towards committing benefit fraud: “Abusing the system is no different to stealing” – targeted area claimants over time**

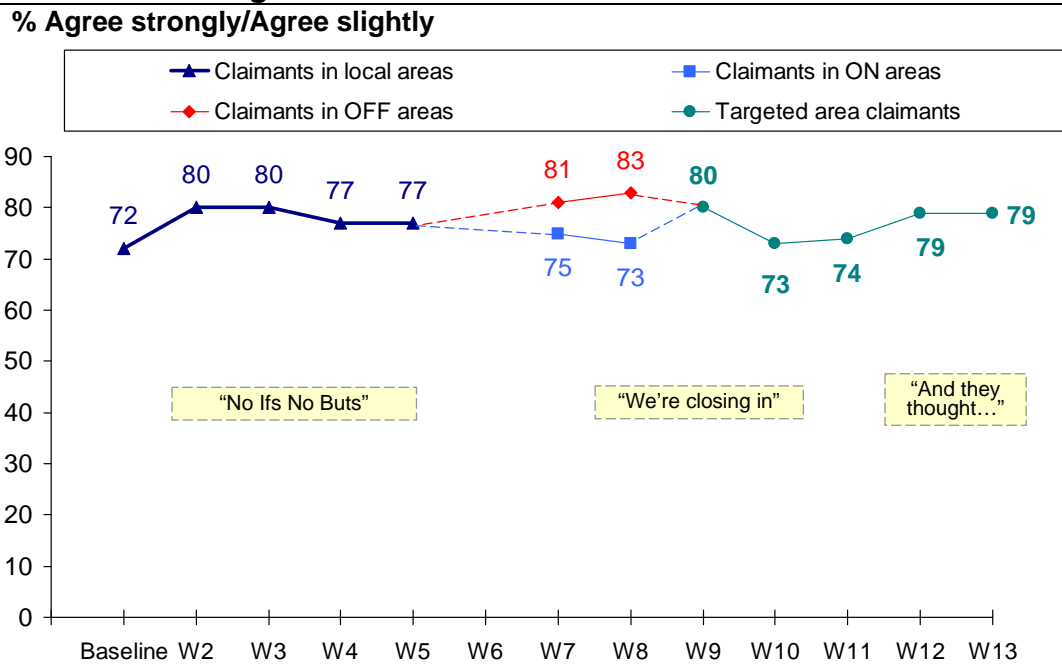


Base: Local Area Claimants (W1-5) and ON and OFF area claimants (W7-W8) and Targeted area claimants (W9-13)

Similar to previous waves, ‘definite reporters’ (80% at Wave 13) were more likely to agree with that benefit fraud is no different to stealing compared with those ‘on the cusp’ (64%) or ‘definite fraudsters’ (60% 13).

Chart 36 shows the proportion of targeted area claimants agreeing with the statement “people who abuse the system should feel guilty about what they are doing”. Since Wave 10, the percentage of targeted area claimants agreeing with this statement has increased (from 73% at Wave 10 to 79% at Wave 13), although the long-term trend since Wave 2 remains relatively stable.

**Chart 36 Attitudes towards committing benefit fraud: “People who abuse the system should feel guilty about what they are doing” – targeted area claimants over time**



Base: Local Area Claimants (W1-5) and ON and OFF area claimants (W7-W8) and Targeted area claimants (W9-13)

As we have seen at previous waves (and like the statement shown on the previous chart), ‘definite reporters’ were more likely to agree with the statement “people who abuse the system should feel guilty about what they are doing than those ‘on the cusp’ or ‘definite fraudsters’ (84% compared with 74% for ‘on the cusp’ and 62% for ‘definite fraudsters’ at Wave 13). This helps to validate the definition of ‘on the cusp’ respondents showing that those who are less likely to report changes immediately have more ‘hard-nosed’ attitudes towards taking advantage of the benefits system.

## 9.2 Summary

‘Claiming more from the benefits system than you are entitled to’ was rated third in a list of six crimes, being seen as more acceptable than mugging or burglary but more wrong than tax evasion, TV licence evasion and smuggling tobacco.

Over time the general public has given a mean ‘wrongness’ score of around 9.2 for benefit fraud consistently (1 indicates it is acceptable in some circumstances, and 10 indicates it is wrong all the time). National claimants

have tended to give slightly lower mean ratings (around 9.1). There has been an upward trend in the 'mean wrongness' of benefit fraud amongst both audiences since Wave 10 and both groups of respondents have recently achieved the highest 'mean wrongness' scores since the initial baseline (9.17 for national claimants at Wave 12 and 9.34 for general public at Wave 13).

Similarly there has been an upward trend in the mean wrongness scores for benefit fraud amongst targeted area claimants since Wave 10, rising from 8.65 at Wave 10 to 9.10 at Wave 13. However, there remain some entrenched attitudes amongst targeted area claimants who are more immersed in a 'benefit culture' that remain difficult to break down.

Amongst national claimants levels of agreement with the statements 'people who abuse the system should feel guilty about what they are doing' and 'abusing the benefits system is no different to stealing' have remained stable over recent waves. The long-term trend has shown a slight increase in levels of agreement with since the initial baseline, again indicating that the longer term campaign may be influencing these broader attitudes.

Since Wave 11, the proportion of targeted area claimants agreeing that 'abusing the system is no different from stealing' has remained fairly constant (73% at Wave 11 compared with 75% at Waves 12 and 13) and the long-term overall trend remains slightly upwards from 68% at the 'No ifs, No Buts' baseline. There has also been a general upwards trend in levels of agreement that people who abuse the system should feel guilty about what they are doing has increased since Wave 10 (from 73% to 79% at Wave 13),.

Amongst targeted area claimants, 'definite reporters' were more likely to agree with both statements than those 'on the cusp' or 'definite fraudsters'.

