

Passenger perceptions of personal security on the railways

May 2016



1. Introduction

Since 2009, when we first published *Passenger perceptions of personal security on the railways*, much has been done by the industry to try and improve personal security for both passengers and staff. We are pleased to report that those efforts appear to have had a positive impact, as there has been a continuous trend of improvement in passenger satisfaction both at stations (71 per cent¹) and on the trains (78 per cent²).

However, passengers continue to emphasise the importance of a visible staff presence on the railway and the concern it causes when it is not there. For this reason Transport Focus is a strong supporter of a visible staff presence across the network throughout the working day. It provides important reassurance, helping enhance passenger perceptions of personal security and acts as a deterrent to crime and disorder.

To do this, staff must be both visible and approachable. They need to engage with passengers. Where staffing is not feasible improvements can be made through a combination of good design and technology, for example station design and lighting, CCTV and help points.

The gap in satisfaction when comparing security attributes and overall journey satisfaction is now much narrower than it was in 2009 and the number of passengers saying that they have had cause to be concerned for their personal security has been reduced.

Younger passengers are now also less likely to report elevated levels of concern, while the differences in experience between those travelling during the day and in the evening are less stark. To some extent this is reflected by figures in the British Transport Police's (BTP) 2014-15 annual report. It highlighted an 11th successive drop in crime on Britain's rail network - with only 25 crimes per million passengers reported.

While all of the above represents a significant step forward, anti-social behaviour on the network still causes a significant amount of concern and discomfort to passengers and we would urge the industry to continue to work together to tackle this. Particularly important is identifying the most appropriate, and proportionate, way of dealing with passengers 'under the influence'.

¹ National Rail Passenger Survey Autumn 2015, Transport Focus, 2016

² National Rail Passenger Survey Autumn 2015, Transport Focus, 2016

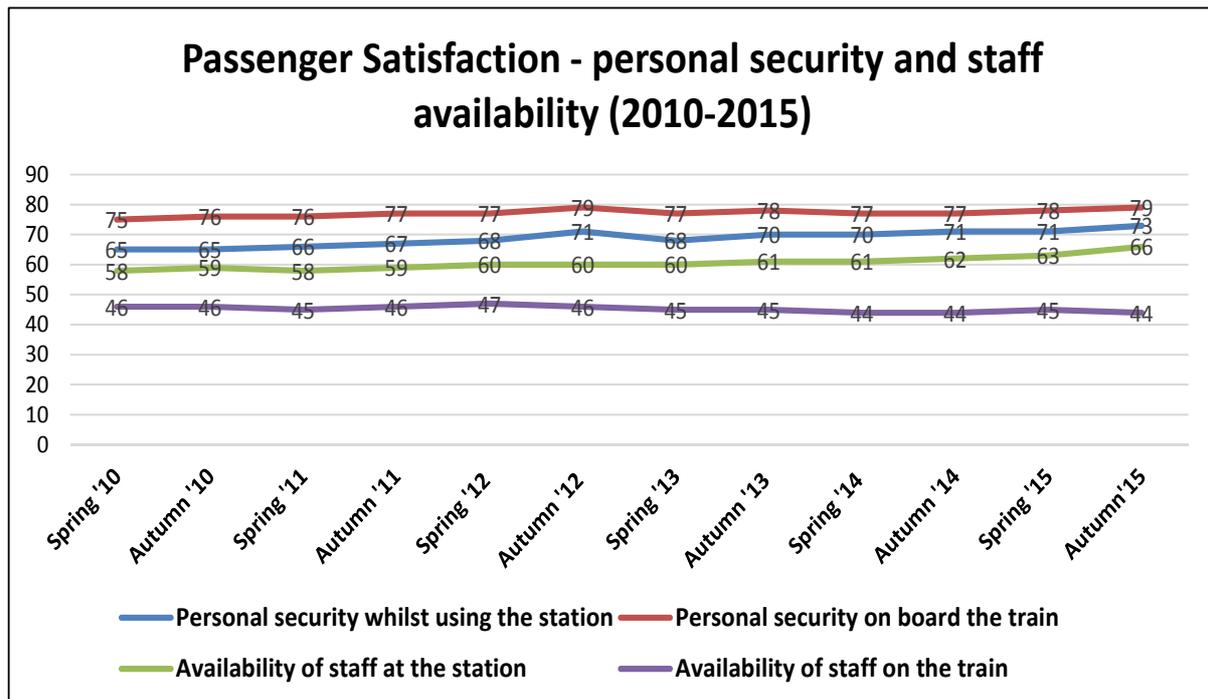
In many instances the problems that cause discomfort to passengers, such as rowdy behaviour, do not get recorded as a crime; but that makes them no less important in terms of the impact they have on helping form passengers' perception of the railway.

In many walks of life there can often be a gap between someone's general perception of an issue and their actual experience. Crime might be relatively low on the railway, but the perceptions of passengers can be very different. This report attempts to set out what passenger perceptions are and how they have changed since 2009.

To put some of the changes into context Transport Focus has spoken to a small selection of train operators to see what measures they have been taking to address the concerns of passengers. Although the train operators that we spoke to have seen some of the biggest improvements in personal security satisfaction scores we are not attempting to provide a 'best practice guide', merely highlight some of the initiatives that have been introduced.

2. Passenger satisfaction with personal security

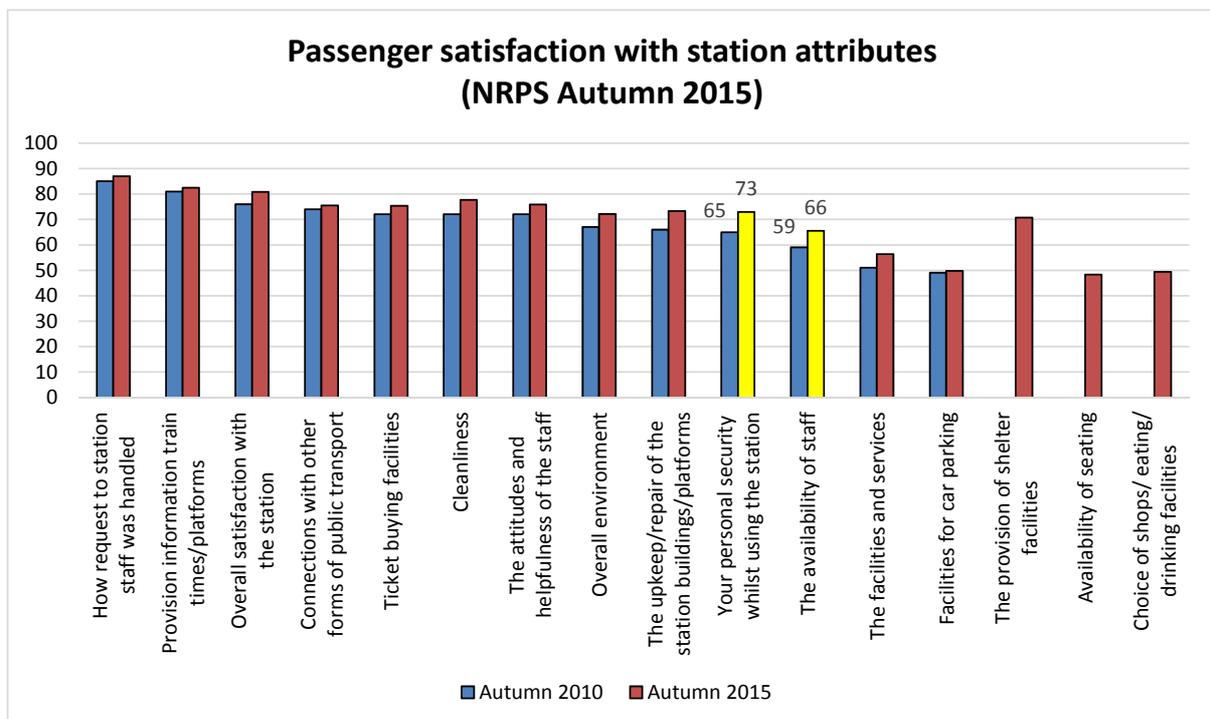
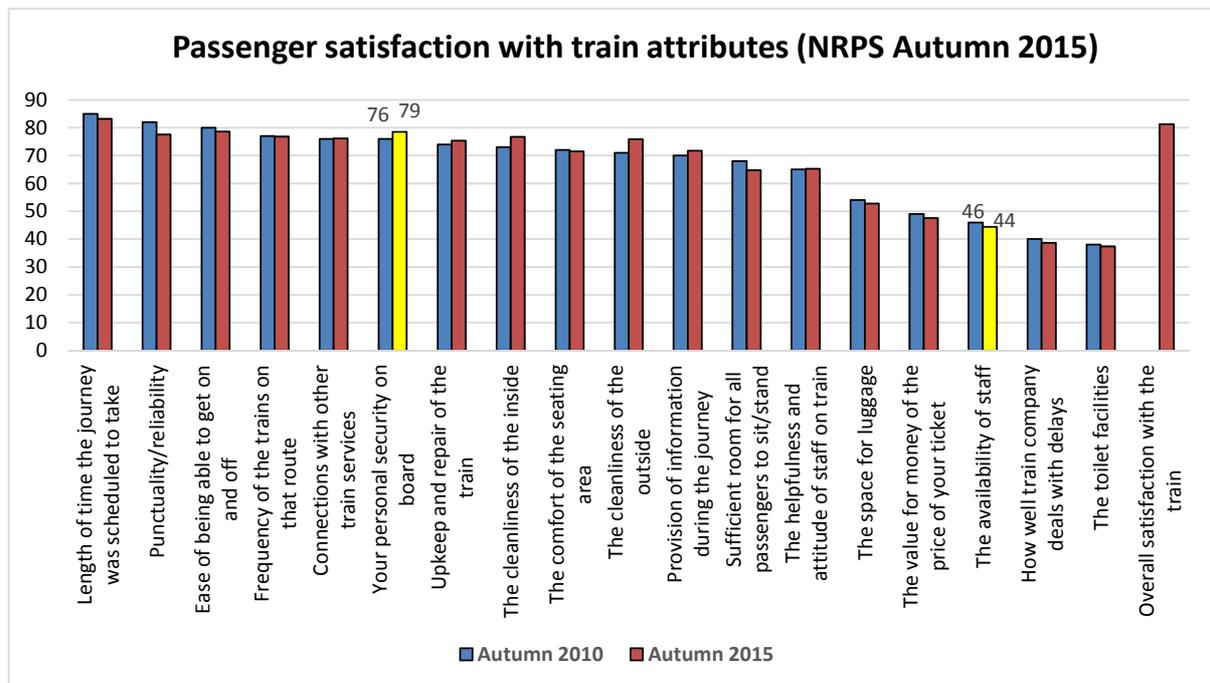
In our previous report Transport Focus revealed that the four years prior to autumn 2008 had seen an improvement in passenger satisfaction with security. We are pleased to say that that trend of improvement has continued, peaking in autumn 2012 following the Olympic Games and Paralympics, which saw unprecedented numbers of staff/police/volunteers travelling on trains and providing assistance at stations.



