

British Transport Police Authority



Fear of Crime and Concerns about Personal safety on the rail network. Summary of findings from existing research: 2008 update

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ABBREVIATIONS

| | |
|-------|--|
| ATOC | Association of Train Operating Companies |
| BCS | British Crime Survey |
| BTP | British Transport Police |
| BTPA | British Transport Police Authority |
| DfT | Department for Transport |
| DPTAC | Disabled Passengers Transport Advisory Committee |
| NGO | Non-governmental organisation |
| NPS | National Passenger Survey |
| ORR | Office of Rail Regulation |
| PF | Passenger Focus |
| PTE | Passenger Transport Executive |
| RPC | Rail Passenger Council |
| RSSB | Rail Safety & Standards Board |
| TOC | Train Operating Company |

Fear of Crime and Concerns about Personal Safety on the Rail Network: Summary of Research Findings and updates in 2008

1. Purpose of the paper

In the winter of 2006, the Authority Secretariat undertook a short horizon scanning exercise on existing and ongoing academic, government and industry research on rail passenger fear of crime / concerns about passenger safety. The purpose of this research exercise was four-fold;

- To identify potential sources of rail passenger research that would be useful for the Authority to monitor in the future.
- To capture the key passenger security issues identified by the existing research that could then be fed into the Force and Authority's short and medium term planning processes
- To establish any gaps in internal and external knowledge around rail passenger security issues and take a view about whether and how the Authority should seek to close this gap
- To establish communications links with external partners and stakeholders who may generate or may be able to assist us with passenger research in the future

The findings of this first piece of research were reported in a paper presented to the Authority's Stakeholder Relations & Consultation Strategy Committee at its meeting in July 2007. At this meeting it was agreed that it would be useful for the Authority to repeat this exercise on an annual basis to identify and headline changes in;

- Levels of patronage on the rail network and any changes in the type and duration of passenger journeys
- Levels of fear of crime on the rail network and in the wider policing environment
- Levels of recorded/unrecorded crime on the rail network and in the wider policing environment
- The nature of fear of crime on the rail network and any significant changes either in general fear/concern about crime or by passenger type

This first annual update report summarises the key findings and actions arising from this review of new research produced by a range of organisations.

Additional note: The majority of the research referenced in the original paper was conducted pre- July 7th bombings in London, so at that time it was not possible to estimate the impact of this event on perceptions and level of fear. This updated report therefore refers to outputs from longitudinal studies conducted post July 7th 2005 and to data collected from surveys specifically researching the impact of the London bombings on commuter confidence.

2. Sources of information for report

Full references are provided as footnotes throughout this paper and all of the references consulted, whether quoted specifically or not in this paper, are listed in Appendix A at the end of this report as a record of the sources the Authority has reviewed. However, in order to provide some context for the information presented in the following sections, in summary the following sources have been consulted in preparation of this paper;

- Academic research
- Data collected by Transport Scotland
- Department for Transport (DfT) commissioned annual National Travel Survey and other longitudinal surveys
- DfT commissioned ad hoc research and guidance notes
- National Passenger Survey (NPS) – operated by the Rail Passenger Council (RPC) trading as Passenger Focus
- Office of Rail Regulation (ORR) National Rail Trends Yearbook
- Passenger Transport Executive (PTE) surveys
- Published Rail Safety and Standards Board (RSSB) research projects

3. Potential sources of data for the Authority

The process of gathering information for this paper has again identified a wide range of data sources which may be of use to the Authority in the future. These include stand alone pieces of academic research which provides in-depth analysis of a single theme; cyclical research carried out by Government departments (such as the DfT), other government bodies which provide longitudinal information on a range of topics; and thematic studies carried out by NGOs and support groups. These sources have been mapped in the table at Appendix B and are intended to be a simple reference framework for information that the Authority may wish to review periodically.

Referring to these data sources will allow the Authority to have access to the following kinds of externally collected data in the future;

- Longitudinal research which reveals trends in behaviour/fear
- Snapshot data identifying key issues relating to specific thematic, geographic or temporal situations
- In depth academic analysis

4. Rail passenger trends

The most recent rail trends publication from the ORR reveals the rate of increase in rail travel both in terms of total passenger journeys and total passenger kilometres. As the table below shows both the number of rail passenger journeys and the total distance travelled have increased by approximately one quarter in the last five year, this increase is most marked for long distance and regional routes. These are typically areas where BTP is less well resourced and where distances covered by local BTP officers are the greatest. Continued growth in passenger demand in these areas clearly has the potential to also increase demand on these BTP resources and to change the nature and location of policing priorities for the Force.