## **10. Campaign KPIs**

Key performance indicators have been set for the 'And they thought..' campaign relating to the primary objectives of:

- 1) increasing the perception of risk and fear of getting caught, and
- 2) increasing awareness of the consequences of getting caught

and the secondary objectives of:

- 3) increasing awareness of what constitutes benefit fraud, and
- 4) maintaining public acceptance that benefit fraud is wrong.

This chapter provides an overview of the performance of the campaign to date against the key performance indicators. All targets have been set for targeted area claimants (i.e. where the campaign has been focused).

### **10.1 Primary objectives**



Two key performance indicators have been set for the first objective of increasing perceptions of risk and fear of getting caught. The first is the proportion of targeted area claimants who consider it to be very or fairly easy for "people to get away with claiming more money from benefits than they are entitled to". Performance at Waves 12 and 13 was at the lower end of the target range with the long term trend for this measure being downwards, implying that the three campaigns have contributed to a reduction in the proportion of the public and claimants thinking benefit fraud is easy to get away with.

The second key performance indicator relates directly to response to the advertising and a target of 60-65% has been set for the proportion thinking the ads convey the message "if you commit benefit fraud you will get caught". Despite a slight increase at Wave 13, the proportion thinking the ads conveyed this message remained considerably below the target at 50%.


Agreement with the statement "if people get caught, the penalties are not that bad" has been chosen for the target to represent awareness of the consequences of getting caught and agreement was on target at Wave 13 at 30%, having fallen from 35% since the launch of the 'And they thought..' campaign.

**Chart 37 Campaign KPIs: Primary objectives – Targeted Area Claimants**

- To increase the perception of risk and fear of getting caught

QUESTION	TARGET	W11	W12	W13
% very/ fairly easy for “people to get away with claiming more money from benefits than they are entitled to”	 25% - 30%	28%	24%	26%
% thinking the ads shown convey “If you commit benefit fraud, you will get caught”	 60% - 65%	46%	46%	50%

- To increase awareness of the consequences of getting caught

QUESTION	TARGET	W11	W12	W13
% agree strongly/ slightly with the statement “If people get caught, the penalties are not that bad”	 27% – 32%	35%	32%	30%

  - Denotes desired direction of response

Base: Targeted Area Claimants (W11-13)

## 10.2 Secondary objectives

Chart 38 shows that targets for secondary campaign objectives have all been met.

Awareness of what constitutes benefit fraud is asked via an unprompted question about what ‘changes in life or circumstances’ need to be reported to avoid committing benefit fraud. Although the recent trend in mentions of ‘starting a new job/ income from casual work’ is down the proportion achieved at Wave 13 still meets the target. The proportion of targeted area claimants mentioning ‘partner moved in / number of people in the household’ was 24% at Wave 13 and again within the target range.

The final key performance indicator was set on maintaining public acceptance that benefit fraud is wrong. The mean score for considering benefit fraud is wrong had fallen below the lower end of the target range 9.0 for several waves but increased to 9.10 at Wave 13.

**Chart 38 Campaign KPIs: Secondary objectives – Targeted Area Claimants**

- To increase the awareness of what constitutes benefit fraud

QUESTION	TARGET	W11	W12	W13
% of those that identified the following as constituting benefit fraud: Starting a new job / income from casual work	↑ 45% – 50%	50%	48%	45%
% of those that identified the following as constituting benefit fraud: Partner moved in / number of people in household	↑ 20% - 25%	20%	22%	24%

- To maintain public acceptance that benefit fraud is wrong

QUESTION	TARGET	W11	W12	W13
Mean 'wrong' score for "claiming more from the benefits system than entitled to" where 10= <i>wrong all the time, regardless of circumstances</i> and 1= <i>acceptable in some circumstances</i>	↑ 9.0 – 9.3 MEAN SCORE	8.87	8.93	9.10

↑ ↓ - Denotes desired direction of response

Base: Targeted Area Claimants (W11-13)

## 11. Conclusion and recommendations

The 'And they thought they'd never be caught' campaign was the third in a series of advertising campaigns designed to reduce the amount of revenue lost through benefit fraud by:

- Increasing people's perception that there is a strong likelihood they will get caught if they act illegally, and
- Increasing awareness of the seriousness of the consequences of getting caught.
- Reminding people about what they need to do to avoid committing benefit fraud
- Reminding people that benefit fraud is wrong

The latest campaign, which focused specifically on the first two objectives, was launched in November 2009 with a second burst in February/March 2010. Overall advertising spend devoted to 'And they thought..' up to March 2010 has been considerably more modest (approximately £2.4m) than that seen for 'No ifs, No Buts' (c. £9.3m) and 'We're closing in' (c. £4.8m).

The nature of the primary target audience (i.e. those who might consider breaking the law and commit benefit fraud by not immediately reporting changes in their circumstances, and those who have done so in the past) makes evaluation of this campaign particularly difficult. It is impossible to define this group with a great degree of accuracy, as we cannot expect respondents to admit to criminal behaviour in the course of an interview, therefore performance is tracked amongst a wider audience of national benefit claimants, those in the areas targeted with additional activity and additionally amongst the secondary audience of the general public.

Despite lower spend for the latest campaign, awareness of activity (both spontaneous and prompted with a list of media) achieved levels similar to the launches of previous campaigns amongst all audiences. This may indicate that the issue of benefit fraud in general has remained more top of mind due to consistent messaging since the 'No ifs, No Buts' campaign in 2006. It is also encouraging to see the gap between levels of spontaneous awareness amongst general public and national claimants close with levels of awareness



amongst claimants rising to match those seen for the general public, which appears to show that the new methods of targeting (change in buying audience, purchasing poster sites by postcode) have been effective.

Levels of recognition of the campaign did not reach the heights achieved for 'No ifs, No Buts' and 'We're closing in', even so, more than eight in ten claimants and three in four of the general public recognised the campaign. Considering the much lower spend, the levels achieved were impressive and represent a very efficient campaign launch. In particular, recognition of the supporting media (posters and radio) was very high amongst targeted area claimants relative to spend achieving excellent efficiencies in terms of recognition per amount spent.