Source: National Rail Passenger Survey (NRPS)

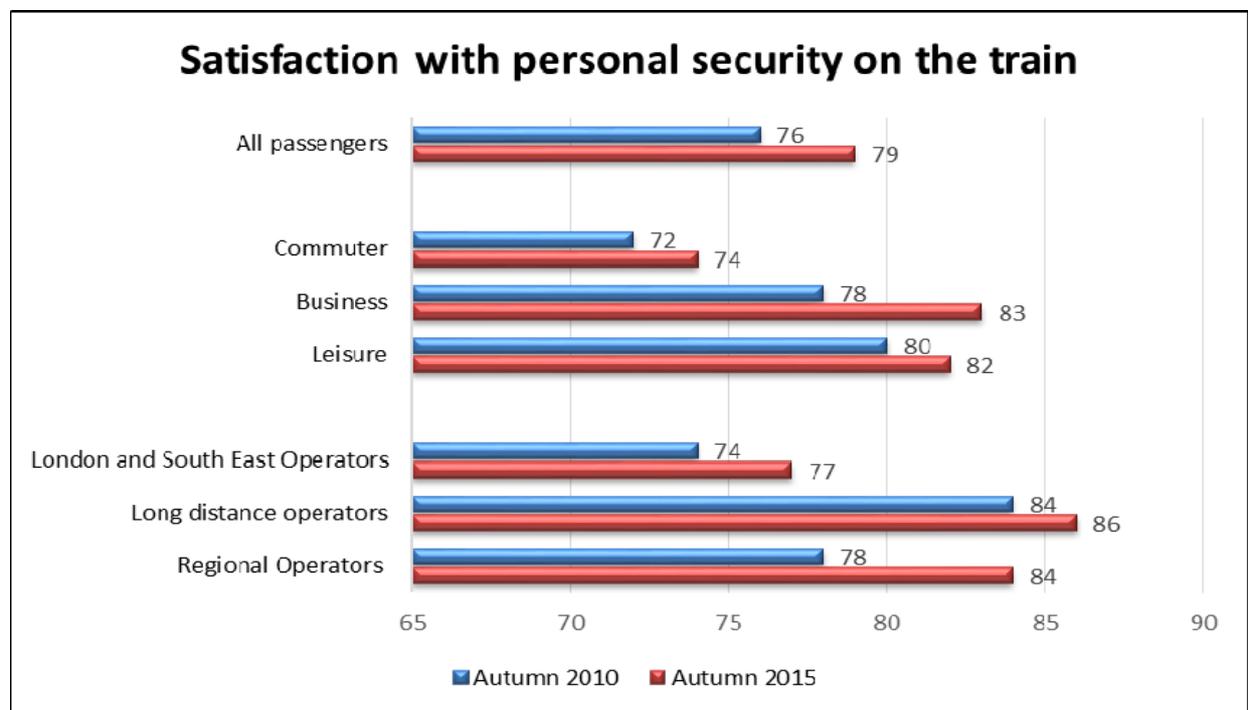
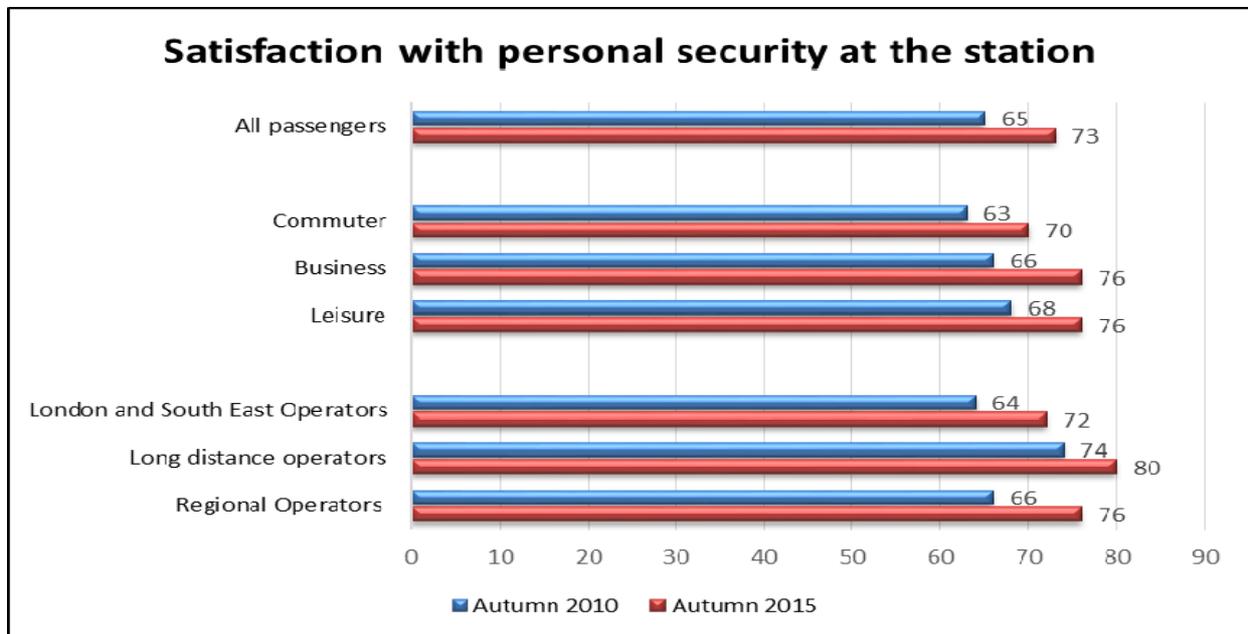
Since autumn 2012 satisfaction levels have dropped fractionally but remain much improved when compared to earlier waves of the National Rail Passenger Survey. In spring 2009 satisfaction with security at stations (63 per cent) and on trains (72 per cent) was well below overall satisfaction with the journey (81 per cent). In spring 2015 that gap narrowed; satisfaction with security at stations stood at 71 per cent, 9 percentage points below overall satisfaction (80 per cent) while personal security on board the train was just 2 percentage points below (78 per cent). This represents a significant step forward and suggests that the efforts of the industry have been paying off. However, we would urge train operators not to take their eye off the ball, as there is still much that could be done to improve passenger satisfaction with personal security.

In 2009 Transport Focus revealed that one of the key areas of concern for passengers was the anti-social behaviour of other passengers and the lack of visible staff across the rail network; particularly so when travelling after dark. Using the latest NRPS figures from spring and autumn 2015, this report will demonstrate that despite a slight improvement in the availability of staff at stations and on trains, some of those concerns remain.



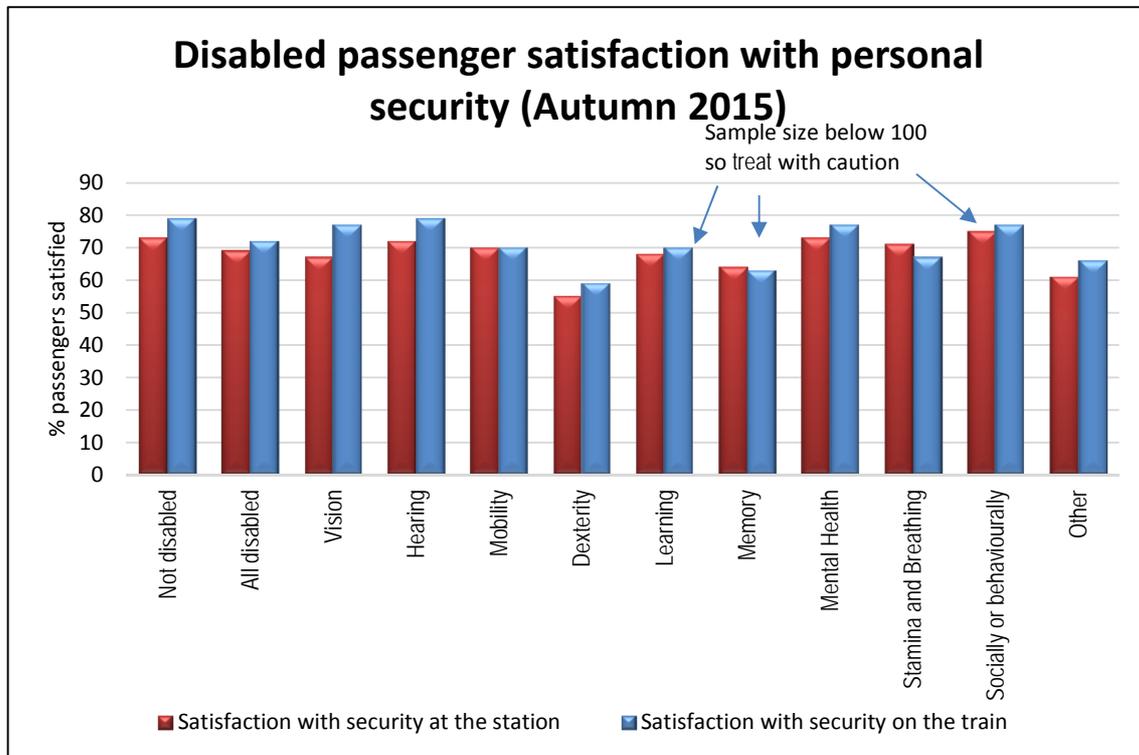
Which passengers are least satisfied/most concerned?

Passengers who travel most frequently, and in London and the south east continue to be the least satisfied with personal security both at the station and on the train.



Source: National Rail Passenger Survey (Autumn 2015)

Looking at the demographics of NRPS respondents reveals that there are few significant differences in terms of satisfaction with personal security between the age groups and sexes, though those aged over 65 tend to be the most satisfied. The exception, however, are the satisfaction scores given by those passengers with a disability which are significantly different.



Source: National Rail Passenger Survey (Autumn 2015)

Generally speaking disabled rail passengers tend to have equal or even higher levels of satisfaction with a wide range of train and station attributes, but not when it comes to satisfaction with personal security, which is lower. The same is true of disabled bus passengers when rating buses and bus stops³. This is particularly the case for those passengers who classify themselves as having a learning disability. In our 2016 report on bus passenger priorities for improvement⁴, those who considered themselves to have a high-impact disability⁵ put efforts to tackle anti-social behaviour at the top of their list, while non-disabled passengers placed it fifth. Similarly those with a high-impact disability placed better security at bus stops, so people feel safer waiting for buses, seventh, while non-disabled passengers placed it eleventh.

³ *Bus Passenger Survey 2015*, Transport Focus (2016)

⁴ *Bus passenger priorities for improvement*, Transport Focus (2016)

⁵ Bus passengers were asked whether they had a condition or illness that had an adverse effect on their ability to make a bus journey (yes a lot, yes a little, or not at all)

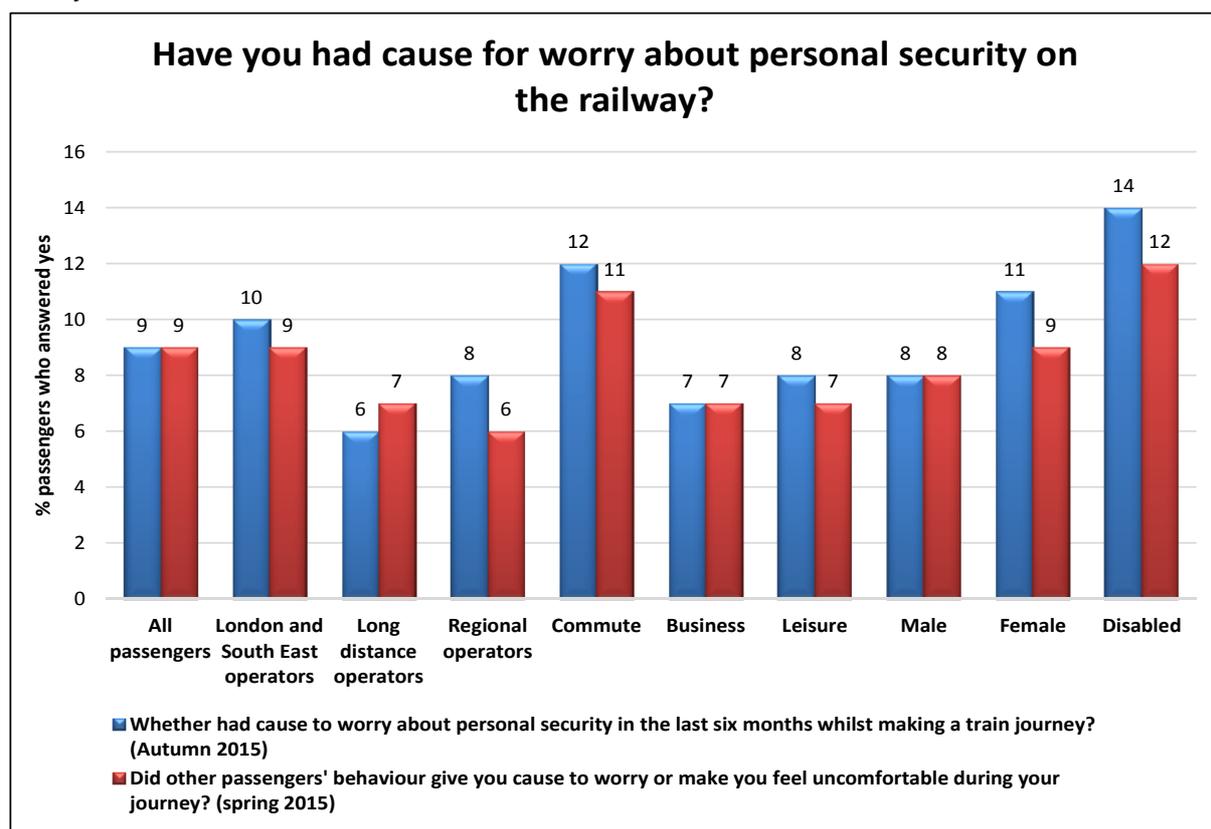
The level of concern

The 2009 report highlighted that those passengers aged between 16 and 25 were most likely to report crime on the railway and that young men from the same age bracket were most likely to be victims of crime and robbery. This was supported by work by the Rail Safety and Standards Board (RSSB)⁶ that confirmed schoolchildren and male students were particularly worried about the possibility of being assaulted. The greatest fear across all groups was of being robbed.

