

**PEOPLE'S PERCEPTIONS OF PERSONAL
SECURITY AND THEIR CONCERNS
ABOUT CRIME
ON PUBLIC TRANSPORT**

Research Findings

Prepared by Crime Concern

for

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People's Perceptions of Personal Security and their Concerns about Crime on Public Transport:

Research Findings

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Finally, we would like to thank Miranda Carter, Tracy Wallace and John Smith from the Department for Transport's Mobility and Inclusion Unit for their valuable guidance and comments throughout this study.

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PART A: INTRODUCTION TO THE RESEARCH

A.1. RESEARCH REQUIREMENTS

The Government's White Paper *A New Deal for Transport: Better for Everyone* [DETR, July 1998] stated that '*the reduction of crime, and fear of crime, wherever it occurs in the transport system will be a major priority*' (our underlining). Earlier, research conducted for the then Department of Transport had identified that anxieties about personal security can be a real barrier to the use of public transport, especially after dark¹. This is in the context that public transport is generally a secure and safe environment with the incidence of transport crime usually much less than other reported crimes in the areas that it serves.

Since the earlier research, conducted in 1996, our understanding of the concept known as 'fear of crime' has advanced substantively with more material available through the British Crime Survey and other studies including those conducted nationally and locally on personal security issues and public transport. Further research identified and funded by the Department for Transport has included national studies into the:

- experiences and perceptions of young people and crime on public transport;
- experiences and perceptions of black and minority ethnic groups and visible religious minorities when using public transport;
- concerns about personal security on pedestrian journeys and good practice examples for tackling these concerns; and
- reduction & prevention of graffiti, vandalism and environmental nuisance on and around public transport.

In addition, since 1996, there have been many innovations introduced to address personal security concerns on public transport. The initiatives developed and funded by the Department have included the:

- development of the Secure Stations Scheme for railway infrastructure;
- training programmes to improve relationships between bus drivers and younger passengers;
- development of a comprehensive checklist to make public transport more responsive to the needs of women travellers and as a consequence, all travellers;

¹ Crime Concern and Transport and Travel Research *Perceptions of Safety from Crime on Public Transport*, DoT 1997

- providing guidance for good practice in the design and management of bus infrastructure; and
- the development of a pilot secure route to tackle issues of personal security over the whole journey and the interface between different modes of transport.

In the context of the findings from further research and the introduction of policy and other initiatives to tackle concerns for personal security, the Department for Transport (DfT) decided to commission this study into perceptions of personal security when using public transport. This current study is required to:

- use quantitative survey data to measure changes between 1996 and 2002/03 in people's perceptions of personal security when using public transport - including over the whole journey to and from the stop or station; and
- gather qualitative and other data on the impact of initiatives and policies that have been introduced nationally and locally to enhance personal security and reduce 'fear of crime' when using public transport.

Crime Concern was awarded the 2002 commission to carry out this research. The research methodology, outlined later in Section A.3, was designed to meet these two key requirements through a blend of quantitative and qualitative techniques.

From the 1996 national perceptions research, the findings and conclusions were used to assist the Department in developing the programme of further research into personal security concerns and fund pilot initiatives to tackle these concerns. In commissioning the current research, an objective for the DfT is that this 2002/03 study will assist in identifying future programmes of research and initiatives that offer more promise in tackling the concerns of transport users and potential users.

The conclusions drawn from the findings of this current study specifically address this objective by identifying any gaps in the knowledge and understanding of personal security concerns. The conclusions also draw on information about the impact of current initiatives to identify what is needed to increase their effectiveness in tackling personal security concerns and new initiatives that could be explored.

A.2. ADVISORY GROUP

An advisory group was established to provide guidance on the development of the research and comment on its findings.

The following agreed to be members of this advisory group:

Age Concern England [Gretel Jones]
 Association of Train Operating Companies [Stuart Hall]

British Transport Police [Wayne Walters]
Commission for Racial Equality, Criminal Justice [Max Edelstyn]
Confederation of Passenger Transport [Mark James]
Disabled Persons Transport Committee [David Pugh]
Home Office [Roger Fisher]
Merseytravel [Peter Maxson/Chris Murphy]
National Children's Bureau, Young Transnet [Andrew Stuck]
South West Trains [James Burt]
Women's National Commission [Janet Veitch]

In addition, staff from the DfT Mobility and Inclusion Unit attended the meetings of the Advisory Group together with Crime Concern and Quality Fieldwork and Research Services.

Meetings were also held with the Royal National Institute for the Blind and the Joint Committee for the Mobility of Blind and Partially Sighted People to obtain information on their members' experiences of personal security when using public transport.

Comments on the literature review and this report on the perceptions study was also provided by the National Advisory Group for Gays and Lesbians (NAG).

A.3. RESEARCH METHODOLOGY

Literature Review

The first element of the study was a literature review that provided a context for the quantitative and qualitative research that was subsequently undertaken.

The opening section of the literature review draws together information on our understanding of perceptions of personal security in the wider arena, how this has changed over time, and the impact of 'fear of crime' on different population groups and communities. The second part of the literature review examines perceptions of personal security and concerns about crime *when using public transport*. Drawing information from national and local studies, including Local Transport Plans, the review explores where and why people feel insecure.

A final part of the literature review provides detail on the range of policies and measures that have been introduced to tackle the personal security concerns of users and potential users of public transport. The information gathered for the final part of the review was also used to identify the twelve case studies that are the focus for the escorted journeys and discussion groups forming a major part of the qualitative research undertaken for the 2002 study.

Although key conclusions from the literature review are used to provide a context for interpreting and understanding the findings from the main research, those wishing to read the review's findings in greater detail are referred to the full document, which is also on the DfT website.

Overall Research Approach

There are a number of elements to this 2002/03 study that blend quantitative and qualitative research.