Radio formed part of the campaign in November 2009 but was not included for the February 2010 burst. As we have seen at previous waves, the majority of those who had heard radio would have also seen another element of the campaign therefore the removal of radio did not have a huge impact on overall campaign reach (around 6% heard only radio at Wave 13). However radio was particularly good for targeting 18-34s, so if they become a core target audience in the future, it might be worth considering reintroducing radio into the media mix.

Overall there is no evidence that campaign messaging has suffered as a result of the removal of radio from the second campaign burst – although results suggest that messaging was strongest amongst those who saw and heard all three elements of the campaign. If budget dictates that a channel needs to be removed from the media mix, we feel it would be better to remove radio than posters.

In line with the objectives, the introduction of 'And they thought..' focused the message of the campaign away from the more generic messages of 'it's a crime' and 'the Government is cracking down' towards the reality that 'lots of people are getting caught' and 'if you commit benefit fraud you will get caught'.

'And they thought..' has also increased awareness of the seriousness of benefit fraud and the likely punishments fraudsters could face. However, the campaign may put off a small proportion of potential honest claimants from making a claim, even if they are entitled to benefits. However, this was higher

amongst targeted area claimants who lived in fraudulent environments and those 'on the cusp' so although it is impossible to tell it may have actually prevented these respondents from putting in fraudulent claims.

Other levels of negative perceptions from the campaign (for example irritation and wear out) have not increased over time and the regular refreshment of the creative will undoubtedly have helped here.

The task of attempting to change attitudes and behaviour through advertising is a long term one and there have been movements in key attitudinal measures over the longer term which suggests that the advertising is working in the ways intended:

- People from all audiences are less likely to think that it is 'easy' to get away with benefit fraud compared with at the launch of 'No Ifs, No Buts'
- Claimants are less likely to think that the 'chances of getting caught abusing the benefits system are slim'
- Perceptions of the seriousness of punishments have increased.

It is notable, however, that performance on some key indicators does appear to be negatively impacted by long period off air, and this suggests that a drip feed of these messages is preferable to heavy bursts followed by long periods of inactivity.

Six key performance indicators have been set for 'And they thought..' relating to the campaign objectives. Performance amongst targeted area claimants was in line with expectations with five of the six KPIs having been met at the most recent wave. The only exception was the proportion saying that 'if you commit benefit fraud you will get caught' applied to the advertising. Although the proportion is some way off the target there have been small recent increases in this measure.

In summary, the momentum to build awareness and start to reframe attitudes necessitated considerable investment at the first two campaigns. Although change may have slowed slightly in some areas, there are no spheres in which performance has actually been damaged by the reduction in spend, and indeed overall the 'And they thought..' campaign has achieved the majority of its targets in a highly efficient way. This report is obviously only one of a range of sources of information about the problem of benefit fraud. If the task

going forwards is deemed to be one of maintenance then it seems that pursuing the strategy of 'topping up' the campaign with modest spend is a prudent one. However, if more radical change is required it is likely that a return to higher levels of investment may be needed.

## **12. APPENDICES**

### **12.1 Sample selection**

#### **12.1.1. Random Location Omnibus**

The GfK NOP Random Location Omnibus employs a quota sample of individuals with randomly selected sampling points. The sample design is essentially a 3-stage design, sampling first parliamentary constituencies, and then output areas within those selected constituencies and finally respondents within the output areas. The sample is based on 175 sampling points.

#### **The selection of Parliamentary Constituencies**

The first-stage sampling units for the survey are parliamentary constituencies, selected in the following way. The 644\* parliamentary constituencies of The United Kingdom are classified into the Register General's ten Standard Regions. In Scotland, a further classification was by the new Strathclyde Region and the rest of Scotland. In Wales, the South East was classified separately from the rest of Wales. Within each Standard Region, constituencies are classified into four urban/rural types as follows:

##### **1. Metropolitan county**

Those constituencies that lie completely within the area of the eight Metropolitan Counties of the United Kingdom. It is appreciated that such areas now technically do not exist but they are still convenient building blocks for sample design.

In the case of the North West Standard Region, which contains two Metropolitan Counties, the constituencies of the Greater Manchester MC were classified and listed separately from those of the Merseyside MC. Similarly, for the Yorkshire and Humberside Standard Region, the constituencies of the South Yorkshire MC were listed separately from those of the West Yorkshire MC.

In Greater London, constituencies north of the river Thames were listed separately from those south of the river. These were further sub-divided into east and west for each side of the river.

\* For practical reasons, two constituencies (Orkney and Shetland, and Western Isles) are not included in the sampling frame from which constituencies are selected.

## 2. **Other 100% Urban**

All urban constituencies, other than Metropolitan County constituencies, in which the population density was greater than 7 persons per hectare.

## 3. **Mixed Urban/Rural**

Constituencies, consisting of a mixture of urban and rural local authority areas, in which the population was greater than 1.5 and less than 7 persons per hectare.

## 4. **Rural**

Constituencies, consisting of a mixture of urban and rural local authority areas, in which the population density was less than 1.5 persons per hectare.

Within each of the resultant 46 cells, as a final stratification, constituencies are listed in order of the percentage of people resident in households whose head is in socio-economic Groups 1, 2, 3, 4 or 13 (approximates to Social Grades A&B).

When all the constituencies have been listed in the above way, the electorate of each constituency is entered on the list and a cumulative total of electors by constituency is formed. The selection is done in the following way. From the file of constituencies, a sample of 175 must be drawn. To draw this sample, the following procedure is undertaken. The total number of cumulative electors (N) on the list is divided by 175 and a random number between 1 and N/175 is selected.

This random number identifies an elector, in the cumulative total of electors, and the constituency this elector is in becomes the first selected constituency

in the sample. To obtain the other 174 constituencies, the sampling interval  $N/175$  is added on 174 times to the initial random number. This produces 175 cells all containing  $N/175$  electors. Within each cell a random number between 1 and  $N/175$  is selected. This random number identifies an elector, in the cumulative total of electors for that cell, and the constituency this elector is in is selected. This procedure is repeated for all 175 cells. Thus a sample of 175 constituencies is produced.