| Measure | | 2002/3 (billion) | 2007/8 (billion) | % change |
|--|---------------|---------------------|---------------------|-------------|
| Rail passenger journeys | Long distance | 77 | 104 | +35 |
| | London & SE | 679 | 833 | +23 |
| | Regional | 219 | 294 | +34 |
| | Total | 976 | 1232 | +26 |
| Rail passenger kilometres total | Long distance | 12.9 | 16.5 | +27.9 |
| | London & SE | 19.8 | 23.5 | +18.7 |
| | Regional | 6.9 | 8.9 | +28.9 |
| | Total | 39.7 | 49 | +23.4 |

Source: ORR 2008¹

Data from the 2008 National Rail Travel Survey² (NRTS) identifies the most recent trends in journey types and passenger profiles. Most rail travel (72% of journeys) occurs during two daily peaks during the morning and evening commuter rush hour and overall 48% of journeys are started in London or the South East. There are regional variations in the length and purpose of passenger journeys; for example while 63% of all rail journeys in Great Britain are commuting journeys though regionally this varies between 69% in London and 40% in the North East. The highest proportions of business and leisure rail journeys are undertaken in the North East (25 and 34% respectively) and the South West (24 and 30% respectively).

Just over half of all rail passengers are male (54%) although this profile varies with age and purpose of journey; between the ages of 35 and 59 men account for approximately 60% of all rail passengers. More women than men travel by train for leisure purposes (56%) but the majority of commuting (55%) and business journeys (62%) are undertaken by men. Clearly this data suggests that security concerns among men and women in part may vary due to the times they are using the network, for example men may be concerned about incidents arising from overcrowding during peak travel times while women may be more concerned about issues relating to isolation on quieter trains and stations during off peak hours.

¹ Office of Rail Regulation 2008. *National Rail Trends Year Book 2007-8*.

² Department for Transport & Transport Scotland (May 2008) *National Rail Travel Survey: Final Report 2008*.

5. Actual crime trends

5.1 National crime trends

Data from the 2007/8 annual Home Office publication crime statistics report³ suggests that both recorded and actual crime (measured via the British Crime Survey (BCS)) was down between 9 and 10% on 2006/7. Whilst police recorded crime suggests that all crime categories except drugs offences fell during this period, data from the BCS suggests that rates of both domestic burglary and personal theft remained stable over this period. Rates of underreporting remain high for crime types which are typical of those experienced on the rail network, for example;

- Nationally only 41% bicycle theft is recorded
- Vandalism 35% recorded
- Assault without injury 34% recorded
- Theft from the person 32% recorded⁴

The BCS also identified that the risk of becoming a victim of crime fell 2 percentage points between 2006/7 and 2007/8 (from 24 to 22%) and that young males aged between 16 and 24 remained at highest risk of becoming a crime victim. Despite these results approximately two thirds of people still think that crime has increased in the last 3 years⁵ and the gap between actual risk and perception of risk and has widened since 2004/5⁶. In particular;

- Women generally were more likely to think crime levels had risen a lot and were more worried about crime than other demographic groups. This was most marked for women aged 65 and above⁷. Men and women however seem to have similar perceptions about actually becoming a victim of crime.
- People from non-white ethnic backgrounds were at least twice as likely to have high levels of worry about a range of crimes; this is most marked for worry about violent crime⁸. People from this demographic also perceive themselves to be at greater risk of becoming a victim of crime.
- People from urban areas are approximately twice as likely to have high levels of worry about a range of crimes, again this is most marked for violent crime⁹

³ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office.

⁴ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p38-39

⁵ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p10

⁶ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p11

⁷ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p129, 139 & 140

⁸ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p139

⁹ Home Office (July 2008) Crime in England & Wales 2007/8. London, Home Office., p140

5.2 How does BTP differ?

Analysis carried out by RSSB¹⁰ on behalf of ATOC in 2006/7 suggests that BTP's' crime profile may differ fundamentally from that of Home Office forces in that a larger proportion of crime recorded by BTP is crime against the person rather than property crime, as is the case for local forces. While the actual magnitude of difference is unknown as levels of underreporting may vary for BTP; this clearly has potential relevance to the sort of crime rail staff and passengers may be fearful of and the level of concern amongst those people most fearful of crime against the person.

Broad trends within BTP's crime data for 2007/8 were;

- An overall decrease in recorded crime (notifiable) of 11.1% on 2006/7
- Reduction in violent crime (11.3%), criminal damage (22.8%), theft of passenger property (13.8%), robbery 46.4%)
- Increase in drug offences (38.5%) and public order offences (1.9%)

We currently do not explore BTP's crime data for any trends in types and levels of crime at different times of day/day of the week. For example, it may be useful to ask whether most of BTP's crime reduction being achieved during peak hours or at quieter times of day when passengers are generally most fearful about personal security. We would need to explore with the Force whether the crime data they currently capture could be interrogated in this way.

¹⁰ RSSB (2007) Research Report T667: Research into security at stations, p13. London RSSB.