The quantitative research measuring change between 1996 and 2002 was delivered through household-based surveys with:

- ❖ adult respondents
- ❖ black, Asian and minority ethnic respondents
- ❖ young people aged between 12 and 16 years.

The qualitative research obtained views and evidence through:

- ❖ escorted journeys and discussion groups with users and non-users of public transport;
- ❖ interviews with those delivering initiatives to address concerns for personal security; and
- ❖ participative observation at public transport infrastructure and on services where initiatives have been introduced.

The Household Interview Surveys: Measuring Change

Adult Interview Survey

For the 1996 perceptions research, a national household interview survey was conducted with 1618 respondents (16 years and older) at 15 sampling points. To accurately measure changing perceptions of personal security when using public transport, a household interview survey was conducted in 2002² that used the same core schedule of questions as that used in the 1996 survey. In 2002, 1809 respondents aged 16 years and older were interviewed at 19 sampling points. Table A.1 compares the sample characteristics of the 2002 and 1996 surveys with adult respondents.

Consistent with the 1996 approach, the 2002 sample was drawn in different types of locations: rural, town, city and Greater London. Quotas were used at each sampling point to ensure fairly equal representation of women and men, respondents across a range of age groups, and from black and minority ethnic communities. Quotas were also used to ensure representation of people with restricted mobility, a hearing or sight impairment and for people with mental health problems.

Quotas were also used to ensure that sufficient numbers of respondents at each sampling point used public transport. The definition of 'public transport' for this purpose included taxis and private hire or minicabs. As a consequence, the percentages of adult respondents who are car owners and have a full driving licence are less than the averages for England and Wales.

² The 2002 household adult interview survey was conducted by Quality Fieldwork and Research Services.

**TABLE A.1:
Comparison of Sample Characteristics for the 2002 and 1996 Adult Surveys**

2002 Adult Survey	1996 Adult Survey
Total Respondents - 1809 Women - 54% Men - 46%	Total Respondents - 1618 Women - 52% Men - 48%
Black and minority ethnic - 17%	Black and minority ethnic - 12%
Restricted mobility - 9% Sight or hearing impairment - 3% Mental health problems - 1%	Restricted mobility and sight or hearing impairment - 6%
Sampling points - 19 Rural settings - 17% Towns - 27% Cities - 35% Greater London - 21%	Sampling points - 15 Shire Counties - 40% Metropolitan Counties - 41% Greater London - 19%

**TABLE A.2:
Comparison of Adult Sample Characteristics and National Statistics**

Ownership	2002 Adult Survey % of all respondent households	Official National Statistics
Private car	59% of households	71% of households
Full Driving Licence	59% of men respondents 37% of women respondents 47% of all respondents	82% of men 59% of women 70% of all adults

**TABLE A.3:
2002 Adult Sample, Economic Status**

	% of Adult Respondents
Socio Economic Group AB [professional and managerial]	9%
Socio Economic Group C1 [clerical and skilled]	31%
Socio Economic Group C2 [semi and unskilled]	20%
Socio Economic Group DE [Not in employment, retired, student]	40%
Employed full and part time	54%
Unemployed but looking for work	6%
Unemployed and not looking for work	14%
Student or in training	10%
Retired	16%

Black and Minority Ethnic Communities Survey

In the 2002 study, the main household interview survey included 337 respondents (or 17%) from black, Asian or minority ethnic groups. The Department for Transport commissioned a booster sample of a further 300 interviews specifically to increase the number of respondents from these groups for the sample size to facilitate both a comparison of experiences and perceptions within ethnic groups and with the main survey's white respondents.

The aggregated sample from the main and booster household interview survey has the following characteristics:

- Of the 637 completed interviews, 370 (58%) are with Asian respondents, 242 (38%) with black respondents and 25 (4%) from other minority ethnic groups e.g. East European.
- Of the 370 Asian interviews, 115 were with Pakistani, 106 with Indian, 108 with Bangladeshi, and 20 with Chinese respondents.
- Of the 242 interviews with black respondents, 118 were with African Caribbean and black British and 67 with African and 41 with mixed heritage interviewees.
- As with the main survey, the booster sample had fairly equal numbers of women and men respondents who were drawn from across a range of age groups, except that those 65 years and older were underrepresented in the Asian sample.
- Again as with the main survey, quotas were used to ensure sufficient numbers of Asian, black and minority ethnic respondents were users of public transport. As a consequence, the percentages of respondents who are car owners or have a full driving licence are lower than the national averages.

Young People Interview Survey

In the light of the earlier research (Young People and Crime on Public Transport), the DfT commissioned as part of this research a household-based interview survey with young people aged 12 to 16 years. It was anticipated that a comparison of the results from the 2002 adult and young people surveys would add to our understanding of how personal security concerns change between age groups and especially over the crucial early years of young people as public transport users.

Using a similar schedule of questions to the adult survey, with minor amendments appropriate to this younger age group, 310 young people aged 12 to 16 years were interviewed in the same 19 sampling points³. A comparison of the sample characteristics of the 2002 adult and young people surveys is provided in Table A.4.

³ The 2002 survey with young people was conducted by Quality Fieldwork and Research Services.

**TABLE A.4:
Comparison of Sample Characteristics for the 2002 Young People and Adult Surveys**

Young People Survey	Adult Survey
Total Respondents - 310 Young women - 53% Young men - 47%	Total Respondents - 1809 Women - 52% Men - 48%
Black and minority ethnic - 13%	Black and minority ethnic - 17%
12 to 13 years - 46% 14 to younger than 16 years - 54%	16 to 24 - 23% 25 to 44 - 40% 45 to 64 - 25% 65 years and older - 12%
Restricted mobility and Sight or hearing impairment - 2%	Restricted mobility - 9% Sight or hearing impairment - 3% Mental health problems - 1%
Rural settings - 21% Towns - 27% Cities - 29% Greater London - 23%	Rural settings - 17% Towns - 27% Cities - 35% Greater London - 21%

Throughout this study report, the term 'young people' refers to those aged 12 to 16 years. As no interview survey was conducted with young people in 1996, it is not possible to compare perceptions over time.