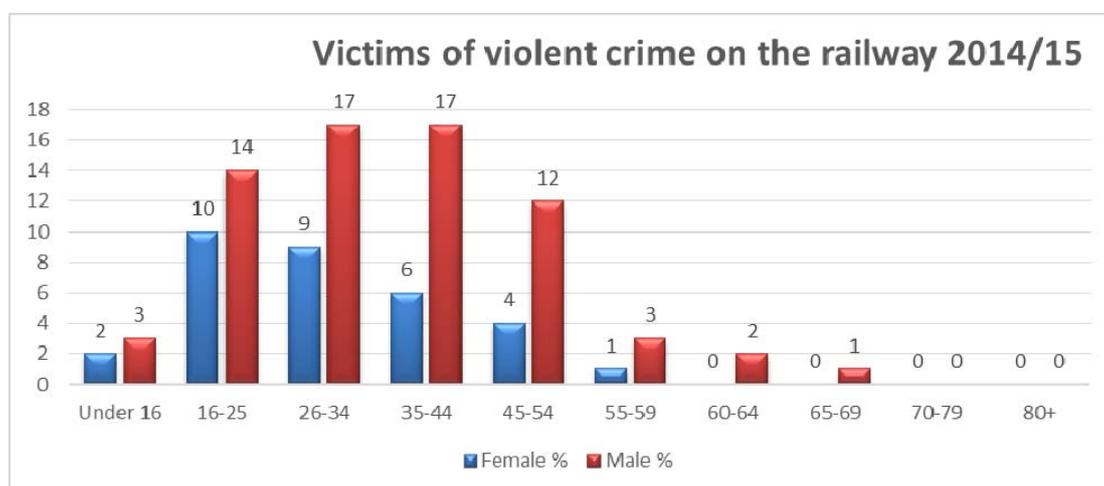
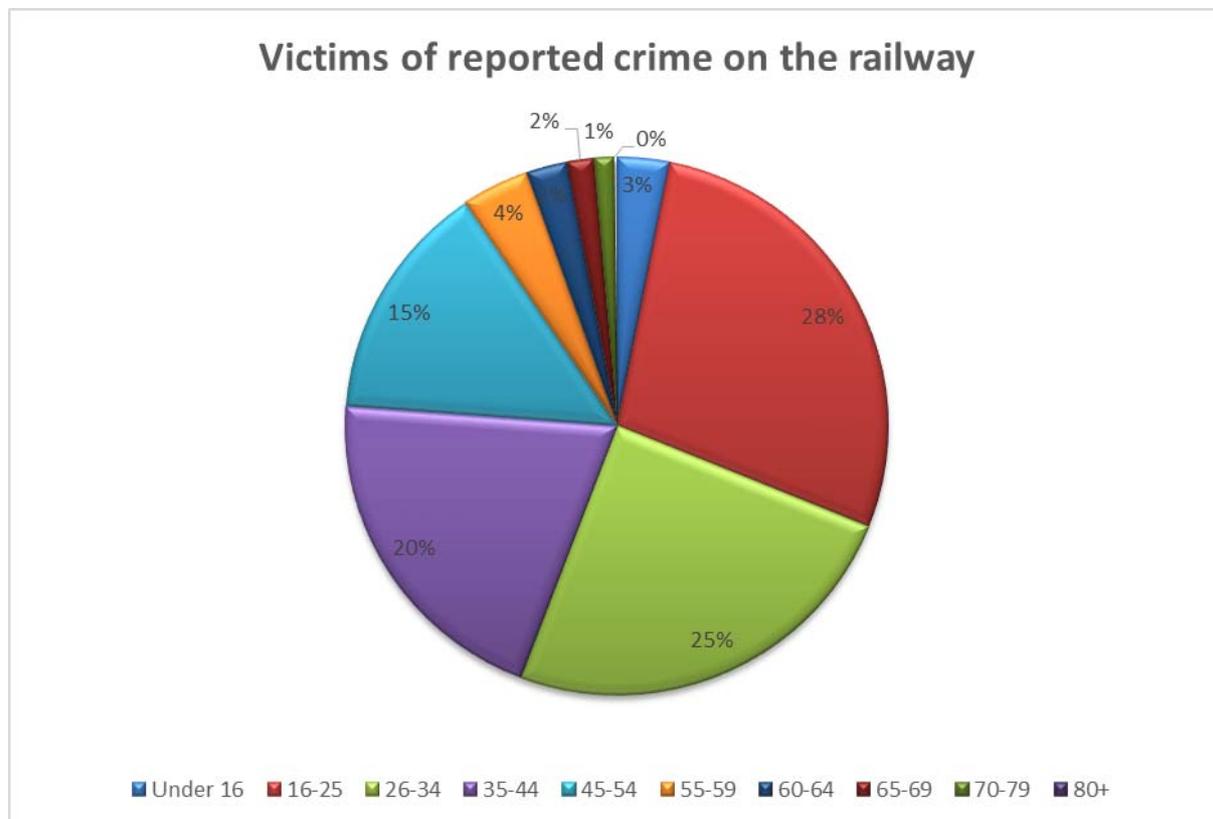
The same RSSB work also confirmed that fear of being robbed and concern about sexual assault is disproportionately high for women. Satisfaction with the actual journey might generate some favourable scores, the fear of crime/perceptions and experiences of some groups while travelling might paint a slightly different picture.

In every autumn wave of the NRPS passengers are asked whether, when travelling by train, they have had cause to worry about their personal security in the last six months. In 2009 the figure was as high as 19 per cent, so roughly one in five passengers. In 2015 the number had dropped significantly to 9 per cent, suggesting that the industry's efforts to tackle this issue are beginning to make an impact.

In the spring wave a slightly different question is asked in NRPS, in order to gauge whether the same level of concern existed on the journey just undertaken rather than in last six months – the results being less likely to be influenced by other factors such as reports of major incidents in the press over the preceding six months. This question asked whether the behaviour of other passengers had 'given them cause to worry or feel uncomfortable'.

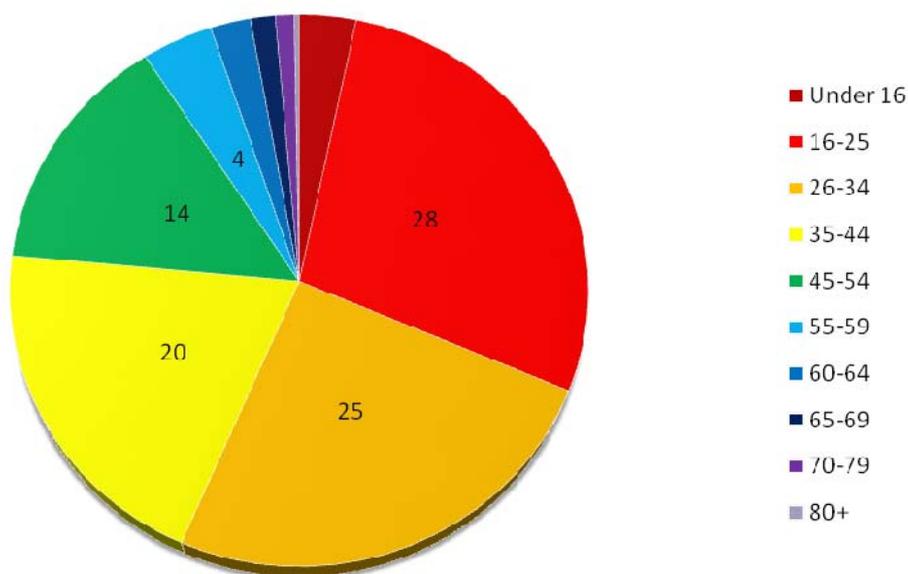


In previous waves of the satisfaction research we have seen raised levels of concern among younger passengers (16-25). To some extent this reflects the fact that it is the same age group who are most likely to be a victim of crime in general⁷.



⁷ BTP crime figures for 2013/14, supplied by the British Transport Police

Victims of reported crime on the railway



However, the latest spring results (Spring 2015) show a narrowing of the age gap, with those aged between 16-25 recording broadly the same level of concern as other passengers.

Did other passengers' behaviour give you cause to worry or make you feel uncomfortable during your journey?

(National Rail Passenger Survey Spring 2014 and 2015)

% saying yes

Age group	16-18	19-25	26-34	35-44	45-54	55-59	60-64	65-69	70-80	81+
2014	19	13	14	12	11	10	11	10	12	5
2015	11	10	9	9	9	8	9	7	7	5

CitySafe railway stations

A number of stations in central (Victoria and Euston) and south east (Lewisham, Woolwich, and Hither Green) London have become part of the CitySafe campaign. This is a community campaign, which sees shops and public buildings offer their premises as places of refuge for young people in danger.

Each station displays signage to indicate to commuters and younger people that it is a CitySafe Haven; training is provided to staff by London Citizens. Staff are encouraged to build up relationships with local teenagers as part of the initiative.

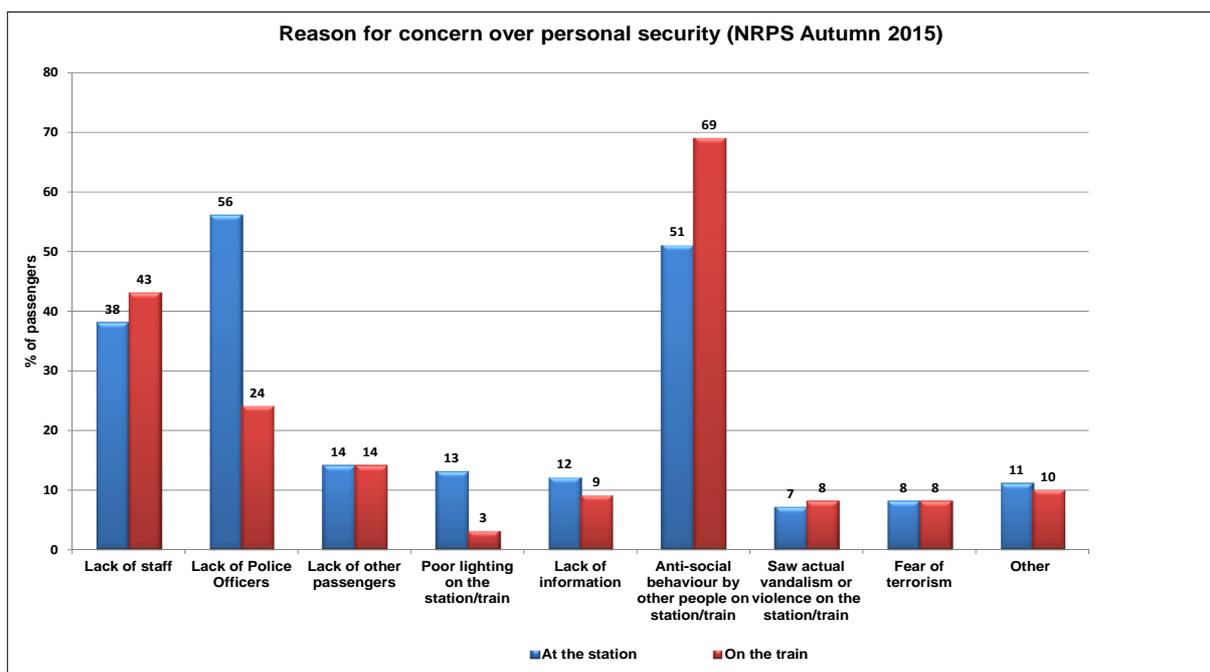
Operators of the stations sign up to a CitySafe Charter, pledging to provide temporary shelter to anyone in immediate danger and report 100 per cent of crime to the police. In turn each station is supported by a local organization that is a member of London Citizens. Volunteers and students make regular visits to the stations, get to know staff and work with them to address any recurring issues. The campaign was inspired by 16 year old Jimmy Mizen, who was murdered in a bakery in Lee, in 2008. The Mizen family worked with London Citizens to spread CitySafe to over 350 locations across the capital.