6. Fear of Crime

6.1 The nature of fear

Recent academic research^{11 12} funded by the Economic and Social Research Council (ESRC) suggests that not only may fear of crime be experienced less frequently than previously thought but there may in fact be two quite distinct types of fear of crime. One which they have labelled 'experiential' which is based in actual personal experience of crime being committed either as a victim or witness; the other labelled 'expressive' may be rooted in more general uneasiness about personal safety and community wellbeing but may not be based in actual experience or real risk of threat.

This research further suggests that policing resources have tended to be focused on addressing this 'expressive' fear of crime, although it may be less of an accurate indicator of actual risk. Also, that this type of fear may not be as responsive to efforts to reduce fear of crime or concern about personal security because it is strongly based on perception not actual risk.

Research carried out by MORI published in December 2007¹³ also supports this assertion that expressions of fear of crime may be influenced by factors which sit outside the classic definitions of crime. For example it could include things such as terrorism, graffiti and antisocial behaviour. Clearly if this is the case, this could have a significant impact on perceptions of risk and feelings of insecurity on the rail network, as it has been the target of a terrorist attack and is typified by volume crime such as graffiti and ASB.

In addition, an evaluation of the success of the New Deal for Communities programme¹⁴ highlights the ethical considerations involved with programmes aimed at reducing fear of crime. This report identified that there was an inherent ethical risk in addressing fear of crime without addressing actual risk of crime in parallel. The report asserts that fear of crime promotes personal awareness and prompts people to take steps to protect themselves, if steps are taken to reduce fear of crime without also seeking to reduce risk of crime this can unwittingly make people more vulnerable to becoming victims of crime.

¹¹ Small, D. 2008. *The Fear Factor*. Jane's Police Review, June 19 2008.

¹² Farrall, S. *et al* (2008) *Experience and expression in the fear of crime*. Non-technical summary report to the ESRC, ref: RES 000-23-1108

¹³ Ipsos MORI Social Research Institute (2007) *Closing the Gaps: crime and public perceptions*

¹⁴ Sheffield Hallam University (2003) *New Deal for Communities: National Evaluation Research report 14 'Fear of Crime and Insecurity in new Deal for Communities Partnerships'*.

6.2 What causes fear?

The various pieces of research and data reviewed have identified a wide range of factors which may influence the level and nature of rail passengers' fear of crime. However, recurring themes include;

- Previous personal experience: e.g. being a victim of crime or witnessing a crime being committed
- Knowledge that an area is a location where crime is committed
- Witnessing anti-social behaviour though not specifically a crime being committed
- Having to travel alone or late at night – research carried out by TfL in 2005¹⁵ identified that passenger priorities shift from customer service driven to personal security focused outside of peak hours
- The nature of the rail environment i.e. the uniquely enclosed and isolated nature of trains and stations
- Poor environmental maintenance e.g. lack of lighting, graffiti and litter not removed which act as a signal of lack of control over an area
- Public response to media '*moral panic*'; that is the tendency of the media to periodically report on and focus on extreme incidents, for example the media attention associated with the Safer Stations campaign run by the Evening Standard in response to the murder of Tom Ap Rhys Pryce in January 2006. Recent research by MORI¹⁶ suggests that media coverage of high profile 'indicator crimes' is particularly significant driver of public perception of personal risk
- More generally, concern about crime is an increasingly political issue for the British public. Research carried by MORI in August 2007 identified 'concern about crime' as the most important political issue and one which had shown the largest increase in ranking in recent years¹⁷

¹⁵ London Assembly (2006) *Crime and Safety at London's Suburban Railway Stations*, p25.

¹⁶ Ipsos MORI Social Research Institute (2007) *Closing the Gaps: crime and public perceptions*.

¹⁷ Ipsos MORI Social Research Institute (2007) *Closing the Gaps: crime and public perceptions*, p.13.

7. Patterns in fear of crime

The following headline themes about rail passenger fear of crime/ concern about personal safety have emerged from the data we have reviewed thus far;

- Passenger fear / perceived risk of crime far exceeds the likelihood of becoming a victim of crime (especially in relation to violent crime)
- The gap between perceived and actual risk is more marked on public transport than for general patterns of fear of crime¹⁸
- Levels of under-reporting of crime on the transport network can be very high¹⁹ (up to 90% for some crime types)²⁰
- Fear is greatest among women²¹ ²²and the elderly although they are statistically at least risk of becoming a victim
- Those most at risk of crime are
 - Young (<25 years)
 - Males
 - Those from ethnic minorities (though this is not necessarily due to racially motivated crime)
 - Those living in travelling to/through Urban (especially smaller stations)
- Passengers are most fearful/concerned about personal crime rather than property crime, in particular they are concerned about;
 - Robbery
 - Violent assault (being beaten up)
 - Sexual assaults (especially women)
- Passengers are more fearful
 - On stations than on trains²³ ²⁴ ²⁵ (though there is some difference of opinion about this)
 - At night²⁶ and/or when travelling alone

¹⁸ Cozens *et al* 2004.