### **The Selection of Output Areas**

Within each selected constituency, an output area is selected for each wave of the Omnibus. These output areas are selected at random, but with some stratification control so that the sample of areas drawn is representative of the sample of constituencies and therefore of the United Kingdom in demographic terms. The variables used for stratification are essentially age, sex, social class, and geodemographic profile (Mosaic classification). Once the areas have been selected, the profile of the aggregated set of areas is checked against the national profile to ensure that it is representative. Each area is a small area, containing in average around 150 households. Each output area is therefore homogenous, with the people living within it being fairly similar in social grade terms.

Therefore, when quotas are set for interviewing within each output area, the variables we control for are age and sex within working status. No quota is set for social grade, as the selection of areas ensures that the sample is balanced in this respect.

This procedure is repeated for each wave of the Omnibus, producing a different sample of areas for each week of fieldwork.

### **The Selection of respondents**

For each selected output area, a list of all residential addresses is produced. This listing is taken from the Postal Address File, which is a listing of all addresses within the United Kingdom, and is updated monthly. The

interviewer uses this list to identify the households at which they can interview. 12 people are interviewed within each area.

In addition to the address listing for an output area, the interviewer is also given a quota sheet, which determines what sort of people they must interview. Each interviewer must interview 12 people within an output area, and the quotas are different for each area in order to reflect the demographic profile of that area.

The quotas are set in terms of age and sex within working status. No quota is set for social class, as the selection of output areas ensures that the sample is balanced in this respect.

### **Post-survey weighting**

Given that the sample is controlled by quotas, the final demographic profile should be fairly close to that of the target population. However, the sample will be examined at each Omnibus wave to ensure that the profile is as it should be. The sample will, if necessary, be weighted in order to ensure that it is representative in terms of known population data on age, sex, social class, number of adults in household working status and region,

#### **12.1.2. Adhoc survey**

The adhoc survey of key benefit claimants in the 40 targeted areas also employs a random location sampling approach. The sample universe is defined as the 20% most deprived output areas in the targeted local areas. These are stratified by local authority and 124 sampling points are drawn with probability proportionate to population, ensuring that there is at least one sampling point in each local authority. Quotas are set in terms of age and sex with 5 people interviewed within each area.

## **12.2 Sample profiles**

The following section provides an overview of the interviewed samples for the three key research audiences: the general public, national claimants and local area claimants.

### **12.2.1. General public Sample**

The unweighted and weighted sample profile for the general public sample over the last three waves is detailed in Table 18. The table shows the samples interviewed at the last three waves were very similar and match the weighted percentages very closely.

### **12.2.2. Benefit Claimants**

Two samples of benefit claimants were analysed. A sample of claimants drawn from a nationally representative sampling frame (labelled 'national claimants'), and claimants living in the 40 LADs which received additional media treatment were identified and were analysed separately (called 'local area claimants'). The profiles are shown in Table 19 and Table 20.



**Table 18. General public sample (weighted and unweighted profile)**

		Wave 11		Wave 12		Wave 13	
		UNWTD (933)	WTD (933)	UNWTD (917)	WTD (917)	UNWTD (920)	WTD (920)
		%	%	%	%	%	%
Gender	Male	43	49	48	49	47	49
	Female	57	51	52	51	53	51
Age	18-34	31	28	30	28	28	28
	35-54	35	36	34	36	34	36
	55+	35	36	36	36	38	36
Children in household	Yes	35	32	30	32	30	32
	No	65	68	70	68	70	68
Social Grade	AB	19	19	19	19	18	19
	C1C2	44	51	47	51	48	51
	D	16	14	12	14	14	14
	E	21	16	21	16	19	16
Working status	Working	52	59	47	59	49	59
	Not working	48	41	53	41	51	41
Ethnic community	White	92	91	90	91	88	89
	Non-white	8	9	10	9	12	11
Claimant status	Any key benefit	23	19	21	17	20	17
	Income Support	8	6	8	6	8	6
	JSA	5	4	5	4	4	3
	HB/ CTB	18	14	16	13	16	14
Proportion of family/friends on benefits	Almost all/most	9	8	9	8	6	6
	Some	16	15	16	15	15	15
	Only a few/none	67	69	68	70	68	70
Fraudulent environments	Yes	3	2	3	2	2	2
	No	97	98	97	98	98	98
GOR	East Midlands	9	7	8	7	9	7
	East	9	9	7	9	8	10
	London	11	13	16	13	14	13
	North East	6	4	5	4	6	4
	North West	14	12	9	12	13	12
	Scotland	8	9	12	9	9	9
	South East	11	14	9	14	9	14
	South West	11	9	10	9	10	9
	Wales	5	5	6	5	6	5
	West Midlands	10	9	10	9	9	9
	Yorkshire & Humber	8	9	7	9	7	9

**Table 19. National claimants sample (weighted and unweighted profile)**

		Wave 11		Wave 12		Wave 13	
		UNWTD (920)	WTD (920)	UNWTD (904)	WTD (904)	UNWTD (898)	WTD (898)
		%	%	%	%	%	%
Gender	Male	42	47	42	47	42	47
	Female	58	53	58	53	58	53
Age	18-34	43	43	42	43	42	43
	35-54	43	47	44	47	44	47
	55+	13	10	14	10	14	10
Children in household	Yes	54	54	51	52	53	53
	No	46	46	49	48	47	47
Social Grade	AB	1	2	1	1	1	1
	C1C2	15	17	12	15	14	21
	D	14	17	12	13	15	17
	E	69	65	75	70	70	61
Working status	Working	14	19	11	14	14	22
	Not working	86	81	89	86	86	78
Ethnic community	White	76	86	77	86	73	81
	Non-white	24	14	23	13	26	19
Claimant status	Any key benefit	100	100	100	100	100	100
	Income Support	46	43	49	48	47	41
	JSA	25	26	24	27	23	25
	HB/ CTB	75	73	75	74	78	78
Length of time claiming benefit	0-6 months	24	26	19	23	20	26
	7 months - 2 years	28	31	31	32	31	31
	3 years +	47	42	48	43	47	41
Proportion of family/friends on benefits	Almost all/most	26	26	24	22	26	22
	Some	25	26	26	24	24	23
	Only a few/none	40	41	43	49	39	46
Fraudulent environments	Yes	6	6	6	6	7	5
	No	94	94	94	94	93	95
GOR	East Midlands	6	8	8	11	5	6
	East	3	7	1	5	2	6
	London	23	14	25	15	25	17
	North East	5	5	5	5	6	6
	North West	14	17	12	11	14	16
	Scotland	11	10	11	10	12	12
	South East	3	8	1	4	3	9
	South West	3	5	6	11	3	5
	Wales	3	6	3	6	2	5
	West Midlands	16	11	15	12	14	7
	Yorkshire & Humber	12	9	13	8	14	10