<http://www.citizensuk.org/>

3. What gives passengers cause for concern?

While there has been a definite improvement in passenger satisfaction with personal security, and the number of passengers reporting concerns has declined, security still clearly has an impact on the experience and confidence of passengers when travelling across the rail network. It is therefore important to revisit why some passengers remain concerned, and what problems are being experienced day-to-day. Only through doing this is it then possible to identify what areas the industry should continue to target.

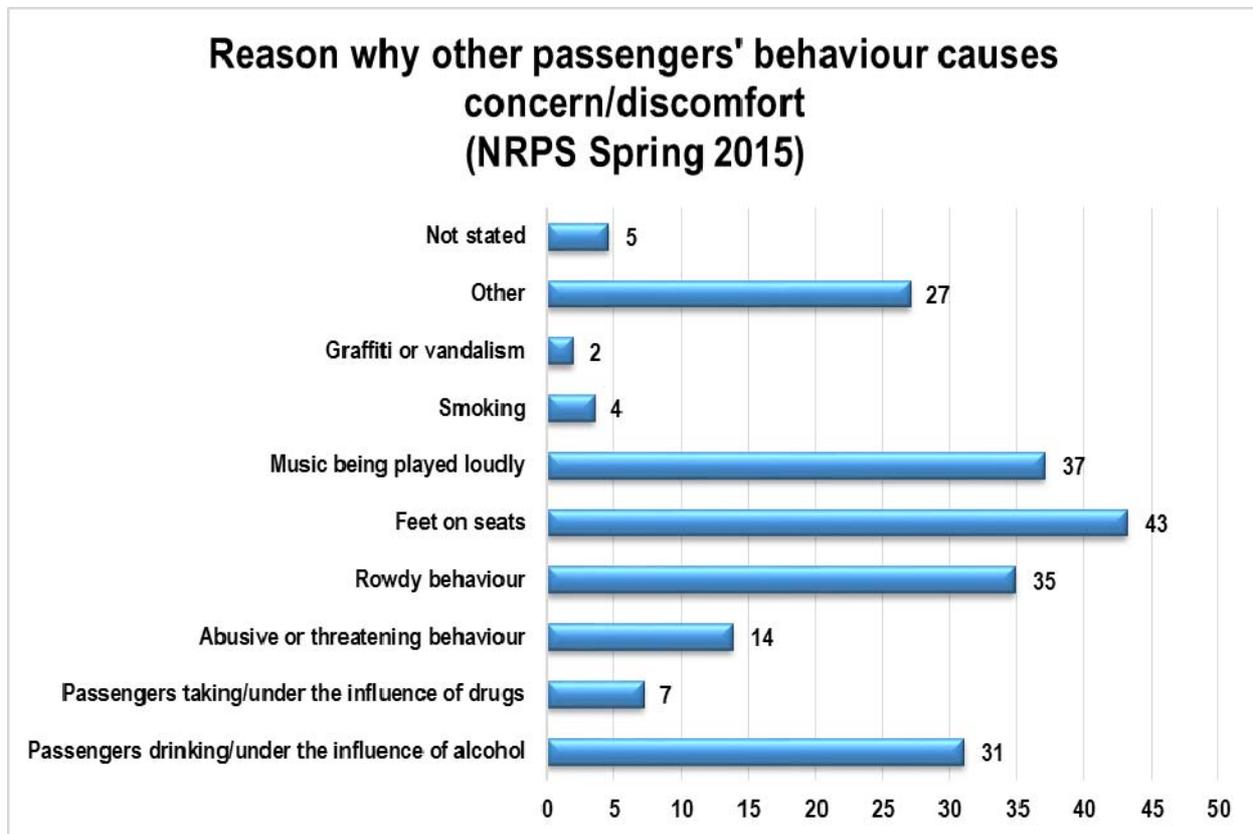
In 2009 Transport Focus reported that anti-social behaviour (ASB) and the lack of staff were the principal reasons behind passengers being concerned for their personal security. While there has been a slight reduction in the number of passengers attributing their concerns to ASB and a lack of staff, both factors still feature heavily in the Autumn 2015 results of NRPS both on the train and at the station.



In the spring wave of research we dig a bit deeper into anti-social behaviour and ask people who are concerned what it is that actually causes this concern.

Of those passengers that actively voiced concern about their personal security/comfort while travelling by train, the majority attributed that concern to relatively low-level acts of anti-social behaviour such as rowdy behaviour (35 per cent), feet on seats (43 per cent) and passengers drinking/under the influence of alcohol (31 per cent). So anti-social behaviour continues to be a significant factor in generating passenger concern. This was confirmed in a survey carried out by the British Transport Police, where 20 per cent of those surveyed suggested it should be

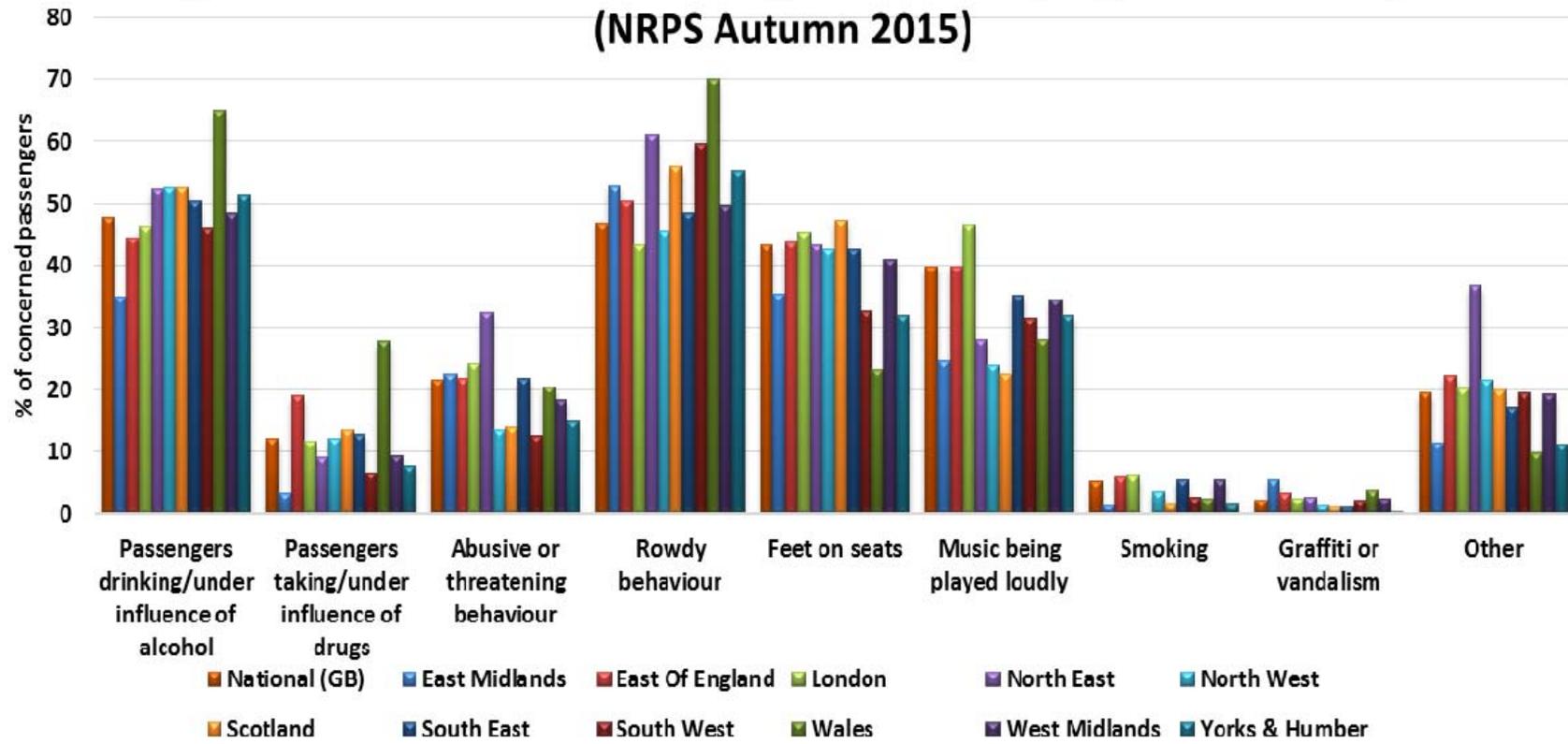
'the' policing priority. Second was providing a greater uniformed presence on evening or late-night trains (14 per cent), followed by the general visibility of uniformed officers (11 per cent)⁸.



As the NRPS is carried out across Great Britain it is possible to see how those factors might take on more or less significance in different regions. By looking at the results in each region and country it is possible to see that concerns about passengers 'under the influence of alcohol' were significantly higher than the overall average (31 per cent) in Wales (61 per cent). Concerns about rowdy behaviour were higher than average (35 per cent) in East Midlands (58 per cent), Yorkshire and Humber (53 per cent) and the North East of England (52 per cent). Concerns about music being played too loudly were particularly higher than the average (37 per cent) in the East of England (49 per cent).

⁸ BTP 2014 Public Consultation Survey, British Transport Police, 2015

Types of behaviour to cause worry/discomfort by region and country (NRPS Autumn 2015)



Feet on seats

On first thought, passengers putting their feet on seats would not seem too serious a crime but rather low-level anti-social behaviour. Bus passengers often tell us that they find it both intimidating and confrontational – it interferes with the comfort of their journey. There is also a significant cost to the operator who has to clean and replace the seat fabric more regularly. Reacting to feedback from passengers and research, including from Transport Focus, Merseyrail took the decision to crack down on passengers putting their feet on seats, using the current byelaws to underpin its initiative. Using byelaw 6.8 “No person shall molest or wilfully interfere with the comfort or convenience of any person on the railway” Merseyrail mounted a large publicity campaign warning that passengers found to be placing their feet on seats would be prosecuted. Posters to such effect, making it clear that this extends to any part of the seat frame, are placed on each Merseyrail train.

The behaviour of passengers is monitored by ‘Byelaw Enforcers’ (provided by Carlisle Security, contracted by Merseyrail) who patrol the network and take footage using cameras attached to their uniforms of people committing offences, such as feet on seats. The footage is then used in order to support prosecutions. First-time offenders are given the opportunity to accept their guilt and close the matter by way of an administration charge currently standing at £50, thus avoiding court proceedings. However, passengers can be prosecuted. This is more likely if they have a previous conviction for similar offences, or they have previously been warned for a similar offence, or use abusive language or behave threateningly towards any person on the railway.

If a passenger fails to pay the administrative penalty before the court date, their case will go through the prosecutions process. If found guilty of a byelaw offence the passenger could face a fine of up to £350, plus additional court costs. Merseyrail has worked closely with the Crown Prosecution Service and magistrates in order to ensure that the impact of ‘feet on seats’ on passengers is understood.

Alcohol on trains

Merseyrail - ‘fit to travel’ and alcohol ban

In January 2012 Merseyrail brought a number of different initiatives under a single banner called the ‘TravelSafe’ campaign, with a direct focus on dealing with vulnerable or intoxicated passengers travelling on the network. The main objective being to prevent accidents from occurring by turning away people who are clearly

unfit to travel from boarding services. Since then Merseyrail staff have been encouraged to be proactive in making an assessment of a customer's fitness to travel and to act as soon as it becomes clear that a passenger is 'unfit' and causing a safety risk. To make passengers aware of the changes there was a large publicity campaign and passengers were directed to changes in the Merseyrail Passenger's Charter, highlighting the conditions they were expected to conform to when travelling on the network. Passenger communications were designed to drive down the number of passengers unfit to travel from entering Merseyrail stations and trains.

In cases where staff do not consider it appropriate to intervene themselves, such as the reason why the passenger is being aggressive/abusive, they are encouraged to fall back on Carlisle Security (employed by Merseyrail) and the British Transport Police.