¹⁹ Cozens *et al.* 2002.

²⁰ DETR (1997) *Understanding Fear of Crime*. London, DETR.

²¹ DETR (1997) *Understanding Fear of Crime*. London, DETR.

²² RSSB (2004) *Fears & Experiences of Passengers from Assault – Final Report*. London RSSB.

²³ RSSB (2004) *Fears & Experiences of Passengers from Assault – Final Report*. London RSSB.

²⁴ DfT (2004) *Crime and Disorder on Public Transport*. London, DfT.

²⁵ GMPTE (2006) 2006-7 Safety Results, Q2 2006.

²⁶ GMPTE (2006) 2006-7 Safety Results, Q2 2006.

- Fear of crime/ concern about personal safety is not the major reason for not travelling by train (accounts for around 2-5% of non-travel)^{27 28} but this will account for a large volume of people who do not currently use the rail network. Estimates of actual numbers of non-travellers are not given but non-travel has been defined by the DfT²⁹ as those who have not travelled by train at all in the previous 12 months or who travel less frequently than once per month. This could potentially account for an additional 24-60m passenger journeys per annum (calculated as 1.2bn³⁰ x 2% or 5%). Research carried out in 1997 suggests that initiatives to address concern about personal security on the rail network could increase patronage by up to 15%³¹
- Fear modifies passenger behaviour (e.g. time of journey, where they wait for a train, where on a train they sit)
- Personal security is an area of relatively low satisfaction amongst rail passengers (along with fares)^{32 33} when compared with the other parameters explored by the National Passenger Survey

²⁷ DfT (2006) Public experiences of and attitudes towards rail travel. London, DfT, p15.

²⁸ DfT (2006) Public experiences of and attitudes towards rail travel. London, DfT, p15.

²⁹ DfT (2006) Public experiences of and attitudes towards rail travel. London, DfT, p15.

³⁰ ORR(2008) National Rail Trends Yearbook 2007-8)

³¹ Crime Concern and Transport and Travel Research (1997) quoted in Cozens *et al* 2004, p26.

³² DfT (2004) *Crime and Disorder on Public Transport*. London, DfT

³³ Passenger Focus (Various) Biannual National Passenger Survey

8. Trends in fear of crime/personal safety concerns

In conducting a review of 'cyclical' research literature and longitudinal data available the main sources consulted were;

- The biannual National Passenger Survey – conducted by Passenger Focus in spring and autumn each year with a sample size of approximately 62 000 rail passengers and 25 000 respondents, per wave
- DfT annual travel survey – based on seven day diary exercise
- The British Crime Survey – an interview based survey carried out annually by the Home Office, this survey covers a sample of 50 000 adults (aged 16+) drawn from England and Wales. This survey captures unrecorded crime and is a useful comparison with the Home Office Crime Statistics bulletin. Although this captures some data which is not directly comparable with the BTP crime profile, some useful comparisons can be made with the trends revealed by this information.
- Home Office Crime Statistics bulletin – annual publication capturing trends in recorded crime in England & Wales and has included BTP statistics since 2002/3³⁴
- Scottish Crime & Victimization Survey – an annual face-to-face interview based survey carried out annually by the Home Office, this survey covers a sample of 3,000 households.
- Scottish Household survey – a quarterly interview based survey capturing inputs from approximately 4,000 households per quarter.
- PTE quarterly multi modal tracking surveys – carried out within the administrative territory of some individual PTEs.

34 Home Office (July 2006) Home Office Statistical Bulletin: Crime in England and Wales 2005/6, p18

8.1 Trends identified

8.1.1 The National Passenger Survey (NPS) (2005³⁵ to 2007^{36 37}) reveals a gradual overall increase in levels of passenger satisfaction with personal security (both at stations and on trains) between autumn 2005 and autumn 2007 as summarised in the table below.