The Case Studies: Measuring Impact

Escorted Journeys and Discussion Groups

In both the 2002 and the 1996 studies, qualitative research has been a key element in the research methodology. However, the objective, focus and content of this research is very different between the two studies, reflecting how our understanding of concerns for personal security when using public transport has advanced over the six years.

For both studies, the technique of using an escorted journey as the focus for the group discussions has been retained. Taking the group participants on a journey through public transport infrastructure and/or on a bus, train or tram was found in the 1996 study to make the experience 'come alive' and fine tune the discussion to elicit views in greater detail. In that study, however, the choice of bus or train station or route for the five escorted journeys was chosen specifically to advance our understanding of perceptions of insecurity and explore in more depth the reasons why participants felt unsafe or insecure.

In the 2002 study, the choice of station and/or transport route has been governed by very different principles. Rather than continue to focus on and explore what makes people feel insecure and why, it was decided that the escorted journey and discussion should be targeted to locations or routes where initiatives had

been introduced to enhance personal security. Thus, through the discussions, it would be possible to begin to assess how these initiatives were working for the users and potential users of public transport and what impact they were having on perceptions of personal security and the propensity to travel.

There were twelve escorted journeys/discussion groups chosen for the 2002 study. Table A.5, at the end of Section A, provides details on the locations or routes covered and the range of initiatives in place to tackle personal security concerns through ten of these groups. In addition, there were two escorted journeys with disabled participants that sought to identify in more depth their concerns for personal security and whether the initiatives in place were responsive to their needs.

Conducting the research on specific initiatives through the technique of escorted journeys has provided a valuable insight into people's awareness and understanding of the 'good news'. At first, initiatives or improvements were not identified for participants but they were given time to 'self identify' features that might enhance their personal security. Subsequently, features were identified and participants asked to comment on their awareness and potential effect on concerns for personal security.

Compared to identifying what makes them feel insecure, the process of conducting these escorted journeys and discussions suggests that participants are much less likely to be aware of initiatives and improvements or their desired intention. As taken up in Part C of the study's report, these findings provide a practical insight into the public's awareness of measures to enhance security; their understanding of the possible impact of these measures; and the influence of information and publicity on public perceptions.

Data Collection, Interviews and Participative Observation

In addition to the discussion groups with users and potential users to explore their experiences and views of the selected initiatives, background information was collected from those providing or engaged in these case studies. This information, summarised in Part C of the study's report, draws on written material and interviews with some key agencies. This information provided important background material for conducting the discussion groups and contributed to our assessment of the effectiveness and impact of the initiatives.

In addition to collecting material, firsthand experience of some of the initiatives was gained through participative observation that has provided information on how they are working in practice. The findings are also referred to in Part C of the study's report.

Table A.5: Analysis of Escorted Journeys and Discussions by Topics Covered and Types of Interventions

Escorted Journey/Discussion	Region	Type of Area	TOPICS COVERED IN JOURNEYS/DISCUSSIONS							Types of Intervention
			Bus Station or Stop	Train Station	Light Rail Stop	Bus Travel	Train Travel	Light Rail Travel	Whole Journey	
Carmarthen Station & Wales and West Trains	Wales	Town/Rural		✓			✓		✓	Secure Stations Scheme and 24/7 staffing
Bus journey from Stockbridge Village to Liverpool City Centre	North West	Housing estate inner city city centre	✓			✓			✓	Merseytravel Smart Quality bus route Queen's Square bus station with security measures and staff
Midland Metro tram journey to and from Wolverhampton	West Midlands	City centre inner city			✓			✓	✓	Vehicle and Metro stops designed with security features, on-board staff
London Underground journey on Bakerloo Line	Greater London	Inner city		✓			✓		✓	Secure Stations Scheme and other measures for personal security
Bus journey from Wolverhampton to Birmingham City	West Midlands	City centre Inner city suburban				✓				Travel Couriers on the buses to provide assistance and reassurance

Target Initiative with PTE, Police & Bus Companies	West Yorkshire	City centre Inner city Town	✓			✓			✓	Partnership approach to personal security on buses, including police on buses and at bus stations
Escorted Journey/Discussion	Region	Type of Area	TOPICS COVERED IN JOURNEYS/DISCUSSIONS							Types of Intervention
			Bus Station or Stop	Train Station	Light Rail Stop	Bus Travel	Train Travel	Light Rail Travel	Whole Journey	
Richmond Station and South West Trains to and from Clapham Junction	Greater London	Inner city Town centre		✓			✓		✓	Secure Stations Scheme and 24/7 staffing Travel Safe Officers
Flexi Bus journey to and from Honiton	South West	Rural Town	✓			✓			✓	Demand responsive transport for rural communities, including door to door service
PlusBus journey to and from Truro	South West	Rural City centre	✓			✓			✓	Demand responsive transport integrated with train travel, door to door service
Train and bus transport for disabled participants to & from Birkdale to Bootle	North West	Suburban Inner city	✓	✓				✓	✓	Bus and train stations with security and accessibility features Train travel with staff on-board
Train transport for disabled participants to & from Waterloo and Liverpool City Centre	North West	Inner city City centre		✓				✓	✓	Train stations with security and accessibility features Train travel with staff on-board

Brighton and Hove, regular bus users	South East	Town centre Inner city	✓			✓			✓	Customer care training and role of staff attitudes for personal security
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A.4. THE REPORT'S STRUCTURE

Part B of the report compares the findings from the 2002 and 1996 household surveys and discussion groups on where, when and why people feel insecure using public transport. It identifies any significant changes that have taken place between the two study dates.