Before the initiative was rolled out staff were given guidance that there would be situations when they would be required to assess passengers' fitness to travel and refuse entry. All front-line staff received refresher training and briefings that covered:

- identifying vulnerable passengers through illness or intoxication
- communication and defusing confrontation
- appropriate options that can be used to reduce conflict
- effective enforcement of Passenger's Charter.

Additional Carlisle Security staff and BTP support were bought in for the first four months of the campaign.

The guidance to staff on identifying vulnerable passengers included reference to the passenger's ability to stand steadily and unaided, aggressive behaviour, verbal abuse and general demeanour.

Although the above guidance was given, Merseyrail were ultimately reliant on the personal judgement of their staff. Initially a small number of additional Carlisle Security staff, brought in to support station staff when the policy was first introduced, and keen to do a good job, may have been a little 'overzealous' in their assessment of passengers resulting in a small number of confrontational situations involving passengers. Such passengers were adamant that they had only had a couple of drinks, and despite a smell of alcohol on their breath they felt they were fit to travel. During the first two weekends of the campaign 75 passengers were prevented from travelling on the Merseyrail network as they were judged 'unfit to travel'. As a result of close monitoring, Merseyrail identified the issue and gave further briefings to staff so that by the third and fourth weekends the number of passengers being turned away gradually declined. Where a duty of care needed to be exercised, such as when the last train home is missed, or where the individual concerned was

considered to be vulnerable, for example young, lone females, station supervisors are empowered to arrange taxis if deemed appropriate.

In most instances people were stopped and refused travel at stations, but there were also cases where 'unfit' people were safely removed from trains having already entered the system, preventing several potential safety incidents from occurring. Due to the way the incidents were handled by staff in the majority of cases, along with passengers becoming educated on the policy, Merseyrail reported that there were no reports of aggression towards any of the staff involved. The number of assaults on staff involving alcohol subsequently dropped, as did the number of trips/falls on escalators resulting from alcohol. All intelligence from the initiative is reviewed on a weekly basis, which allows necessary adjustments to be made to the locations of additional support staff.

Since January 2014 Merseyrail has banned both the consumption of alcohol on its services, and the carrying of open containers of alcohol. This was achieved through a change to the Merseyrail byelaws. The changes mean that if a passenger is observed carrying an open container of alcohol or consuming alcohol on Merseyrail trains they can be reported and prosecuted.

Scotrail ban of alcohol on services after 9pm

Scotrail bans the consumption and carrying of alcohol on trains seven days a week between 9pm and 10am (though the Caledonian sleeper is exempt). The ban also means that anyone considered unfit to travel due to alcohol will be turned away, or if they are already onboard BTP will be called to remove the person from the train. The partial ban was part of an attempt by Scotrail to drive down anti-social behaviour and improve the travelling experience for rail passengers. Scotrail chose the hours of the ban following work by BTP that identified that anti-social behaviour, fuelled by alcohol, was more prevalent later in the evening. Instances had also been recorded where people travelling home the 'morning after the night before' had been involved in accidents on the railway, where being under the influence of alcohol was a contributing factor. In the six months prior to the ban there were at least 260 occasions when British Transport Police had to respond to drink-related incidents. There were also an increasing number of trains delayed due to anti-social behaviour and at least one accident a week caused by excessive alcohol.

Anti-social behaviour tackled through partnership working

Following a rise in unsavoury incidents and increased concerns from rail staff, BTP and the RMT joined forces with Scotrail and Virgin Trains East Coast to tackle the alcohol-fuelled anti-social behaviour of some offshore workers travelling on trains to and from the north east of Scotland.

Rowdy workers, returning from a period offshore, were reportedly causing problems on trains throughout the week, often leaving staff and passengers feeling threatened and intimidated. In the six months before October 2014 BTP reported that there had been 27 incidents, resulting in reports for prosecution; more than the whole of the year to March 2014, and the total for 2012-13.

Offshore workers were reminded by both BTP and RMT that passengers and rail staff should be able to travel and work without having to suffer anti-social behaviour resulting from alcohol. They were also reminded of existing railway byelaws and the requirement on passengers to be 'fit to travel'.

In addition, alcohol was also banned on East Coast trains between Aberdeen and Newcastle on Friday mornings and BTP officers, based at Aberdeen, monitored the conduct of passengers from the offshore industry both at the station and on the train. Officers travelled on 350 trains to monitor more than 2000 workers between Aberdeen, Inverness, Dundee, Glasgow and Edinburgh.

As warnings from BTP and the train operator were heeded the conduct of offshore workers reportedly improved. BTP intends to continue to carry out high-visibility patrols at those stations where anti-social behaviour had become a problem.

First Transpennine Express – Targeted approach to dealing with hens and stags

In 2013 Transport Focus spoke to First Transpennine Express (FTPE) about its approach to improving passenger perceptions of personal security on its services. During the conversation it came to light that there had been some issues with anti-social behaviour, fuelled by alcohol, on Manchester to Middlesbrough trains, involving groups of people visiting York for the day (hen and stag dos in particular). The groups were travelling to York, drinking during the day, and then travelling back to Teeside on the last direct trains, often having a negative impact on the comfort of other passengers. In response to this FTPE took a two-prong approach:

- **Dealing with those who create the problem**

In an attempt to tackle drink-fuelled disorder in the city, York City Council introduced an alcohol exclusion zone in the city centre. This enabled police to seize alcoholic drinks in any public place inside the zone from anyone deemed to be behaving anti-socially as a result of drink. In such circumstances officers have the power to arrest people or issue fines of up to £500 if they do not comply with confiscation orders. Unfortunately from the passengers' perspective the York city centre exclusion zone did not include York railway station so FTPE, East Coast, North Yorkshire Police and the licensing authorities set up 'Operation Mayflower', designed to prevent drunken and disorderly people from entering York rail station.

There were several northbound services on which passengers regularly experienced issues of anti-social behaviour related to those who had been drinking in the city centre. In order to try and prevent this, ticket-check barriers were deployed throughout the station, allowing BTP to monitor passengers passing through. Security, revenue protection and train operator staff were also involved. No alcohol is permitted beyond the barrier points when the operation is active; members of the public in possession of alcohol are advised to deposit the items in the bin or dispose of it away from the premises.

In addition to the above, the last two trains to leave York for Middlesbrough on a Saturday night are run as 'dry trains', where no alcohol is allowed onboard. This is well publicised by the train operators, and those passengers purchasing return tickets to York, at Middlesbrough rail station booking office are given a leaflet explaining the policy and what type of behaviour is expected of passengers. Retailers at stations, on the relevant route, are also asked to check with passengers what trains they are due to catch before selling them alcohol. If the passengers are on either of the last two trains, alcohol will not be sold to them. Without such a system in place passengers could potentially purchase alcohol within the station, only then to have it taken off of them, causing much frustration and creating a potential point of conflict.

- **Giving passengers the opportunity to switch seats in order to avoid the ASB**

Although there is often limited scope in terms of capacity (free seats), FTPE staff often try to direct people to particular carriages in order to help them avoid the type of groups described above. While this isn't dealing with the problem, it is mitigating the impact that poor behaviour resulting from alcohol might have on other passengers.

Transport Focus comment

Transport Focus recognises that many people value the opportunity to have a drink on the train and that most people are able to do so without causing any problems at all. For that reason we generally have not favoured blanket alcohol bans. The main reasons are that it:

- does not target the real problem (for instance people who are already drunk and behaving badly before getting on the train)
- targets routes where there is not a problem as well as where there is
- can be a token effort unless enforced – stopping those who can drink and act responsibly while doing nothing about the minority who might well ignore the ban and continue to act anti-socially.

However, where there is a specific problem relating to anti-social behaviour caused by alcohol consumption, Transport Focus can see the argument for introducing a specific ban on alcohol in order to target that problem.

Prior to the ban Merseyrail made a good case as to why it believed the ban was an appropriate response to an identified local problem. They provided evidence and research findings that supported its proposals – showing a large number of alcohol-related problems on the Merseyrail network.

Merseyrail also used ‘trial’ versions of the ban. It introduced evening restrictions banning alcohol on stations and trains from mid-November to Christmas, at Orange Lodge parades and for the Grand National at Aintree. It hoped that such bans would lead to a reduction in alcohol-fuelled violence and assaults on the Merseyrail network. So there was a specific problem and evidence that the proposed ban would have a positive impact. The scheme was also compatible with city-wide initiatives.

Passengers are most concerned about stopping people who are already drunk or acting in a threatening way from boarding the train in the first place. It is therefore our belief that alcohol bans only work if they are effectively enforced - if passengers can flout the law at ease it will provide no deterrent. Research shows that the main way of making passengers feel more secure is through staff/police patrolling the train and the station. A high profile staff presence is essential if the ban is to be enforced and, crucially, if the benefits are to be noticed by passengers.

Our own research on anti-social behaviour asked ‘what three things would make passengers feel safer’. Not allowing drunk or rowdy people to board scored 59 per cent for Merseyrail while banning drinking on board scored 25 per cent. Staff walking through the train and a greater police visibility on trains scored 44 per cent and 49 per cent respectively. An IPSOS MORI poll - part of an RSSB project that looked at

what should be done to prevent problems on the railways caused by drunken and rowdy behaviour - found that not allowing drunk people to board was the single most popular option (24 per cent), with better police presence (15 per cent) more staff on trains (14 per cent) both coming before banning alcohol on trains (8 per cent).

Monitoring and evaluating the impact of any ban is important. For example tracking the number of alcohol-related incidents both before and after implementation.

In the case of both Merseyrail and Scotrail bans there has been a significant commitment by the operators, with the support of British Transport Police, to tackle those who are 'unfit' to travel, and most likely to disturb the journeys of other passengers and potentially cause themselves/others accidental harm. When asked to support the Merseyrail scheme Transport Focus recognised that the ban on drinking alcohol was part of a wider programme of improving passengers' overall sense of wellbeing and perception of personal security. Similarly Scotrail made a firm commitment to tackling drunk people rather than just the act of drinking itself, which is key to reassuring those passengers who feel threatened by the rowdy and drunken behaviour of others when travelling on the railway. The fact that the ban was time-limited also helped address some of the concerns that we held about a blanket ban.

Any ban limiting the consumption of alcohol on the rail network, be it temporary or permanent, should be well communicated to passengers. As part of this, station retailers who sell alcohol should be included in any communications strategy and encouraged to relay the message to any customers attempting to purchase alcoholic drinks prior to travel. Having temporary bans in place, but allowing passengers to purchase alcohol from within the station before boarding, sends a very mixed message and can potentially create a point of conflict for staff when the passenger is told that they have to leave the alcohol behind. Ideally, where tickets are purchased in advance, there has been an early decision to run a train 'dry', and contact details have been provided, train operators and ticket retailers should notify passengers of the ban prior to the day of travel.

4. What makes passengers feel more secure?

The role of staff

With the growth in technological solutions it would be all too easy to underestimate the important role that staff can play in providing reassurance to passengers. Passengers tell us that after anti-social behaviour, both on the train and at the station, the second most significant factor driving their concerns over personal security is the availability of staff – or lack of it. Throughout our research a visible staff presence is consistently identified by passengers as being an important part of the ‘security package’ for those travelling on the railway. This was echoed in research undertaken by BTP where respondents expressed their interest in a police presence on the network; particularly at vulnerable times of travel which include later at night⁹.