Percentage of passengers rating their satisfaction with personal security as 'satisfied' or 'good'

| Region | On station | | | On train | | |
|---------------|------------|-----------|-----------|-----------|-----------|-----------|
| | Autumn 05 | Autumn 06 | Autumn 07 | Autumn 05 | Autumn 06 | Autumn 07 |
| National | 59 | 59 | 62 | 69 | 70 | 70 |
| London & SE | 57 | 58 | 60 | 65 | 67 | 68 |
| Regional | 59 | 60 | 65 | 75 | 75 | 75 |
| Long distance | 68 | 70 | 71 | 82 | 83 | 83 |

Source: Passenger Focus National Passenger Surveys Autumn 2005 - Autumn 2007

From this data the following specific issues emerged;

- Levels of satisfaction with personal security are still consistently higher on trains than on stations
- Greatest increases in satisfaction are in relation to personal security 'on station'. Satisfaction levels 'on train' have remained reasonably stable over the period covered by this data.
- There are marked differences in the levels of satisfaction with personal security both by geographic area and by train operator
 - Generally levels of satisfaction are lowest for passengers using stations in London and the South East and highest for passengers using long-distance train services
- Specific geographic areas of most concern/perception of risk both on trains and at stations appear to be;

The South East & London in particular c2c, Silverlink and South Eastern Trains which all had lowest levels of satisfaction AND highest levels of dissatisfaction (rather than neither/nor) of all operators in the region

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- For regional operators, of note is the routes operated by Arriva Trains Wales where levels of dissatisfaction on station (15%) were the highest of any TOC in the autumn 2007 survey

35 National Passenger Survey: autumn 2005. London, Passenger Focus.
 36 National Passenger Survey: spring 2007. London, Passenger Focus.
 37 National Passenger Survey: autumn 2007. London, Passenger Focus.

Satisfaction with personal security was also explored in a piece of research commissioned by Passenger Focus in 2007, this confirmed that satisfaction with personal security currently exceeds 'reasonable expectations' but remained a priority for passengers when considering improvements to the rail network³⁸.

8.1.2 Further data from the National Passenger Survey

The Force and Authority have also negotiated space for bespoke questions on the autumn wave of the NPS on which the Force's Quality of Service team carries out detailed analysis. Information collected from the most recent survey identifies the following as issues of note³⁹;

The proportion of respondents stating that they have had reason to be concerned about their personal safety while travelling on the railway in the past six months has decreased steadily over the past three years (23% in 2005; 18% in 2006; and 17% in 2007). In 2007, this proportion decreased with age whilst higher proportions of female, Black and Minority Ethnic (BME), commuting and peak time travelling respondents said that they had had cause for concern.

The top six reasons for concern (as stated by all respondents) are identified as being (in descending order):

- Anti-social behaviour by other people on the train: 74% (2006: 71%)
- Anti-social behaviour by other people at the station: 64% (2006: 64%)
- Lack of on-train staff: 47% (2006: 47%)
- Lack of station staff: 46% (2006: 48%)
- Anti-social behaviour by other people in the neighbourhood: 39% (2006: 40%)
- Poor lighting in the station vicinity: 25% (2006: 25%)

8.2 Impact of 7/7

Research conducted by BMRB⁴⁰ on behalf of the DfT late in 2005 identified that the terrorist attack in London in July 2005 had not significantly changed travel patterns on public transport (bus and tube) in London. However women were more likely to have temporarily or permanently changed their travel behaviours than men. The study also identified that the majority of people were not worried about using either the bus or tube in London following the bombings. Again women and people from BME backgrounds expressed most concern about using public transport post July 7th.

Data from the NPS from 2004, 2005 and 2006 does not suggest any decrease in satisfaction with personal security either on train or at stations following the London bombings. In fact satisfaction with personal security on the overground rail network

³⁸ Passenger Focus (2007) Passengers' Priorities for improvements in rail services: summary of research conducted by MVA Consultancy for Passenger Focus.

³⁹ British Transport Police (2007) Report to the British Transport Police Authority's Stakeholder Relations & Communications Strategy Committee, 8th April 2008.

⁴⁰ Department for Transport (2005) Research Findings: Attitudes to transport security after July 2005 London bombings. London, Department for Transport.

continued to increase at both a national level and a local level (including London & the South East) during this time.

9. Fear/concern by sub- group

The review of the existing research evidence also highlighted a number of key issues which distinguish the transport behaviours and fear of crime concerns of various interest groups which are presented separately in the sections below.

9.1 Women

- Fear of crime and personal security concerns are the major concerns for women in relation to public transport^{41 42}. The most important issue for female rail passengers is feeling personally safe⁴³. The DETR research indicated that an estimated extra 10% patronage could be achieved on public transport if passengers, especially women, felt safer⁴⁴.
- Women often travel at off peak times due to unique family/work commitments
- Women make the same number of journeys as men but they are typically shorter and often for leisure (optional) rather than work
- Fear is linked to isolation, be this geographic remoteness or personal vulnerability in terms of proximity to other people
- Women feel relatively safe on stations and trains in the day but markedly less so on both early in the morning or at night⁴⁵
- They are particularly concerned about personal safety at stations at night (falls from 88.1% feeling safe during the day to 29.9% feeling safe at night)⁴⁶
- Fear is not necessarily related to experience but perceived risk
- Fear is heightened by poorly maintained environments & signal crimes such as graffiti & vandalism

41 Women's Transport Needs: Keynote speech by Karen Buck to the Women's Transport Network conference, 13.12.05

42 DfT (2005) Transport Statistics Bulletin: Public Transport Statistics Bulletin GB: 2005 Edition. London, DfT.

43 Health & Safety Commission (2003) Report of Public Meeting. Research findings quoted by June Bridgeman of Soroptomist International, p1.