Part C compares, from the findings of the 2002 and 1996 household surveys, respondent choices of measures for enhanced personal security. It explores any significant changes that have taken place in the choice and ranking of measures for improving personal security using public transport. It also blends in the findings from the escorted journeys and discussion groups to explore how effective these measures are for making people feel more secure and what can undermine their effectiveness. It also looks at a number of specific initiatives, such as the Secure Stations Scheme and a police presence on buses, to examine their effectiveness for enhancing personal security and any barriers that can undermine their influence on the current users and non-users of transport services.

Finally, Part C provides an updated estimate of the scale of increased patronage and revenue that could result from implementing the measures that people chose to make them feel more secure.

PART B: EXPERIENCES AND PERCEPTIONS OF PERSONAL SECURITY AND CONCERNS ABOUT CRIME

B.1 USE OF PUBLIC TRANSPORT

Drawing from the results of the 2002 household interview surveys, key points are provided below about the use of different modes of public transport by adults and young people.

Bus Travel

In the 2002 interview surveys with adults and young people, the bus is the most common and frequently used mode of public transport:

- 46% of women and 40% of men use the bus at least three or four days a week, with most using the bus at least five days a week. Use of the bus peaks for those aged 16 to 24 years, with 58% travelling by bus on at least three or four days a week.
- Across all age ranges, women are more likely to use the bus compared to male respondents. Nearly 25% of men, but only 13% of women said they never used the bus.
- For adults, the most common journeys by bus are to travel to work or college and for shopping. Although the bus is used for over 60% of social or leisure trips during the day, this falls sharply to 35% in the evening.
- Bus use is most common and frequent in Greater London (42% use it on five or more days a week) and other cities (32% on five days or more). In the towns, about 20% of respondents said they use the bus on five or more days a week and this fell to 15% in the shires and rural areas.
- Consistent with the survey findings for all respondents, bus transport is the most common and frequent mode of public transport used by Asian, black and minority ethnic respondents. 55% of these respondents used bus travel on three or more days a week and this was higher than the 41% of white respondents. Asian, black and minority ethnic respondents were more likely than white respondents to use the bus for work, shopping and social or leisure trips.
- Including school bus journeys, 56% of young women and 42% of young men use the bus at least three or four days a week. The majority of these young people use the bus at least five days a week.
- Young people aged between 14 and 16 years are more frequent and consistent bus users than those aged 12 and 13.
- For young people, the most common journeys by bus are to school or college, for shopping and for social or leisure trips during the day. As with

adults, many fewer young people, especially young women, use the bus for evening leisure trips.

Train Travel

Compared to the bus, the pattern and frequency of use is very different for train travel:

- 30% of men and 40% of women had not used the train in the year previous to the survey.
- Only 8% of men and 2% of women use the train three or more days a week, and a further 9% of men and 5% of women use the train on one or two days in the week.
- Compared to other age groups, those aged between 16 and 24 years are most likely to be train users, with 47% travelling by train at least monthly.
- 27% of adult respondents living in Greater London use the train at least once day a week, but this falls to 6% in other cities and towns. Train travel is more frequent for those living in the shires and rural areas, with 14% using the train on at least one day a week.
- Train travel by Asian, black and minority ethnic respondents was much less common or frequent than by bus. 53% of these respondents had not used the train in the last year or longer (this is a similar percentage as for white respondents).
- Although young people are infrequent train users, just over 30% of those aged 12 to 16 years said they use the train at least once a month.

Travel by Long Distance Coach

Generally, travel by long distance coach is cheaper than by train and is often used by people with limited financial means, but fewer constraints on their time. Similar to the train, regular travel by long distance coach is much less frequent than by bus:

- Significant percentages of men and women (about 70%) said they never travel by long distance coach.
- Only 16% of man and 17% of women have used a long distance coach in the previous year. Those aged 45 years or older are more likely to travel by long distance coach, with a third using this mode of transport at least once in the last year.
- 20% of Asian, black and minority ethnic respondents have used long distance coach travel at least once in the past twelve months. Similarly, nearly 20% of white respondents had used this mode of transport at least once in the previous year. However, Asian respondents were more likely than black or white respondents to use coach travel, with about 25% using this mode at least once in the previous twelve months.

- 25% of young people have travelled by long distance coach at least once in the last year. 66% of young people said they never travel by long distance coach.

Underground Travel

- In those sample areas with access to the underground, 72% of men and 32% of women respondents said they use it on at least one day a week. Use of the underground is most common and frequent in Greater London.
- Use of the underground is less common for young people. However, in those sample areas with access to the underground, 28% of young men and 13% of young women said they use it on at least one day a week.

Travel by Tram or Light Rail

- In those sample areas with access to a tram or light rail system, 9% of men and 7% of women said they use the tram or light rail at least once a month. Very few use this mode of transport on a daily basis.
- Young people are also infrequent users of the tram or light rail, with one in ten using the tram at least once a month.

Travel by Taxis and Private Hire

After the bus, taxis and private hire are the next most frequently used mode of public transport. Use of taxis or private hire has grown significantly since the 1996 survey:

- 28% of adult men and women use a taxi or private hire (minicab) at least once a week and a further quarter use this mode of transport on a monthly or fortnightly basis.
- Those aged 16 to 24 years are the most frequent users of taxis or private hire, with two thirds using this mode at least once a month.
- Only 24% of adults said they never or rarely use a taxi or minicab.
- Around 30% of respondents living in the towns, 30% of those in the cities and 25% of those living in the shires and rural settings said they use a taxi or private hire on at least one day a week. In contrast, only 20% of those respondents living in Greater London said they use a taxi or private hire as frequently.
- As the qualitative research revealed, the paucity or infrequency of bus services in the evenings often means that taxis or private hire become the most common form of public transport in many areas.
- Around 30% of Asian, black and minority ethnic respondents have used a taxi or private hire at least once a week, including for shopping and leisure or

social purposes. For comparison, a similar proportion of white respondents said they used a taxi or private hire at least once a week.