“As a single woman, I feel vulnerable when I catch a late train home, especially as my station is almost at the end of the line, so the carriages can be quite empty. A visible presence from time to time on the train or at the station would help me feel safer”

Female, business passenger, aged 45-54

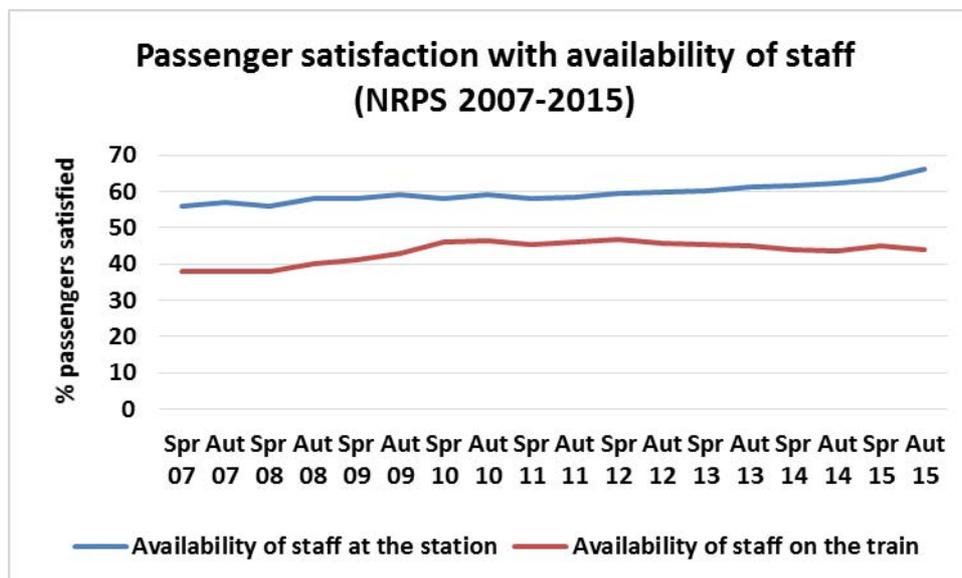
“I remember I used to see a community police officer quite regularly in the evenings... I have not seen the guy for many months. I thought he was a friendly face and a good presence to deal with some of the chancers...”

Male, commuter, aged 35-44

In the 2009 report we found that an increasing number of train operators were contracting security personnel to complement the role of more traditional transport staff. The aim being to enhance the security of staff and passengers. Such staff can be granted limited policing powers by the British Transport Police, through the Railway Safety Accreditation scheme. Gaining accreditation to the scheme enhances their remit, capabilities and powers of enforcement.

⁹ BTP 2014 Public Consultation Survey, British Transport Police (2015)

The fact that satisfaction with the availability of staff has gradually started to improve, would suggest that such measures have not gone unnoticed by passengers, though there is still considerable room for improvement.



However, it is not a question of just providing more bodies on the ground; both security and rail staff need to have the appropriate training to help them deal with the difficult circumstances they have to work in and to ensure that they respond to passengers appropriately¹⁰.

Despite recognising the difficulties staff face, passengers expect them to be proactive in their role with the public – making visual and verbal contact with passengers to demonstrate that they are ‘there for them’¹¹. If staff don’t do this, and cannot easily be recognised, then the role of providing reassurance will be undermined. Staff need to be clearly identified by their uniform. This applies equally to BTP, as demonstrated by some of the responses they received to a public consultation on its policing plans.

“Just seeing officers about and helping or being friendly (when there’s nothing to deal with, and distraction isn’t an issue) makes me feel safer.”

Male, leisure traveller, aged 17-24

¹⁰ *Fear and experience of passengers from assault*, RSSB (2004)

¹¹ *Evaluation of different staffing options for personal security over the whole journey using public transport*, Stafford and Peterson (2005)

“Greater, visibility and approachability. Standing around isn’t enough; there needs to be more proactive engagement with service users.”

Male, other, aged 55-64

A limiting factor could be the experiences of staff and perceptions that they have of risk to their own safety, which can impact their willingness to engage with the public at problematic times and take action to deter or defuse situations¹².

All staff have a role

In its 2014 report on developing good practice for managing personal security on-board trains, RSSB recognised the benefit of all ‘front-line staff’ being able to engage with passengers. To those ends the report describes how one operator has taken its cleaning contract back ‘in-house’ and provided uniforms and improved working conditions in order to encourage them to feel part of the operators’ ‘family’. They have also been given training that promotes the importance of offering a friendly and approachable service to passengers. These staff were thought to be well placed to notice suspicious packages or behaviour by passengers¹³.

While passengers want to be able to rely on staff being present for reassurance purposes, their value as a deterrent is more effective when their time and routes are not regular or predictable to troublemakers¹⁴. So when deploying staff, train operators need to decide whether the emphasis should be on providing reassurance, enforcement or acting as a deterrent. In respect of on-train security a number of train operators have identified that the levels of crime and anti-social behaviour in the areas a train service travels through is a definite factor in determining whether staff are deployed primarily to reassure or to play an enforcement role¹⁵.

Customer service as well as security

All London Overground (LOROL) stations are staffed for the duration of the timetabled service. After 8pm LOROL platform and ticket office staff clock off and are replaced by security staff who are employed to have a visible presence and take a proactive approach to dealing with anti-social behaviour. While they are not directly employed by LOROL they receive the same training as an ordinary member of LOROL staff. So they are expected to deal with the same type of queries that day staff would receive, for example requests for journey information. The contracted

¹² *Evaluation of different staffing options for personal security over the whole journey using public transport*, Stafford and Peterson (2005)

¹³ *Developing a good practice guide for managing personal security on-board trains*, RSSB (2014)

¹⁴ *Evaluation of different staffing options for personal security over the whole journey using public transport*, Stafford and Peterson (2005)

¹⁵ *Developing a good practice guide for managing personal security on-board trains*, RSSB (2014)

staff also wear the same uniform as LOROL staff, the only difference being an altered name badge, so to the passenger there is effectively little difference.

In order to ensure that members of station staff (after 8pm) have a visible presence at stations, those on duty are required to touch-in with a key fob at different points throughout the station during the course of their shift – this data is then recorded by LOROL.

LOROL tries to recruit station staff from the local community, ideally within 15 minutes of the station. This bucks an industry trend, where the feeling has been that you shouldn't recruit ticket inspectors to 'police' people they might come across in their lives outside of work. LOROL's opinion is that recruiting locally means they have staff who understand the local culture, can recognise people who are likely to cause problems for passengers and who are better able to engage with those travelling through the station. Anecdotal feedback suggests that this can help staff when service disruption occurs – staff who have built up a relationship with users of the station can help diffuse the frustration of passengers. It also helps in terms of the 'local knowledge' they may have. Each LOROL station has a disruption travel plan, which enables staff to provide information on the alternative travel options to passengers when services are not running.

Transport Focus comment

Transport Focus is a strong supporter of staffing at stations throughout the working day. This is not only to provide tickets and information, and to protect revenue, but equally to offer a reassuring human presence which enhances passengers' perception of security and acts as a deterrent to crime and disorder. However, to achieve this, staff must be visible and approachable. A balance needs to be struck between undertaking regular patrols, which provide reassurance to passengers, and being predictable, which lessens their effectiveness as a deterrent. When deployed contracted security staff should be able to deal with enquiries from everyday passengers. An inability or unwillingness to deal with routine enquiries will do little to inspire confidence from passengers that when 'really' needed the same staff will be there to help.

Staff should be invested with the appropriate legal powers, such as under the police accreditation scheme, necessary to allow them to discharge their role effectively. Staff must be trained in the skills necessary to exercise such authority when required and to demonstrate through their presence, appearance and demeanour that they are fully in command of the premises. The RSSB's good practice guide for managing personal security on-board trains recognises that training provides the key to staff

fulfilling their role effectively. Staff without enhanced powers may need to focus on avoiding confrontation while those who have legal powers might look at the management of it. Such training needs to be provided when staff are inducted and refreshed while in service and following specific incidents involving individual members of staff. The research carried out by RSSB also identified the importance of regularly reviewing the powers of the security teams in order to ensure that “their remit continues to be appropriate to their objectives and that they can respond to new and changing risks to personal security”.¹⁶

We are aware of, and welcome, the initiatives taken by various operators to provide a dedicated staffing resource directed specifically at enhancing security. We acknowledge that the deployment of such personnel at critical times and in critical locations can bring real benefits. But the need to provide reassurance and clear evidence that the railway is a managed environment arises everywhere and at all times. Providing surveillance and a sense of security to passengers should be part of the ‘day job’ for all station staff, not left to specialist teams whose members are necessarily restricted in their number and deployment.

Security after dark

Previous research has concluded that travelling after dark can have a significant impact on a rail passenger’s journey experience and their perception of personal security. Research in 2008, commissioned by the Department for Transport, suggested that when thinking about travelling after dark just 64 per cent said that they felt safe, compared to 98 per cent during the day.

Work by Transport Focus also found that passengers were far less satisfied with personal security and the availability of staff when travelling after 8pm. Satisfaction with personal security dropped 12 percentage points, from 61 per cent to 49 per cent, while satisfaction with the availability of staff fell from 48 per cent to 37 per cent¹⁷. Much of the concern amongst passengers related to the time spent waiting at the station, particularly at ‘smaller, lonely stations’.

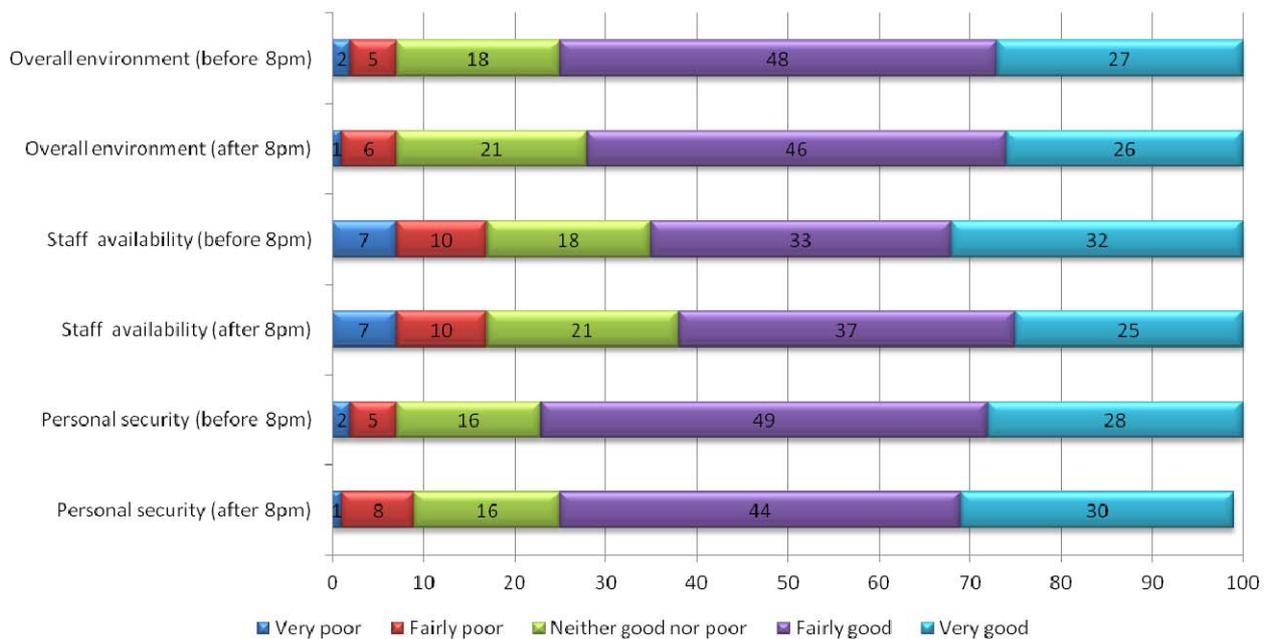
Since 2008 however, Transport Focus has had the opportunity to re-examine whether the gap in satisfaction between day and night passengers is still as stark. Encouragingly, results from the research indicate that the difference in perceived security at stations before and after 8pm has narrowed since 2008. In 2013 Transport Focus undertook an additional research project that aimed to assess satisfaction with evening train journeys. Research was carried out with passengers who had travelled by train with a journey starting both before and after 8pm in the

¹⁶ *A good practice guide for managing personal security on-board trains*, RSSB (2014)

¹⁷ *Evening Rail Travel*, Passenger Focus (2008)

week prior to the survey being conducted. The results of that research confirmed a gradually improving trend in perceived security at stations, before and after 8pm¹⁸.