44 Transport 2000 (undated) Destination Passenger: Personal Security accessed via transport2000.org.uk/library/DestinationPassenger/section_06.htm

45 Social Exclusion Unit (2003) Making the Connections: Final Report on Transport and Social Exclusion. London, Cabinet Office.

46 DfT (undated) Public transport gender audit evidence base. London, DfT.

- Women are more likely than average to not travel by train due to fear of crime (7% will not travel compared with the 5% average)⁴⁷
- Higher level of concern about waiting on platforms than for men (concerns 53% of women vs. 23% of men)⁴⁸
- Most common request for security improvements is for increased visibility/more staff at stations and on trains (more so rail staff than police personnel)⁴⁹
- Underreporting by women of threatening behaviour or actual assault could be as high as 90%⁵⁰

Women's personal security: suggested good practice

- Good environmental maintenance, clean platforms & functioning help points
- Good lighting
- Visible station staff – this has emerged as a key concern for all rail passenger and is highlighted as the main issue for passengers in London⁵¹
- Clear centralised leadership and channels of accountability for rail passengers' personal safety⁵²
- Secure Stations Scheme
- High quality and co-ordinated CCTV provision

9.2 Men

Whilst more at risk statistically of being a victim of crime than women, research suggests that men are generally less fearful of crime on the railways than women. However, they are particularly fearful of the following;

- Violent crime/assaults and confrontations by groups of men^{53 54}
- All types of anti-social behaviour/low level disorder but especially that which is alcohol or begging related

⁴⁷ R RSSB (2004) Fears & Experiences of Passengers from Assault – Final Report. London RSSB, p26

⁴⁸ Women's Transport Needs: Keynote speech by Karen Buck to the Women's Transport Network conference, 13.12.05

⁴⁹ Health & Safety Commission (2003) Report of Public Meeting. Research findings quoted by June Bridgeman of Soroptomist International, p2.

⁵⁰ Health & Safety Commission (2003) Report of Public Meeting. Connex research findings quoted by June Bridgeman of Soroptomist International, p1.

⁵¹ London Assembly (2006) *Crime and Safety at London's Suburban Railway Stations*, p3.

⁵² Soroptomist International (2003) Rail Safety and Soroptomist International

⁵³ RSSB (2004) Fears & Experiences of Passengers from Assault – Final Report. London RSSB

⁵⁴ DfT (undated) Understanding fear of crime. Accessed via

http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503

9.3 Lesbian, Gay, Bi-sexual & Transgender passengers

There is little information available on the specific concerns of individuals from these groups, however, the 2004 RSSB study⁵⁵ on passenger experiences of assaults indicates;

- Crimes (taking assaults as a proxy) on people from these groups are likely to be highly underreported, therefore the actual levels of this type of hate crime are likely to be largely invisible
- Highly likely to modify travel patterns in order to avoid areas of perceived risk
- Some evidence to suggest a peak in assaults on these groups during the peak of school commuting times

9.4 Older people

People from older age groups share many of the travel behaviours and associated personal security concerns of female rail passengers (see 7.1 above).

- Often travel at off peak times⁵⁶
- Are more fearful early in the morning or late at night,
- Fear linked to isolation and poorly maintained station and train facilities
- Also concerned about accessibility of the rail network and personal safety relating to risk of personal accident, rather than being a victim of crime
- Are often more dependent on public transport as their main means of transport than people from younger age groups

However, a further consideration about this age group is the rate at which it is increasing as a subsection of the population relative to other age groups and the extent to which older people will (or have the potential to) become a larger proportion of rail users, possibly travelling more frequently as the retirement aged is increased As the Office for National Statistics identifies;

Although the (UK) population grew by 8 per cent in the last thirty years or so, from 55.9 million in 1971 to 60.2million in mid-2005, this change has not occurred evenly across all age groups. The proportion of the population aged 65 and over has increased, but the proportion below the age of 16 has generally decreased over the last thirty years. The percentage of people under age 16 fell from 25 per cent in mid-1971 to 19 per cent in mid-2005. Over the same period, the percentage aged 65 and over increased from 13 per cent to 16 per cent. Within this age group even greater increases were seen for those aged 85 and over. The proportion of those aged 65 and over who were aged 85 and over increased from 7 per cent in mid-1971 to 12 per cent in mid-2005⁵⁷.

⁵⁵ 55 RSSB (2004) Fears & Experiences of Passengers from Assault – Final Report. London RSSB, p 29

⁵⁶ DETR (1999) Older people: Their transport needs and requirements – Main report. London, DETR.