- Young women are more frequent users of taxis or private hire compared to young men. Only 18% of young men, but 31% of young women said they use a taxi or minicab at least once a month. Those aged 14 to 16 years are more frequent users than those aged 12 and 13.

Travel by Private Car, as driver or passenger

Respondents in the interview surveys were also asked about their use of the private car. There were marked differences between use of the car as a driver compared to being a passenger:

- 37% of men and 22% of women said they use their car as a driver on five or more days a week. Respondents who use their car as a driver are more likely to use it regularly or most days of the week. Only very low percentages said they use their car as a driver on four or less days.
- About 30% of all respondents in the shires or rural settings, towns and cities said they use the car as a driver on five or more days a week. Only in Greater London was this proportion significantly less, with only 15% using their car as a driver on five or more days a week.
- Those who use the car as a passenger are less likely to travel by car on five or more days a week. Only 11% of men and 18% of women said they use the car as a passenger on at least five days a week. However, 37% of men and nearly 50% of women said they used the car as a passenger on at least one day a week but less than five.
- About 60% of respondents living in the shires or rural settings, towns and cities said they use the car as a passenger on at least one day a week. In Greater London, this fell to 45%.
- Reflecting the way that the sample was drawn to include majority numbers of public transport users, 50% of male respondents and nearly 70% of women said they never use the car as a driver. 25% of men and 13% of women said they never or rarely use the car as a passenger.
- Around 30% of both white and Asian, black and minority ethnic respondents have travelled by car as a passenger at least once a week, and car ownership rates at about 60% is similar for both groups. However, Asian households are more likely to be car owners (67%) compared to black respondents (47%).
- There are differences in the frequency of travel as a car driver, with nearly 30% of white respondents compared to 20% of Asian, black and minority ethnic respondents driving a car at least three times a week. In the household survey, around 30% of Asian, black and minority ethnic respondents have a full driving licence compared to nearly 50% of white respondents.

- 50% of young men and women said they travel by car as a passenger on five days or more a week and a further 30% travel as a passenger at least one day a week. Only 5% of young people said they rarely or never travel by car.

Cycling

- One in ten of the adult respondents said that they cycle on at least one day a week. Men rather than women and those in the younger age groups are the most likely to cycle. Those in the towns and Shires or rural settings are more likely than those in the cities and Greater London to cycle.
- Nearly 40% of young people said they cycle on at least one day in a week. The journey to school and journeys during the day for social or leisure activities were the main purpose of these trips.

Journeys where Walking is the sole mode of travel

- Nearly 50% of all adult respondents said they make a journey that only involves walking on at least five days a week. 75% of respondents make such a journey on at least one day a week. Similar proportions of women and men make these walking journeys. However, those in the oldest age group (i.e. 65 years and older) make such journeys much less frequently.
- Nearly 75% of young people said they make at least one journey on three days a week where walking is the only form of travel. The main purposes are the journey to or from school and journeys for day time social or leisure activities.

Independent Use of Public Transport by Young People

- 75% of the young people aged 12 and 13 years said that they used public transport independently (i.e. without an adult). This increased to 93% for those aged between 14 and 16 years. Compared to young women, young men were slightly more likely to travel independently, especially in the younger age group.

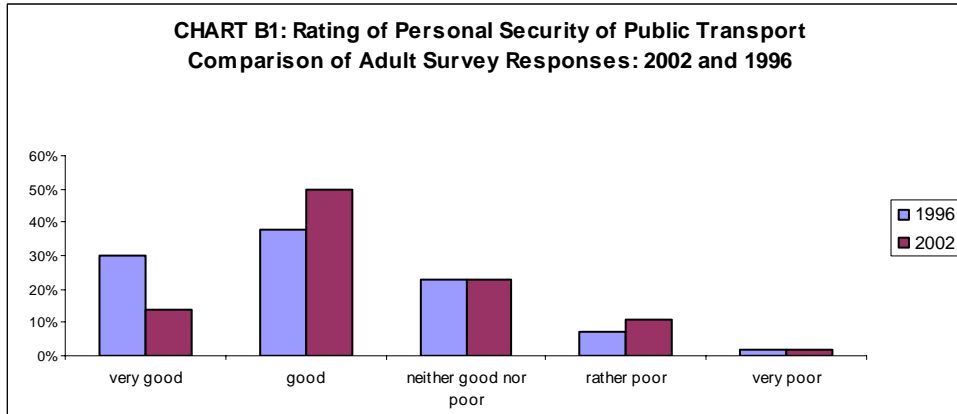
B.2 CHANGING PERCEPTIONS OF PERSONAL SECURITY

B.2.1 Rating of Personal Security

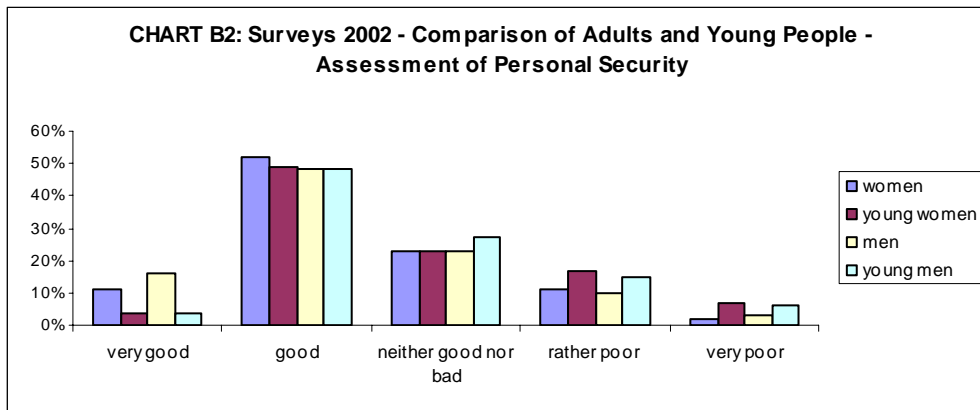
The 1996 and 2002 household surveys asked respondents how they rated selected features of public transport, including personal security.