2013 rating of station environment (all passengers)



Passenger experience at stations	2013	2008
% satisfied		
Personal security (after 8pm)	74	49
Personal security (before 8pm)	77	61
Staff availability (after 8pm)	62	35
Staff availability (before 8pm)	65	48
Overall environment (after 8pm)	72	51
Overall environment (before 8pm)	75	61

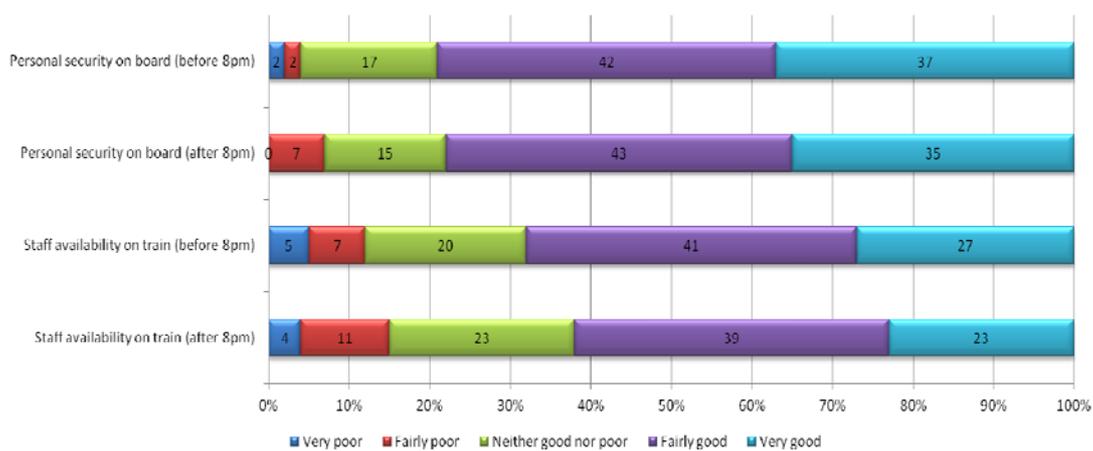
The same research also revealed that personal security at stations after 8pm was perceived to be better by women (79 per cent) than men (69 per cent). In 2008 just 47 per cent of women said that they were satisfied with personal security at stations after 8pm, compared to 50 per cent of men. So the 2013 satisfaction scores represent a substantial improvement. It is possible that a number of factors have contributed to this improvement. Female passengers appear to be more satisfied with information about train times and platforms (87 per cent compared to 79 per cent of men) and the availability of staff (66 per cent compared to 58 per cent of

¹⁸ *Understanding rail passengers – what is the evening travel experience?*, Passenger Focus (2013)

men). This could suggest that women are either more aware of the sources of information available at stations and the presence of staff, or that they deliberately plan their journeys around stations where both are available. Those who perceive themselves to be more vulnerable or have specific requirements to enable travel, such as those with a disability, will often plan their journeys in advance in order to make their actual journey experience less stressful.

On the train, there has been a similar improvement in the number of passengers who were satisfied with both their personal security and the availability of staff. As with security at stations, women (82 per cent) were more likely than men (75 per cent) to perceive themselves to be safe on board evening train services (after 8pm). In 2008 just 59 per cent of women had said that they were satisfied with their personal security on board the train after 8pm, so again this represents a substantial improvement.

2013 Passenger rating of on board experience (all passengers)



Passenger on board experience % satisfied	2013	2008
	Staff availability on train (after 8pm)	62
Staff availability on train (before 8pm)	68	48
Personal security on board (after 8pm)	78	57
Personal security on board (before 8pm)	79	59

While this suggest an improvement in passenger perceptions of personal security after dark, a majority of the journeys surveyed took place between 8pm and 10pm. It would therefore be interesting to establish whether that improved level of satisfaction is sustained later on in the evening when passengers are travelling home after a night out.

In terms of identifying why some passengers might remain concerned about security after dark, a clear picture is available from the research conducted by Transport Focus and other industry bodies.

Of greatest concern is the time that they spend of the station. The main concerns relate to:¹⁹

- no staff or supervision at the station when returning home late
- ticket office is closed
- gangs of youths hanging around the station or in the waiting rooms drinking
- lack of people
- lack of adequate lighting in stations and in car parks
- bushes and foliage along walkways/exits.

Passengers believe that staff are the most effective way of improving security at night, and that stations should be staffed as long as trains are calling at them²⁰. They also believe that the presence of open retail facilities can lead to a higher perception of security. Retailers are seen as a point of help should it be required.

Both passengers and staff recognise that the emphasis on the role of station staff to provide customer care shifts to one of security/assurance after dark. Despite this there is little evidence of these priorities being reflected in job descriptions, or the induction training of those staff who work daytime and at night²¹. The decision of London Overground to use security personnel to staff stations after 10pm would seem to be an acknowledgement that the role of staff can differ after dark.

There is a difference of opinion about how the desired security and assurance should be provided. Passengers, who believe staff are not visible enough, or in sufficient numbers when they are most needed, favour a uniformed presence that actively prevents access to, or moves on troublesome people. Staff on the other hand give this particular role low priority²². There is recognition among passengers that while they want staff to take preventative measures and be deployed in areas/on services where they feel most at risk, taking action against troublesome individuals or groups is difficult, particularly when staff are working alone²³.

¹⁹ *What passengers want from stations*, Passenger Focus (2005)

²⁰ *What passengers want from stations*, Passenger Focus (2005)

²¹ *Research findings on evaluating the different staffing options for improving personal security on the whole journey – overview of evidence*, Stafford and Peterson for the Department for Transport (2005)

²² *Research findings on evaluating the different staffing options for improving personal security on the whole journey – overview of evidence*, Stafford and Peterson for the Department for Transport (2005)

²³ *Research findings on evaluating the different staffing options for improving personal security on the whole journey – overview of evidence*, Stafford and Peterson for the Department for Transport (2005)

Transport Focus comment

The level of satisfaction with security on the railway can vary according to whether a journey is made before or after dark, and the presence or absence of staff; though the strength of these relationships is variable. Transport Focus believes that the deployment of staff at critical times and locations can bring real benefits to the perceptions of security among passengers. The need to provide reassurance and clear evidence that the railway is a managed environment arises everywhere and at all times. We are therefore supportive of passenger calls for stations to be staffed throughout the day.

BTP to have more late-night patrols

Using data from the National Rail Passenger Survey and a consultation with the travelling public, British Transport Police has taken on board feedback from rail passengers to shape its policing plans for the year 2015-16²⁴. Of the 6216 respondents that took part 20 per cent said that addressing anti-social behaviour should be a policing priority, 14 per cent said providing a greater uniformed presence on evening or late-night trains and 11 per cent increasing the general visibility of uniformed officers²⁵. This was consistent across the country.

Given passengers' desire for more visible policing late at night, and a focus on cracking down on anti-social behaviour, the force has set a target of carrying out 588 patrols on Friday evenings across London, east and south of England divisions. It is hoped that the patrols will help reassure the public about using the railways late at night and make them feel safer.

The Chief Constable of BTP, Paul Crowther, said:

*"Passenger feedback means this year we are confident our targets are focussed on the issues that matter most. Securing the confidence of passengers is vital to our success as a force, increasing visibility and ensuring we have the right people, with the right skills, in the right place, at the right time, will help us achieve this."*²⁶

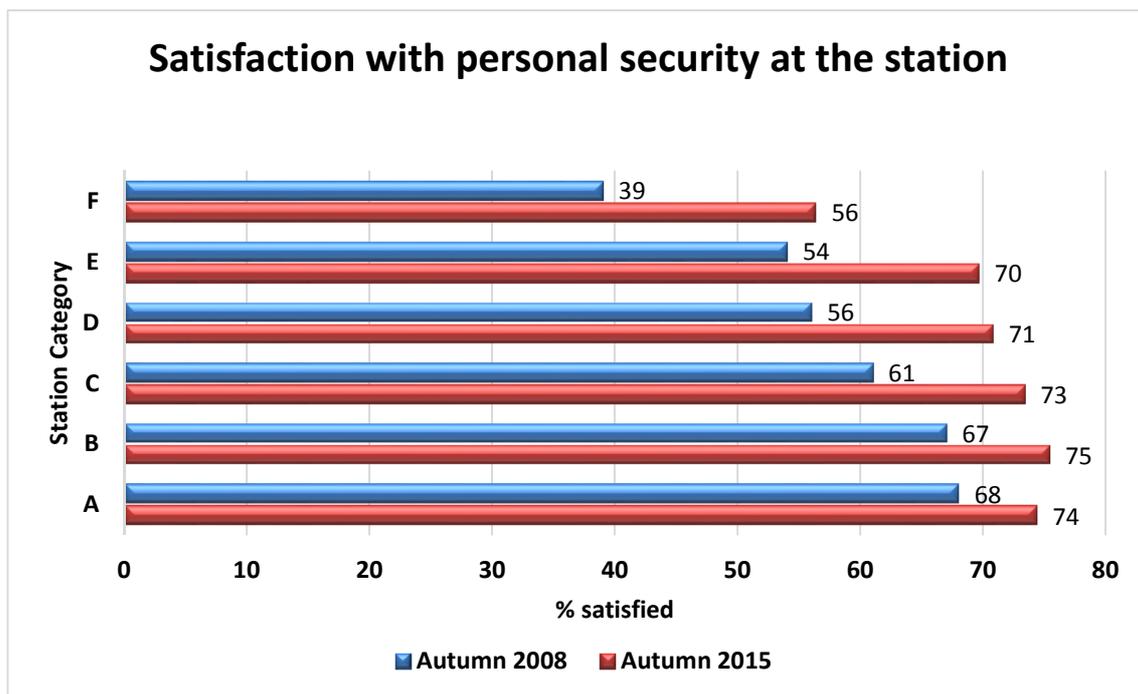
²⁴ <http://btpa.police.uk/news-events/policingplans/divisions/national>

²⁵ *BTP 2014 Public Consultation Survey*, BTP (2014)

²⁶ <http://btpa.police.uk/?news-article=new-targets-for-rail-police-backed-by-passengers>

Secure Stations

Within the rail industry there are six categories of station, which broadly correspond to their level of use. Major termini, for example, are found in band A, while unstaffed halts are found in band F. When passengers' views were analysed by reference to the band of station they started their journey in, a steady reduction in satisfaction with at-station security from the highest to lowest was revealed. Unsurprisingly band A stations score higher than those in band F – in the Autumn 2015 NRPS band A scored 74 per cent and band F 56 per cent²⁷.



In the time since the 2009 report, the gap in satisfaction between those passengers using category A stations and those using smaller stations (even at the smallest, category F) has narrowed. In autumn 2008 the gap in satisfaction between category A and F stations was 29 per cent. In autumn 2015 the same gap narrowed to 18 per cent.

²⁷ National Rail Passenger Survey spring 2015, Passenger Focus (2015)

Minimum station standards remain ill-defined and there is still no consistent level of provision applied system-wide, so passengers do not know what they are likely to find at a particular category of station unless they make enquiries before they travel. It is well reported that there are a number of low-cost measures that could be taken to help reduce both crime and the fear of crime. These include:

- good lighting
- clear signage
- a well-maintained environment
- up-to-date information
- clear sightlines.

It has been suggested that standards at stations are unlikely to be driven up in the absence of an enforcement regime, and that the absence of a single organisation co-ordinating the development of station and the facilities at them has not helped²⁸. The SQUIRE regime, used in Scotland and Passenger Transport Executive (PTE) areas, has indicated a need for effective monitoring of station standards²⁹. At present, Network Rail and most train operating companies participate in the Secure Stations scheme, a scheme designed to improve security standards at rail stations and demonstrate a commitment to passengers to reduce crime. Launched in 1998, the scheme now has 856 accredited stations³⁰. Safer Parking is a similar scheme managed by the British Parking Association on behalf of the Association of Chief Police Officers (ACPO).

In 2012 RSSB evaluated the Secure Stations scheme, alongside Safer Parking Schemes, in order to calculate the costs and benefits (actual and perceived) accrued by the public, passengers, industry and wider society through their implementation. The evaluation revealed that Secure Station accreditation was associated with lower levels of personal theft by 24 per cent, criminal damage by 35 per cent and vehicle crime by 36 per cent. The key drivers of those reductions included the following:

- **guardianship**: the presence of staff in the station/car park – unstaffed stations experienced significantly higher levels of violence against people, and criminal damage.
- **surveillance**: the presence of CCTV or more informal surveillance – stations with CCTV experienced lower levels of criminal damage, while those with live monitoring experienced significantly lower levels of violence against people.
- **defensible space/access control**: ticket barriers, and the ability to secure the station property and spaces therein. The presence of automatic ticket

²⁸ *Maintaining and improving Britain's railway stations*, National Audit Office (2005)

²⁹ *Maintaining and improving Britain's railway stations*, National Audit Office (2005)

³⁰ Figures supplied by the Department for Transport on 23/03/2016

barriers was associated with lower levels of theft from the person, possibly because they prevent access to the station to those attracted by criminal opportunities. However, their presence was also associated with higher levels of commercial theft, as detection of fare evasion increased.