**Table 20. Local Area claimants sample (weighted and unweighted profile)**

		Wave 11		Wave 12		Wave 13	
		UNWTD (693)	WTD (693)	UNWTD (706)	WTD (706)	UNWTD (716)	WTD (716)
		%	%	%	%	%	%
Gender	Male	43	57	44	47	42	47
	Female	57	53	56	53	58	53
Age	18-34	42	43	42	43	40	43
	35-54	44	48	45	48	46	48
	55+	14	9	13	9	14	9
Children in household	Yes	52	53	50	51	53	53
	No	48	47	50	49	47	47
Social Grade	AB	1	1	1	1	1	1
	C1C2	14	14	11	10	11	11
	D	13	12	12	13	14	14
	E	72	73	77	76	74	74
Working status	Working	11	10	9	9	10	10
	Not working	89	90	91	91	90	90
Ethnic community	White	70	70	72	71	69	69
	Non-white	30	30	28	28	30	30
Claimant status	Any key benefit	100	100	100	100	100	100
	Income Support	47	47	49	48	49	48
	JSA	25	27	24	27	23	25
	HB/ CTB	76	75	75	75	78	77
Length of time claiming benefit	0-6 months	23	24	17	19	17	18
	7 months - 2 years	26	26	31	31	31	31
	3 years +	50	49	49	48	50	48
Proportion of family/friends on benefits	Almost all/most	26	26	25	26	28	28
	Some	24	24	26	26	24	24
	Only a few/none	40	39	40	40	36	36
Fraudulent environments	Yes	6	6	6	6	8	9
	No	94	94	94	94	92	91
GOR	East Midlands	4	5	6	5	4	5
	London	29	29	29	29	29	29
	North East	5	4	5	4	5	4
	North West	12	13	12	13	13	13
	Scotland	12	12	11	12	12	12
	South West	2	2	3	2	3	2
	Wales	1	2	1	2	1	2
	West Midlands	20	18	17	18	17	18
	Yorkshire & Humber	14	15	15	15	16	15

## 12.3 Questionnaire

### WAVE 13 QUESTIONNAIRE – 1<sup>st</sup> – 22<sup>nd</sup> March 2010

#### **AD HOC CLAIMANTS - INTRODUCTION**

Good morning/afternoon/evening, my name is ..... I am from GfK NOP, an independent market research company.

We are conducting a survey in the area about people's understanding of and attitudes to the benefits system and would be interested in your views (even if you have no direct contact with the system).

- Your name and individual details will remain confidential to the research company and will not be revealed to the Department for Work and Pensions (DWP) or Job Centre Plus (which is part of the DWP) or any other organisation
  - INTERVIEWER ADD IF NECESSARY: DWP was previously known as DSS (Department for Social Security) and DHSS (Department for Health and Social Security)
- 

First of all, some background questions.....

#### **A: IDENTIFYING CLAIMANTS**

- S1. Firstly may I check, which of these benefits if any, do you yourself currently receive?  
*PROBE Any others?*

#### **SHOW CARD A. CAN MULTICODE**

1. **Income Support**
2. **Housing Benefit**
3. **Jobseeker's Allowance**
4. Incapacity Benefit/ Employment and Support Allowance (ESA)
5. Disability Living Allowance
6. Social Fund
7. **Council Tax Benefit**
8. Attendance Allowance
9. Carer's Allowance (formally known as Invalid Care Allowance)
10. Other (please specify)

-----  
NONE OF THESE

#### **ASK IF "NONE OF THESE" OR IF NONE OF CODES 1,2,3,7 AT S1:**

- S1b. Does anyone else in your household aged 18 to 65 receive **any of the benefits on this list?**

#### **SHOW CARD C**

Yes- **TRANSFER / ARRANGE APPOINTMENT**

-----  
No / DK- **CLOSE INTERVIEW**

**ASK ALL:**

S2a. INTERVIEWER PLEASE CODE GENDER OF RESPONDENT:

Male  
Female

S2b. IF MALE RESPONDENT ASK:

Please could you tell me your age, last birthday?

*(WRITE IN, AGE 18-65) – GO TO Q1, IF NOT AGED 18-65 THE SCRIPT WILL CLOSE*

-----  
*REFUSED - ASK S2b*

S2c. IF FEMALE RESPONDENT ASK:

Please could you tell me your age, last birthday?

*(WRITE IN, AGE 18-60) – GO TO Q1, IF NOT AGED 18-60 THE SCRIPT WILL CLOSE*

-----  
*REFUSED - ASK S2b*

***IF REFUSED AT S2b:***

S2d. INTERVIEWER - ESTIMATE AGE GROUP OF RESPONDENT

***READ OUT IF NECESSARY. SINGLE CODE***

18-24  
25-34  
35-44  
45-54  
55-65  
66+ - thank and close

***IF REFUSED AT S2c:***

S2d. INTERVIEWER - ESTIMATE AGE GROUP OF RESPONDENT

***READ OUT IF NECESSARY. SINGLE CODE***

18-24  
25-34  
35-44  
45-54  
55-60  
60+ - thank and close

---

**READ OUT FOR ALL:**

Please note that nothing you say throughout this survey will affect your entitlement to benefits.