- Comparison for the two years [Chart B1] reveals that the percentage of adult respondents who assess personal security using public transport to be 'rather poor' has increased slightly from 7% in 1996 to 11% in 2002. Those rating it as 'very poor', however, has remained at a low 2%.
- Although the percentage of respondents assessing personal security using public transport as 'very good' has declined significantly, those assessing it as 'good'

has increased. However, in total, similar percentages of respondents in 2002 (64%) assessed personal security as 'good' and 'very good' as in 1996 (68%).



- A reason for the decline in the more positive attitudes between the two survey years was suggested through the qualitative research. Users and potential users of different modes of public transport in 2002 were more sceptical about the impact of measures to greatly enhance personal security. Measures are welcomed and wanted, but users question how much impact these can really have in reducing crime and anti-social behaviour:
- Although, in 2002, men respondents [Chart B2] still tend to be more positive about their personal security, there are now only minor differences between the assessment of women and men. In 1996, the differences were more marked. Between the two surveys, adult men have become less positive in their assessment of personal security using public transport.



- From the 2002 survey, young woman and young men are less likely than adults to rate personal security using public transport as 'good' and more likely to rate it as 'rather poor' or 'very poor'. The earlier research conducted with young people⁴ about crime on public transport identified that they commonly observed or are the victim of anti-social behaviour when travelling. That research revealed that these

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experiences could often give young people a negative view of security and safety when travelling by public transport and deter their future use of buses or trains.

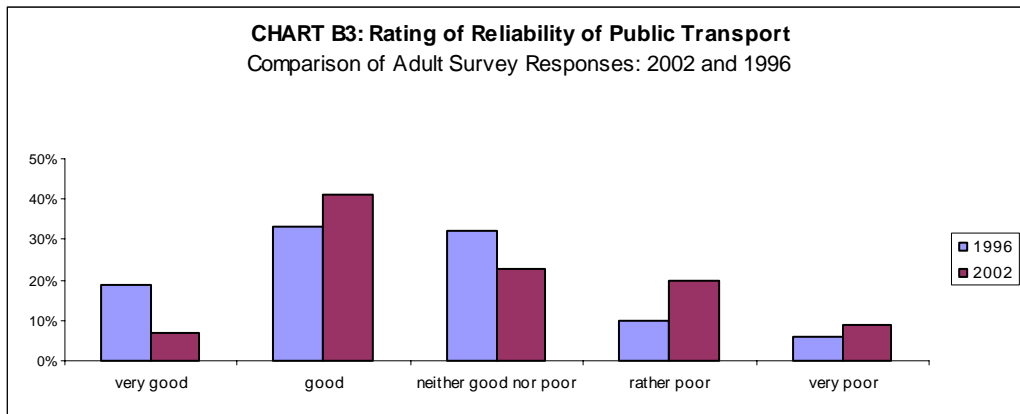
- At about 60%, similar percentages of Asian, black and white respondents rate personal security on public transport as quite or very good. Asian respondents were less likely than black or white respondents to rate personal security as 'very good'. This is consistent with the survey's findings on their higher rates of victimisation for incidents of racial harassment and greater perceptions of insecurity after dark.
- Other responses in the survey identified that, even after dark, travelling on the bus or train was felt to be the part of the 'whole journey' where respondents felt least unsafe. Thus, it is consistent with these findings that only about 14% of respondents, irrespective of ethnic group, rated personal security on public transport as rather or very poor.

B.2.2 Rating of Other Features of Public Transport

In the 1996 and the 2002 surveys, adults and young people were asked how they rated other features of public transport, such as cost, reliability, usefulness and accessibility.

Reliability of Public Transport

- In common with the rating for personal security, a lower percentage of adult respondents in 2002 compared to 1996 rate the reliability of public transport as 'very good' [Chart B3]. However, a higher percentage of respondents rate the reliability of transport as 'good'.

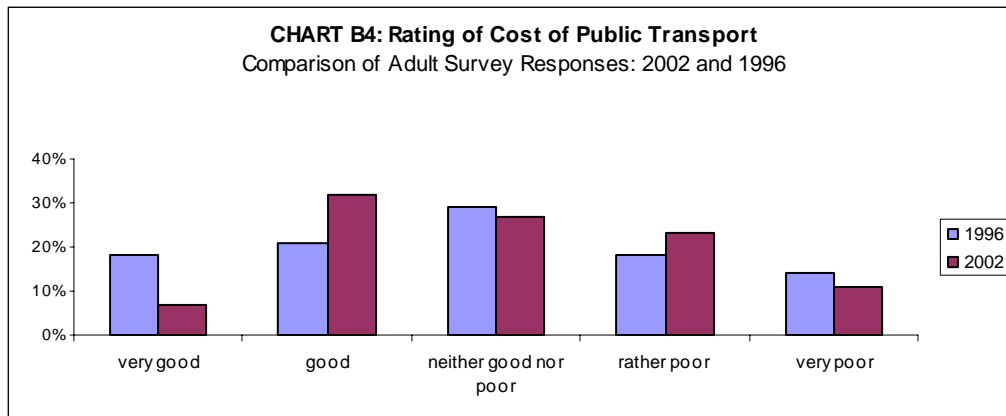


- A higher percentage of respondents in 2002 (29%) rate reliability as 'rather' or 'very poor' compared to 1996 (16%). Women are more likely than men to rate the reliability of public transport as 'poor'.
- Only about 50% of Asian and black respondents rated the reliability of public transport as quite or very good. 20% of Asian and 30% of black and white respondents identified reliability as rather or very poor. Asian and black women

were more likely than men from these ethnic groups to rate reliability as poor. The rating varied considerably between sample points, with respondents in major cities and predominantly bus users more likely to assess reliability as poor.