- **activity support:** this ensures that there are sufficient numbers of people in, or passing through, a particular place doing things like shopping or eating out, and in doing so, their presence prevents or discourages offenders from committing crime.³¹

As part of the franchising procurement process the government has previously invited franchise bidders to maintain and, where appropriate, supplement, Secure Stations scheme accreditation at stations. In doing so bidders have previously been asked to present a scheme that covers a fixed percentage of passenger usage, and to have a priced option to achieve a higher level of coverage. It, of course, needs to offer value for money and be affordable. This is something that Transport Focus supports.

Unfortunately passenger awareness of the Secure Stations Scheme is low. As a result its effectiveness in changing passenger perceptions of crime at stations is reduced³². One of the difficulties faced by the industry is that although the recorded levels of crime are highest at busiest stations, passengers' concern for their security is often greatest at relatively quieter stations³³.

More generally respondents to a BTP consultation suggested that the force itself should perhaps be doing more to publicise its successes in an effort to increase awareness of its role on the transport system and increase passenger confidence.

“On the advertising boards or signage on trains have a BTP logo or statement, maybe alongside CCTV and no smoking signs, would maybe make the opportunist think twice and the general public reassured that the BTP are there.”

Male, leisure traveller, aged 25-34

³¹ *Evaluating measures to improve personal security and the value of their benefits*, RSSB (2012)

³² *Maintaining and improving Britain's railway stations*, National Audit Office (2005)

³³ *Maintaining and improving Britain's railway stations*, National Audit Office (2005)

“Be more overt about your successes – e.g. prosecutions or the outcomes of operations to target particular offences like the sexual offence crackdown.”

Male, commuter, aged 17-24

Transport Focus would like to see franchise agreements requiring bidders to commit to ensuring that minimum standards – appropriate for size, footfall and location - are delivered, maintained and monitored at stations. Station operators need to be incentivised through the terms of their franchises to deliver enhanced levels of security, as measured through the systematic tracking of users’ perceptions.

We support both the Secure Stations and secure car parks schemes but believe their effectiveness (and entitlement to accreditation) should be intrinsically linked to the measured impact that they have on passengers’ perceptions of security. We are therefore reassured that the criteria for accreditation include:

- the design of the station, which must conform to standards judged by the local BTP Crime Reduction Officer to prevent and reduce crime and improve passenger perceptions
- that the management of the station must also enable the train operator to take steps to prevent crimes, respond to incidents and communicate effectively with passengers
- crime statistics for the station over the twelve months prior to the inspection must show that the station operator is managing crime
- a survey of users must show that, on the whole, passengers feel secure when using the station.

It is pleasing that the NRPS, using a question that asks passengers to rate the station they are using in terms of personal security, is used to gauge passengers’ perceptions of security at stations and that operators are encouraged to reflect NRPS methodology in any passenger surveys that they carry out³⁴. However, where value for money allows, Transport Focus would encourage train operators to delve deeper into passengers’ perceptions and experiences of personal security at ‘problem’ stations. We would also urge the industry to consider how it could raise passenger awareness of the scheme, so that they are aware of the efforts being made to improve security.

Transport Focus endorses the recommendation made by the RSSB in 2004³⁵ that the Home Office’s fear of crime matrix, in a suitably modified form, could be a useful

³⁴ <http://www.dft.gov.uk/pgr/crime/sss/securestationsscheme?page=6#a1032>

³⁵ *Fear and experiences of passenger from assault*, Rail and Safety Standards Board (2004)

tool to help rail companies develop strategies and priorities for action. Transport Focus would also encourage franchise bidders to make use of the 2012 RSSB research that provides a positive link between the Secure Stations Scheme Accreditation and a reduction in crime. As well as developing an understanding of the relationships between the interventions and the effects, the study also provides a planning tool which incorporates a crime model. This allows an estimate of the crime reduction impact of an intervention and allows the aggregation of the costs and benefits. Importantly the research also concluded that Secure Stations and Safer Parking could have a positive impact on demand for rail.

CCTV and remedial action

Given the importance attached to the presence of staff it would be easy to forget the contribution that CCTV and alternative options, such as improved lighting, can make to demonstrating that the railway is a managed environment. Consequently this improves the perceptions of security among rail passengers.

While CCTV is not a deterrent to all types of crime and anti-social behaviour, most passengers believe that stations should have CCTV as standard, even if they are staffed³⁶; its greatest value being the part it plays in identifying, apprehending and convicting criminals³⁷. The reassurance that can result is limited however, if passengers are uncertain whether there are any cameras there or not. To be effective, the presence of CCTV needs to be well publicised, but not give passengers the impression that the environment is unsafe. In respect of on-train CCTV provision, a recent RSSB report on personal security onboard trains highlighted the use of display screens on some buses to demonstrate that the cameras on the vehicles were 'live'³⁸. This could possibly be replicated on trains as new rolling stock is built and, where technically feasible, when existing carriages are refurbished.

The same report by RSSB highlights a number of issues surrounding the application of CCTV onboard trains; these help demonstrate that there is scope for improvements to be made by the industry. For example "the research revealed striking variations in the numbers of cameras in use; location; type and quality of systems in place; periods for retention of images; and monitoring arrangements"³⁹.

³⁶ *What passengers want from stations*, Passenger Focus (2005)

³⁷ *Research into security at stations*, RSSB (2006)

³⁸ *Developing a good practice guide for managing personal security on-board trains*, RSSB (2014)

³⁹ *Developing a good practice guide for managing personal security on-board trains*, RSSB (2014)



While CCTV is seen as a significant factor in helping reduce passenger concerns over security, passengers themselves only see it as effective when accompanied by live monitoring. Without it CCTV is merely a source of evidence after the event; with it passengers describe it as “staff a step away”⁴⁰. The lack of integration between the CCTV systems operated on the railway and those operated by local authorities is also a point of concern, as people suspected of criminal acts cannot be tracked when they leave the station.

Several train operators and British Transport Police have stepped up investment in head, badge, and body cameras. The intention of this is to improve safety and security and drive down anti-social behaviour on the rail network. In most instances members of staff wearing the cameras are asked to turn them on only when their use will help deter a particular behaviour or document an incident as it unfolds. The cameras are much more visible to passengers than those fixed inside trains and at stations. It is believed that they can quickly diffuse incidents of anti-social behaviour as the perpetrators realise they are being filmed. They also have the dual benefit of cutting down the number of threats made to staff⁴¹.

BTP uses body cameras to tackle anti-social behaviour

In 2013 the Wales Community Safety Partnership Group funded some new body-worn video (BWV) cameras to be worn by British Transport Police’s Neighbourhood Policing Teams (NPT). The cameras were distributed throughout the NPT’s in South Wales including Pontypridd, Cardiff and Swansea. The aim was to combat anti-social behaviour and crime on the railway. It was to be used both as a deterrent and as a method of detection.

⁴⁰ *Evaluation of different staffing options for personal security over the whole journey using public transport*, Stafford and Pettersson (2005)

⁴¹ *Evaluation of different staffing options for personal security over the whole journey using public transport*, Stafford and Pettersson (2005)

Inspector Edwards of BTP said:

“They act as an excellent deterrent - often they improve the behaviour of individuals who may otherwise partake in anti-social behaviour; knowing they are being filmed somewhat deters the majority of offenders!

“In addition, BWV have been used at railway-related fatalities for mapping out the scene and taking first accounts from eyewitnesses and train crew. This makes the process of getting the rail network back to normal running much quicker and easier.”

BWV footage has been used to provide stronger evidence in court which, in turn, increases guilty pleas and helps secure stronger sentences. Video footage can also be used in media appeals to identify suspects.⁴²

Some of the emerging technologies that the rail industry might also consider looking at in the future include:

- Automatic tracking of individuals using CCTV – often based on the use of facial recognition software.
- Use of smart CCTV and rapid movement cameras – could be used to detect unusual behaviour on a train and alert the guard/driver/control centre to unusual behaviour.
- Live streaming of CCTV images from inside trains – there are examples outside of the UK where transport operators have the capability to viewing on-board CCTV remotely. This is usually to monitor a situation, for example where an emergency alarm has been activated.

Transport Focus would recommend that where a staff presence cannot be provided at stations, operators and Network Rail should provide CCTV and linked help points at all stations. Where provided, these should meet the current British Transport Police ‘Output Requirement Specification’ for CCTV and be linked into BTP’s Ebury Bridge CCTV hub – which would allow BTP to download CCTV footage remotely. Where possible CCTV should also be linked into local authority systems, which would allow suspects to be tracked beyond the station. Ideally CCTV should be ‘live’ monitored but where this is not possible CCTV footage should be retained for at least 31 days to allow ‘after-the-event’ enquiries to be made.

We believe that every station should have appropriate technology to enhance personal security, although we acknowledge that it may be necessary to exempt very low footfall stations in order to ensure best use of limited resources. Though, it is often at those stations with fewer passengers present that perceptions of personal

⁴² <http://www.railcommunitysafety.com/News/Pages/BTP-and-Network-Rail-team-up-to-put-railway-crime-in-focus.aspx>

security are lowest.

As the pace of technological advancement quickens Transport Focus would urge the industry to draw upon the specialised guidance provided by British Transport Police, RSSB and the Association of Train Operators (ATOC). While each operator will have judgements to make about the appropriateness of different solutions the positive impact new technology can have is often magnified when different systems, belonging to different operators/organisations, are able to talk to each other.

Futureproofing through design is an important consideration for the industry, so any new developments such as the refurbishment or procurement of new trains, or a station redevelopment, are not delivered in such a way that could hinder future innovation. As an example it is believed that CCTV onboard trains is most effectively installed when passenger information systems are fitted, yet this does not always happen⁴³. Retrofitting such technology can often prove to be prohibitively expensive.

There is awareness among passengers of help points at medium-sized stations, but they are often underused by passengers, who seem to be unsure of their purpose or of what would happen if they used one⁴⁴.

⁴³ *Developing a good practice guide for managing personal security on-board trains*, RSSB (2014)

⁴⁴ *What passengers want from stations*, Passenger Focus (2005)

Looking at passenger perceptions of personal security reveals that although a visible staff presence is believed to be the most effective measure at improving personal security there are other measures that the travelling public look to operators to introduce.⁴⁵

- lighting, good design and visibility – to provide reassurance
- real-time information – to provide confidence in the system
- publicity and posters about security measures – again to provide reassurance.



A quarter of passengers also think that clean and well-maintained premises help improve perceptions of security.⁴⁶

Transport Focus comment

Transport Focus believes that the role of staff should be complemented - not replaced by technology and design such as clear sightlines and good lighting. Help points, designed both as a means of summoning assistance in emergencies and of obtaining information at other times, should be conspicuously and conveniently sited at stations and be maintained in good order. We support the system used in Scotland and parts of London in which the help point and CCTV system are linked. CCTV should be actively monitored as well as recorded, and be of the evidential quality necessary for use in the prosecution of offenders.

Train running information in ticket halls can reduce the need for passengers to wait longer than is necessary on unfrequented platforms at less busy times.

⁴⁵ *Passenger perceptions of personal security*, Independent Social Research for the Department for Transport (2008)

⁴⁶ *Experiences and perceptions of crime and anti-social behaviour on public transport*, NatCen Omnibus (2008)

On trains, Transport Focus welcomes the introduction of CCTV, and other innovations such as the more accessible placing and more prominent labelling of security alarms. Again these should not be seen as adjuncts to proper staffing cover, not as substitutes for it.

Conclusions

This report sets out what passengers think about personal security and why it matters. It builds on our previous 2009 report and we are pleased that there have been various improvements and initiatives since then. We have highlighted some of these in this report.

It is reassuring that overall crime statistics on the railway continue to fall – the BTP 2014-15 annual report reported an 11th successive drop in crime. It is also reassuring that these improvements have been noticed by passengers and are reflected in our surveys on passenger satisfaction.

This report is intended to provide some ideas, thoughts and challenges on personal security, both in terms of day-to-day operations and the longer-term franchising process.

We look forward to reporting on continued improvements in the coming years.

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