***B: KNOWLEDGE OF OTHERS ON BENEFITS***

**ASK KEY BENEFIT CLAIMANTS ONLY (S1 CODES 1,2,3 AND 7)**

**ASK Q1 FOR EITHER INCOME SUPPORT (S1 CODE 1) OR JSA (S1 CODE 3); IF NONE OF THESE HELD, ASK ABOUT EITHER HOUSING BENEFIT (S1 CODE 2) OR COUNCIL TAX BENEFIT (S1 CODE 7) –RANDOMISE SELECTION; IF NONE OF THESE BENEFITS HELD, SKIP TO Q2a:**

Q1. How long have you been receiving (*BENEFIT FROM S1*)?

INTERVIEWER NOTE: IF CLAIMANT HAS BEEN CLAIMING BENEFITS SPORADICALLY OVER A LONG PERIOD OF TIME, PLEASE ASK THEM TO THINK ABOUT THEIR CURRENT CLAIM.

***SHOW CARD B. SINGLE CODE***

01. Less than 3 months
02. 3 to 6 months
03. 7 to 12 months
04. 1 to 2 years
05. 3 to 5 years
06. 6 to 10 years
07. Longer than 10 years

Don't know/can't remember

Refused

**ASK ALL:**

Q2. Thinking about the following types of benefit in this list, how many people you know, including family, friends and neighbours, would you say are currently claiming any of these benefits?

***SHOW CARD C***

- Income Support
- Housing Benefit
- Jobseeker's Allowance
- Council Tax Benefit

Would you say....

***SINGLE CODE***

01. Almost everyone I know
  02. Most people I know
  03. Some people I know
  04. Only a few people I know
  05. Nobody I know
- DON'T KNOW (DO NOT READ OUT)

***C: RELATIVE SERIOUSNESS OF BENEFIT FRAUD***

**INTERVIEWER - Q3 – Q8B ARE SELF COMPLETION (PASS CAPI MACHINE TO RESPONDENT TO COMPLETE). THE NEXT SCREEN WILL BE AN EXAMPLE QUESTION ONLY SO THE RESPONDENT CAN GET USED TO USING THE MACHINE. PLEASE ASSIST THE RESPONDENT IN COMPLETING THE EXAMPLE QUESTION**

**ASK ALL**

Q3. Some things that people do are seen as being more wrong to some people than to others. The computer will display a list of different activities, and we would like you to select how wrong you personally think each of these is:

So, on a scale of 1 to 10, where 10 means "this is wrong all of the time, regardless of the circumstances" and 1 means "this is acceptable in some circumstances", how wrong do you think each of the following are:

**EXAMPLE QUESTION – please assist respondent in completing this first question**

Q3x - Allowing a dog to foul the pavement without clearing the mess up

**ROTATE ORDER**

- (a) Avoiding paying the right amount of income tax
- (b) Bringing cigarettes into the country to sell on, without paying tax duty
- (c) Burglary from someone's home
- (d) Claiming more from the benefits system than you are entitled to
- (e) Mugging
- (f) TV licence fee evasion

**ROTATED. SINGLE CODE:**

1 – Acceptable in some circumstances

2

3

4

5

6

7

8

9

10 – Wrong all of the time, regardless of the circumstances

DON'T KNOW

**ASK ALL:**

Q4. In general, how many people in this local area who are currently on benefits do you think are claiming more money than they are entitled to?

**ROTATED. SINGLE CODE**

Most of those on benefits

Many on those on benefits

Some of those on benefits

A few of those on benefits

Hardly any or none of those on benefits

DON'T KNOW

**ASK ALL:**

Q5. And in general, how easy or difficult do you think it is for people to get away with claiming more money from benefits than they are entitled to?

**ROTATED. SINGLE CODE**

Very easy

Fairly easy

Neither easy nor difficult

Fairly difficult

Very difficult

DON'T KNOW

**D: ATTITUDES TO BENEFITS SYSTEM**

Q6. Please read the following list of several things that people have said about the benefits system. Using the following scale, could you tell me how far you agree or disagree with each statement?

***ROTATED. SINGLE CODE***

Agree strongly  
Agree slightly  
Neither agree nor disagree  
Disagree slightly  
Disagree strongly  
DON'T KNOW

***STATEMENTS ROTATED***

...the chances of getting caught abusing the benefits system are slim  
...if people do get caught the penalties are not that bad  
...abusing the benefits system is no different to stealing  
...Benefit fraud is more difficult to get away with than it used to be  
...People who abuse the system should feel guilty about what they are doing

**ASK ALL:**

Q7. Benefit fraud is where people claim more money from benefits than they are entitled to. It can happen when someone gives false information to Jobcentre Plus or the Local Council, or does not provide them with up to date information when their lives or circumstances change.

What changes in someone's life or circumstances do you think need to be reported to Jobcentre Plus or the Local Council to avoid committing benefit fraud?

***TYPE IN – OPEN-ENDED***

**ASK KEY BENEFIT CLAIMANTS ONLY (S1 CODES 1,2,3 AND 7)**

Q8a

Examples of changes in someone's life or circumstances that would need to be reported are:

- when a partner moves in
- any changes in their work (e.g. starting a job when they weren't working before, taking on extra hours at work)
- any income they might get from casual or occasional work

If there was a change in your life or circumstances, how likely would you be to tell Jobcentre Plus or the Local Council straight away?

***ROTATED. SINGLE CODE***

Definitely would,  
Probably would,  
Probably would not,  
Definitely would not,  
Don't know

**ASK ALL:**



Q8b

If you knew that a neighbour was claiming more money from the benefits system than they were entitled to, how likely would you be to report them to Jobcentre Plus or the Benefit Fraud Hotline?

***ROTATED. SINGLE CODE***

- Definitely would
- Probably would
- Probably would not
- Definitely would not
- Don't know

**This is the end of the self-completion section; PLEASE NOW HAND THE LAPTOP BACK TO THE INTERVIEWER**

**ASK ALL:**

Q9a. What punishment do you think someone is likely to receive, if they get caught claiming more money from benefits than they are entitled to?