⁵⁷ ONS (undated) Aging. Accessed via <http://www.statistics.gov.uk/cci/nugget.asp?ID=949>

9.5 Children & Young people

- Most research has focused on young people as perpetrators of crime rather than being the victims⁵⁸
- Statistically, young people are most likely to both commit and be a victims of crime
- Young males (16-19) are disproportionately more likely to be victims of crime than other groups⁵⁹
- On the rail network in London, young people under the age of 17 are more likely to be victims of robbery offences than for other offence types⁶⁰
- Young people are particularly likely to be engaged in low-level disorder and anti-social behaviour – but this may be unwitting and the result of boisterous play
- Up to 57% of children have witnessed low level disorder on the transport network⁶¹
- Public transport is commonly perceived as a hostile environment by young people
- Young people are more fearful of travelling alone by train than by other modes of public transport⁶²
- As with adults, girls are generally more concerned about personal security than boys
- Girls and young women are particularly fearful of sexual assaults
- Young people are most fearful of low-level disorder and anti-social behaviour such as bullying on journeys to and from school or during leisure travel
- More recently young people are increasingly likely to be victims of theft of passenger property due to the increase in numbers of iPods and similar devices
- Levels of underreporting are particularly high for this group so actual extent of crime affecting this group is likely to have been underestimated
- Young people are most concerned about absence of rail staff⁶³

Children & young people: suggested good practice

- Multi-agency working with schools, youth action groups, and detached youth groups
- Education campaigns, both in terms of how to improve personal security and how to behave responsibly
- Reparation programmes for those involved in anti-social or criminal behaviour

⁵⁸ Crime Concern/ DETR (1998) Young people and crime on public transport. London, DETR.

⁵⁹ Crime Concern/ DETR (1998) Young people and crime on public transport. London, DETR, p25

⁶⁰ London Assembly (2006) *Crime and Safety at London's Suburban Railway Stations*, p5.

⁶¹ Crime Concern/ DETR (1998) Young people and crime on public transport. London, DETR, p40

⁶² Crime Concern/ DETR (1998) Young people and crime on public transport. London, DETR, p51

⁶³ Crime Concern/ DETR (1998) Young people and crime on public transport. London, DETR, p47

9.6 Ethnic minority groups

- People from ethnic minority communities are up to twice as likely to be dependent on public transport than any other group^{64 65}
- Most likely to be travelling to and from deprived areas
- Most likely to be in employment which requires travel at off peak/anti-social hours
- Express significantly higher levels of fear than white people⁶⁶
- More than twice as likely than average not to travel by train due to fear of crime (11 vs. 5%⁶⁷)
- Most concerned about;
 - Hate crime, especially low level disorder such as race related graffiti and verbal abuse
 - Poor security (due to lack of staff presence) and lighting
 - Information not available in their spoken language
- Would welcome security related information being communicated through existing community channels such as local press, radio, community groups

Ethnic groups: suggested good practice

- A key issue is access to information – emergency contact details should be clearly displayed and available in a range of locally spoken languages
- Mersey Travel produced a 'Here to There' information pack to assist people with navigating public transport systems⁶⁸
- SercoDocklands have undertaken targeted research to identify specific needs of ethnic groups in Tower Hamlets⁶⁹

9.7 People with disabilities/mental illness/learning difficulties

While crime is a concern for people with disabilities, personal security appears to be less of a concern for people with disabilities than for people without disabilities. MORI research conducted on behalf of DPTAC between 2001 and 2002 revealed that their primary concern in relation to rail travel is accessibility and reliability rather than personal security; in fact train travel is perceived to be a (relatively) safe form of transport (rated +23% net good) though less safe than buses (+31% net good) and planes (+67% net good) in terms of public transport⁷⁰. However more recent research carried out by DPTAC⁷¹ has identified that fear of crime is perhaps more of a barrier to travel by public transport for people with disabilities (both cognitive and physical) than

⁶⁴ Atkins, C. (DfT) (2004) *Transport, Minority Ethnic & Faith Groups*. Speech to conference on transport needs of minority ethnic and faith groups.

⁶⁵ DfT (Undated) *Public Transport Needs of Minority Ethnic and Faith Communities Guidance Pack*. London, DfT

⁶⁶ DfT (undated) Understanding fear of crime. Accessed via

http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503

⁶⁷ RSSB (2004) *Fears & Experiences of Passengers from Assault – Final Report*. London RSSB, p26

⁶⁸ Pack is no longer available online

⁶⁹ Crime Concern/ DETR (1998) *Young people and crime on public transport*. London, DETR, p25

⁷⁰ DPTAC/ MORI (2002) *Attitudes of disabled people to public transport: research study*. Accessed via <http://www.dptac.gov.uk/research/apt/pdf/apt.pdf>

⁷¹ DPTAC (2008) *DPTAC (2008) Research Report on the Development of a Disability Equality and Awareness Training Framework for Transport Staff*. London, DPTAC

previously thought and is more of an issue limiting travel than for people without disabilities.