- From earlier qualitative research with black and minority ethnic communities⁵, participants in those discussions identified a lack of reliability and infrequency of services as a factor contributing to their perceptions of insecurity while waiting at bus stops.

Cost of Public Transport

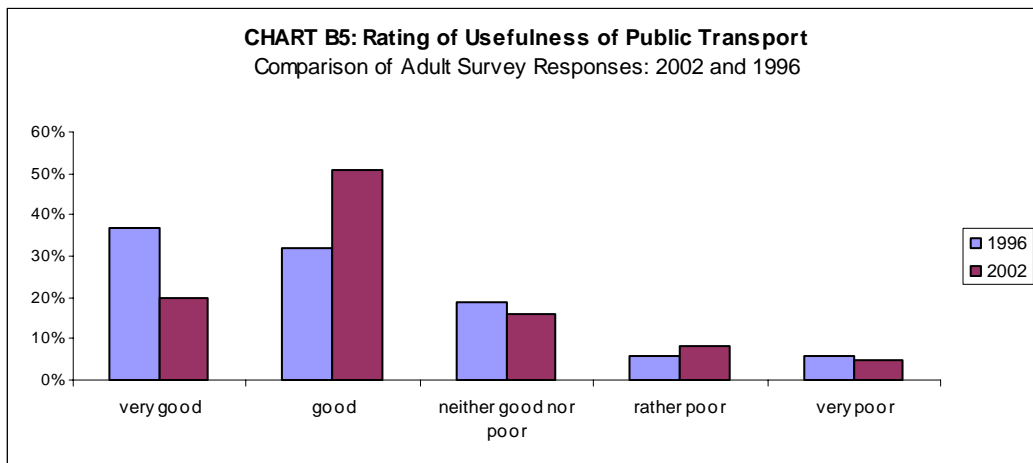


- A lower percentage of adult respondents in 2002 compared to 1996 rate the cost of public transport as 'very good', although a higher percentage of respondents rate it as 'good' [Chart B4].
- A higher percentage of respondents in 2002 (23%) assess the cost of public transport as 'rather poor'. Men rather than women are more likely to rate the cost of public transport as 'poor'. This may be partly explained by the different patterns of use of transport modes with women tending to use buses and only rail infrequently, and men making greater use of the train.
- Young people are less likely than adults to rate the cost of public transport as 'rather' or 'very poor'.
- Asian and black women were more likely than men from these ethnic groups to rate cost as poor. Given the differing pricing structures between transport companies, it is also not surprising that the ratings varied considerably between sampling points.

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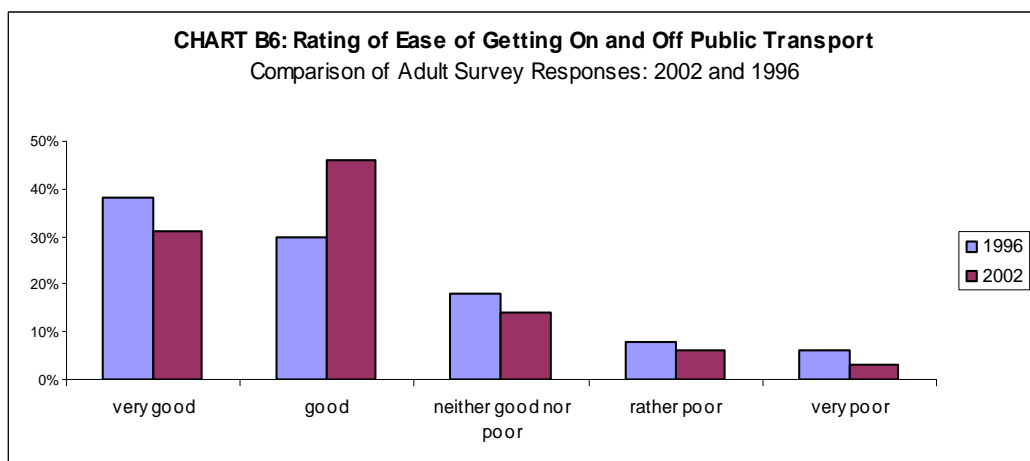
Social Research Associates *Minority Ethnic and Faith Communities: their transport requirements and the provision of public transport* and Crime Concern *Ethnic Minorities and Visible Religious Minorities: the impact of crime and concerns for personal security on their use of public transport* [2000]

Usefulness of Public Transport



- Although a much lower percentage of adults rated the usefulness of public transport as 'very good' in 2002, more described it 'quite good' [Chart B5]. Taking those two categories together, there was very little change between 1996 and 2002, with 69% describing it as 'good' in 1996 and 71% assessing it as 'good' in 2002.
- Those living in the shires or rural settings are more likely than those in the cities and Greater London to rate the usefulness of public transport as 'rather' or 'very poor'.
- 77% of young people rated the usefulness of public transport as 'quite' or 'very good' in 2002.
- 60% of Asian and 64% of black respondents rated the usefulness of public transport as quite or very good. Similar percentages across all ethnic groups (about 14%) described usefulness as rather or very poor. Although the rating for usefulness in the survey was generally good, it varied considerably between sampling points. In the qualitative research, participants identified that, for some communities, bus services often failed to adequately meet their needs in respect of local religious or cultural centres.