***DO NOT PROMPT, CAN MULTI CODE***

- Imprisonment / prison sentence
- Criminal record
- Community Service
- A taped interview under caution
- A fine
- Paying back overpayment of benefits
- Loss of all future benefits
- Reduction in future benefits
- Having their name made public (e.g. in local press)
- Having their home or possessions taken away
- No punishment at all
- Other (specify)
- DON'T KNOW

Q9b. And which of the following punishments do you think should be the maximum penalty for someone caught claiming more money from benefits than they are entitled to?

***SHOW CARD D, SINGLE CODE***

1. Imprisonment / prison sentence
2. Criminal record
3. Community Service
4. A taped interview under caution
5. A fine
6. Paying back overpayment of benefits
7. Loss of all future benefits
8. Reduction in future benefits
9. Having their name made public (e.g. in local press)
10. Having their home or possessions taken away
11. No punishment at all

DON'T KNOW

**ASK ALL:**

Q9c.

1. What percentage of people caught claiming more money from benefits than they are entitled to, do you think are taken to court?

- II. What percentage of people caught claiming more money from benefits than they are entitled to, do you think are convicted, i.e. receive a fine or Community Service?
- III. And what percentage of people caught claiming more money from benefits than they are entitled to, do you think get the maximum penalty, which is imprisonment?

**SHOW CARD E. SINGLE CODE**

01. None
02. Less than 5%
03. Between 5-10%
04. Between 11-20%
05. Between 21-50%
06. More than 50%

DON'T KNOW

**E: AWARENESS OF BENEFIT FRAUD ADVERTISING / PUBLICITY**

Q10a. Have you seen or heard anything recently about people who claim more money from benefits than they are entitled to?

- Yes  
No

**ASK ALL.**

Q10c. Can I just check, have you seen or heard anything about people claiming more money from benefits than they are entitled to, in any of these places recently?

**SHOW CARD F. CAN MULTICODE**

01. TV advert at home
02. TV programme
03. Newspaper
04. Magazine
05. Radio
06. Poster on bus
07. Poster in Benefits Office/Job Centre/Social Security office/Council office
08. Poster site/billboard/bus shelter
09. Poster in a washroom/ pub toilet
10. Poster in a phone booth
11. Poster elsewhere
12. Leaflet in Benefits Office/Job Centre/Social Security Office/Council office
13. Told by staff in Benefits Office/Jobcentre/ Job Centre Plus/Social Security Office/Council office
14. Internet  
Elsewhere (please specify)  
DK/CR

NONE OF THESE

**IF NO AT Q10a AND DK/CR or NONE AT Q10c SKIP TO Q11**

Q10d. You said you had seen or heard publicity or advertising. Please can you describe this to me?

***PROBE FULLY***

***INTERVIEWER - YOU MUST RECORD AS MUCH DETAIL AS POSSIBLE HERE, ESPECIALLY IN TERMS OF WHAT THE ADVERTISEMENT LOOKED LIKE AND WHAT IT SAID***

*What did it look like?*

*What did it show or say?*

(write in)

Q10e. What do you think was the main message of this publicity or advertising?

**PROBE FULLY:** What do you think it was trying to tell you?

*(write in)*

Q10f. Can you remember any slogan from this publicity or advertising?

***DO NOT PROMPT. MULTI CODE***

"It's not 'if' we catch you, it's 'when'"

'And they thought they'd never be caught"

'We're closing in'

"Targeting benefit **thieves**"

'No Ifs, No Buts'

Any mentions of "Targeting Benefit **Fraud** / We're on to you"

Other (specify)

Don't know / can't remember

---

**ASK ALL:**

I'd now like to show you some different advertisements. For each one, please could you tell me if you have seen it before.

***ROTATE ORDER OF PRESENTATION OF ADVERTISEMENTS***

Q11a. Have you seen this TV advertisement before?

Interviewer: If respondent requests Welsh language version please select Welsh, if not please select English.

Welsh language version

English version

**SHOW 1 X 30 SECOND AD (ALL TO GET THE SAME AD)**

Yes

No

DON'T KNOW / CAN'T RECALL

READ OUT: We are now going to listen to a radio advert.

Interviewer: If respondent requests Welsh language version please select Welsh, if not please select English.

Welsh language version  
English version

Q12. Have you heard this radio advertisement before?

**(MULTIMEDIA – approx 30 seconds length)** 2 x RADIO ads (1 per respondent – half get each ad; rotate for each respondent)

Yes  
No  
DON'T KNOW / CAN'T RECALL

Q12b. Can I just check, have you heard another similar radio ad recently which features a <man/woman> (as appropriate) talking about benefit fraud?

***CAPI NOTE – ROTATE BASED ON WHETHER MALE OR FEMALE RADIO AD WAS PLAYED AT Q12***

Yes  
No  
DON'T KNOW / CAN'T RECALL

**SHOW COLOUR PROMPT Q13 - POSTERS ("He", "She", "They")**

Q13. Have you seen any of these adverts recently?

IF NECESSARY: YOU MAY HAVE SEEN THE SAME IMAGE IN A DIFFERENT SHAPE ON THE SIDE OF A BUS  
COLOUR PROMPT Q13. IF INTERVIEWING IN WALES PLEASE ALSO SHOW WELSH LANGUAGE VERSION

MULTICODE

Yes – A (He)  
Yes – B (She)  
Yes – C (They)  
Yes – not sure which  
Not seen any  
Don't know / Can't recall

**QUESTION 13b IS ASKED EITHER ABOUT THE TV AD (after 11a), ABOUT THE RADIO AD (after Q12), OR ABOUT THE POSTERS (after Q13). CAPI WILL SELECT AT RANDOM WHERE THIS QUESTION IS ASKED.**

Q13b To what extent do you agree or disagree that this ad [if asked about TV or radio ad] / these ads [if asked about poster ads] would put you off claiming benefits, even if you might be entitled to them?