Research conducted by the DfT in 2003 (and by the Joseph Rowntree Foundation⁷² in 1995 and DRC in 2007⁷³) identified the following key concerns in relation to personal security⁷⁴;

- Having a disability aid, such as a cane or a guide dog, can make someone a target for antisocial or criminal behaviour
- Are particularly vulnerable to hate crime (up to 47% have experienced this)
- People with disabilities feel more vulnerable as they are less able to quickly perceive and then respond to threatening or criminal behaviour, particularly in the closed environment of a train
- People with impaired vision or restricted mobility feel particularly vulnerable in isolated and ill-lit areas of the station
- People with disabilities may be less willing to report crime as they feel it will not be taken seriously by the authorities

Disabled rail passengers personal security: suggested good practice

- Well maintained environments with good lighting and CCTV
- Clear and accessible emergency contact signage/ announcements
- Explore the range of ways in which people can report crimes – current practices may exclude or discourage people from making reports (e.g. West Midlands Police have Deaf Community Police Link Officers and accept crime reports and emergency calls via text message)

9.8 Leisure travellers

- The primary concern is about isolation⁷⁵, lack of visibility of rail staff and police
- These passengers have higher than average concern about management of large events, especially movement of football fans⁷⁶

⁷² Joseph Rowntree Foundation (1995) Crime against People With Learning Difficulties.

⁷³ Disability Rights Commission (2007) Hate Crime Against Disabled People in Scotland - a survey report.

⁷⁴ DfT (2003) People's perceptions of personal security and their concerns about crime on public transport: Fact sheet 8 Disabled People's experiences and perceptions

⁷⁵ DfT (undated) Fear of Crime – what operators can do: Guidance for Operators.

⁷⁶ National Passenger Survey Spring 2006

10. Fear of crime rail compared to other modes

10.1 Bus

- There is some evidence to suggest that there is generally less concern about personal security amongst bus users compared with train users, both on bus and at bus station/at bus stops⁷⁷
- Levels of confidence in personal safety on buses is increasing
- However, of those that give concern about crime and disorder as a reason not to use public transport, people are much more likely not to travel by bus than train (37% would not travel on buses vs. 19% on underground/metro; 18% mainline train and 16% commuter train) – this may be due to a relative lack of alternative modes for train users compared to bus users

10.2 Air

- No comparable data located to date

⁷⁷ GMPTE (2006) 2006-7 Safety Results, Q2 2006, stages 1 & 2

11. Gaps in BTPA's knowledge

Following this brief review of existing rail passenger research, the following have emerged as areas where data is currently limited or entirely absent;

- A general lack of qualitative data on fear of crime/ security concerns specifically among rail passengers – many current cyclical surveys focus on quantitative data capture and/or cover a number of transport modes so the data gathered lacks richness and depth.
- A lack of data relating to the concerns of the under 16 age group – the British Crime survey and the National Passenger Survey currently capture inputs from over 16s only. There are of course complex ethical issues relating to obtaining informed consent for carrying out research with minors.
- A greater depth of evidence relating to the specific concerns of passengers from underrepresented groups, particularly passengers from the lesbian/gay/bi-sexual/transgender communities, ethnic minority backgrounds or passengers with disabilities. Some of this may information be available from existing sources (e.g. the National Passenger or DfT annual travel surveys) but would need to be separated out at source.
- Regional/local data generated by TOC themselves; this would be supplementary to that produced by the NPS
- Levels of confidence in BTP – how do we measure the impact of policing initiatives to reduce fear of crime?

APPENDIX A: Documents reviewed

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APPENDIX B: Data source table

| | Annually | Bi-annually | Quarterly | Monthly | Other |
|-------------------------|--|--|---------------------------------------|---------|---|
| BTPA | | NPS | | | |
| BTP | | NPS | | | Victims of crime survey |
| DfT | National Travel Survey | | | | Ad hoc commissioned research |
| PTEs | | | Multimodal tracking surveys | | |
| Other government | British Household Panel Survey British Attitudes Survey Home Office British Crime Survey Office of Rail Regulation Rail Trends Year Book Scottish Household Panel Survey Welsh Household Panel Survey (1997-99) | Passenger Focus NPS Spring & Autumn | | | London TravelWatch Regional TravelWatch Groups RailFuture |
| Academic | | | | | Ad hoc research |
| TOCs | | | Quarterly surveys (e.g. South Eastern | | |
| RSSB | | | | | Ad hoc research reports e.g. T039, 040, 047, 667 |