**SHOWCARD G**

01. Agree strongly
  02. Agree slightly
  03. Neither agree nor disagree
  04. Disagree slightly
  05. Disagree strongly
- DON'T KNOW (NOT ON SHOW CARD)

**SHOW COLOUR PROMPT Q14 – ONLINE ADS**

Q14. Have you seen any of these advertisements on the internet recently?

- Yes – seen any of A
- Yes – seen any of B
- No - not seen any
- Don't know / Can't recall

Q15. Now thinking about all of the ads I have shown you, which of the following things do you think these advertisements on benefit fraud were trying to tell you?

**SHOWCARD H. CODE ALL THAT APPLY**

- 01....Abusing the benefit system is a crime
- 02....The penalties for benefit fraud are not worth the risk
- 03....It is easy for benefit fraud to be detected
- 04....Lots of people get caught for benefit fraud
- 05....The Government is cracking down on benefit fraud
- 06....If you commit benefit fraud you will get caught
- 07....There are no excuses for committing benefit fraud
- 08....Benefit fraud is a form of theft
- 09....Not informing Jobcentre Plus or the Local Council of a change in your circumstances is breaking the law
- DON'T KNOW / UNSURE

Q16. How much do you agree or disagree with these things that other people have said about these ads?

**READ OUT. ROTATED. SINGLE CODE**

These ads ...

- ...told me something I didn't know before
- ...are aimed at people like me
- ...are irritating
- ... **ASK KEY BENEFIT CLAIMANTS ONLY (S1 CODES 1,2,3 AND 7)** made me more likely to remember to tell Jobcentre Plus or the Local Council if my circumstances ever change
- ...are everywhere and I'm bored of seeing them
- ...made me realise benefit fraud is more serious than I had previously thought
- ...made me realise chances of getting caught are far greater than I had previously thought
- ...won't stop people from committing benefit fraud
- ...made me more likely to call the benefit fraud hotline if I think someone is claiming more from benefits than they are entitled to
- ...made me realise what happens to people when they get caught
- ...made me more aware of the range of punishments available for those who commit benefit fraud
- ... showed people who look like my friends or family or people who live around here
- ... **ASK NON-KEY BENEFIT CLAIMANTS ONLY (S1 NOT CODES 1,2,3 OR 7)** would put me off claiming benefits, even if I might be entitled to them
- ... **ASK KEY BENEFIT CLAIMANTS ONLY (S1 CODES 1,2,3 AND 7)** have put me off putting in a new claim for benefits, even if I might be entitled to them

**SHOWCARD I. SINGLE CODE**

- 01. Agree strongly
- 02. Agree slightly
- 03. Neither agree nor disagree
- 04. Disagree slightly
- 05. Disagree strongly
- DON'T KNOW (NOT ON SHOW CARD)

**F: CLASSIFICATION**

*I now just have a few classification questions I would like to ask you.....*

**C1. CODE SEX OF RESPONDENT (DO NOT ASK!)**

- Male
- Female

C2. (Marital status): Are you ....

**READ OUT. SINGLE CODE**

- Married
- Living with partner
- Single
- Widowed
- Separated
- Divorced

**ASK ALL:**

C5. And what is YOUR working status?

**SHOWCARD K. SINGLE CODE**

- 1. Employee full time (30+ hours)
- 2. Employee part time (8-29 hours)
- 3. Self-employed full time (30+ hours)
- 4. Self-employed part time (8-29 hours)
- 5. Still at school
- 6. In full time higher education
- 7. Retired
- 8. Not able to work
- 9. Unemployed and seeking work
- 10. Not working for other reason

C6. How many ADULTS (that is people aged 15 and over) are there in your household altogether, including you?

*1, 2, 3, 4, 5+*

C7. And how many children under the age of 15 are there in your household?

*0, 1, 2, 3, 4, 5+*

**IF NONE, SKIP TO C9**

**ASK FOR EACH CHILD AT C7, UP TO FIVE IN TOTAL:**

C8. COLLECT AGE OF EACH CHILD (UNDER 15), STARTING WITH THE ELDEST:

**RECORD AGE (0-14)**

**INTERVIEWER NOTE: IF CHILD UNDER 1 YEAR OLD, CODE AS 0**

C8b Are you the parent of all the children in your household? This can include any stepchildren.

***PROBE TO CORRECT PRECODE, SINGLE CODE***

Yes – all children are own

No – none of the children are own

Yes – some children are own

**ASK ALL:**

C9. Please tell me whether your home is ....

***INTERVIEWER NOTE: Please note that if respondent lives with parents, we still need to know the tenure. Only code 'Other' as last resort***

***READ OUT. SINGLE CODE***

Being bought on a mortgage

Owned outright by household

Rented from Local Authority

Rented from private landlord

Rented from Housing Association

Other (specify)

C10. Which of the following groups would you say applies to you?

***SHOWCARD L. SINGLE CODE***

01. White
02. Black – Caribbean
03. Black – African
04. Black – Other
05. Indian
06. Pakistani
07. Bangladeshi
08. Chinese
09. Other Asian
10. Any other ethnic group

REFUSED

C11. I would now like to ask you about the member of your household who is the person with the largest income, whether from employment, pensions, state benefits, investments or any other source?

Are they/you .....

***READ OUT. SINGLE CODE***

Working (either full or part time)

Retired/Not working with private pension/means **ASK OCCUPATION**

Unemployed less than 6 months

-----  
Unemployed more than 6 months **CODE AS "E"**

Retired with STATE BENEFIT ONLY

Not working with STATE BENEFIT ONLY

-----  
Student **CODE AS "C1"**

OCCUPATION OF CHIEF INCOME EARNER : Job Title/Description/Industry/Number employed/Qualifications Industry.

If manager/Supervisor/Self-Employed Number of People Responsible for.

***CODE SOCIAL GRADE:***

A  
B  
C1  
C2  
D  
E

**THANK & CLOSE**