Ease of Using Public Transport



- Chart B6 compares the 2002 and 1996 ratings for the ease of using public transport in terms of getting on and off vehicles. The response here is more positive than for other features of public transport with 30% of adults rating accessibility as 'very good', albeit still a lower percentage in 2002 compared to 1996.
- Taking 'very good' and 'quite good' together, however, reveals an increase from 68% in 1996 to 77% in 2002. The 'rather' or 'very poor' falls from 14% to 9%.
- In 2002, similar percentages of men and women describe the accessibility of vehicles as 'good'. Those in the oldest age group (i.e. 65 years and older) are still more likely to describe vehicle accessibility as 'rather poor' and less likely to describe it as 'very good'.
- Compared to adults, young people in 2002 are more likely to rate accessibility as 'very good' (39%) and 'quite good' (43%).
- Substantial majorities of Asian (71%) and black respondents (80%) rate the ease of getting on and off public transport vehicles as good. Only about 10% of respondents, irrespective of ethnic group, rate the ease of using public transport as poor.

An additional analysis has looked at the rating of adult respondents in 2002 for the ease of getting on and off transport by whether or not they had restricted mobility or an impairment of hearing or sight.

Table B1: Rating of Ease of Getting on or off Public Transport by Mobility or Sight or Hearing Impairment					
Respondents	Very Good	Quite Good	Neither Good or Poor	Rather Poor	Very Poor
With restricted mobility	18%	41%	19%	11%	11%
With sight or hearing impairment	13%	51%	19%	11%	6%
None of these	33%	46%	13%	5%	2%

- Table B1 reveals that despite the overall increase in positive rating for ease of getting on or off public transport, people with restricted mobility or hearing and sight impairment are still more likely than other people to rate accessibility as rather or very poor. Over 20% of people with restricted mobility and 17% with sight or hearing impairment rated ease of access poor compared to 7% of all other adult respondents.

B.2.3 Where People Feel Insecure

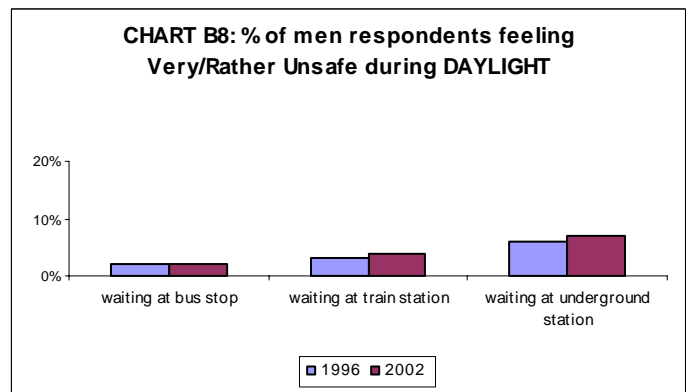
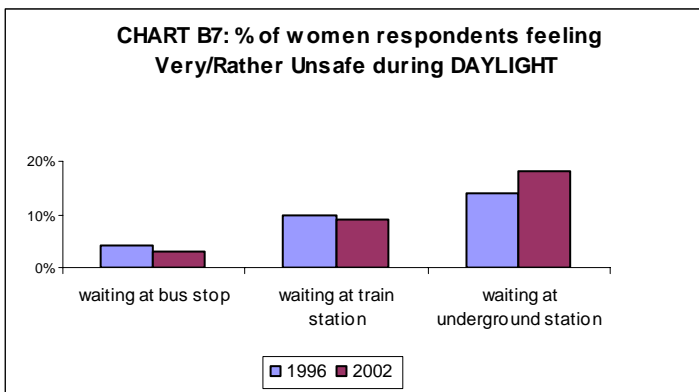
In the 2002 and 1996 surveys, respondents were asked how safe or secure they felt in selected locations (for example, waiting at a bus stop or train station), when on board public transport and when walking over the whole journey to and from a stop or station.

This next section summarises the findings from the surveys and how perceptions have changed over the six years. It also draws on the findings from the 2002 survey with young people to compare and contrast their perceptions of security compared to adults. The views expressed during the escorted journeys and discussion groups are also included here to explore people's perceptions of security in more depth.

Waiting for Public Transport

During Daylight

- Only a small minority of women and men feel insecure when waiting at a bus stop during daylight [Charts B7 and B8]. This has changed little since 1996.
- Although women and men express greater concerns while waiting at a train station during daylight, those feeling insecure still account for only 10% or less of all adult respondents in 2002 and 1996.
- Greater concerns are expressed (particularly by women) - even during daytime - whilst waiting on an underground station, although those feeling 'very' or 'rather insecure' are still a small minority of all adult respondents.

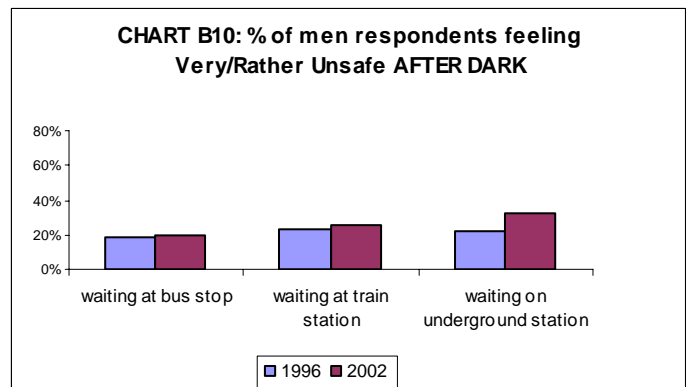
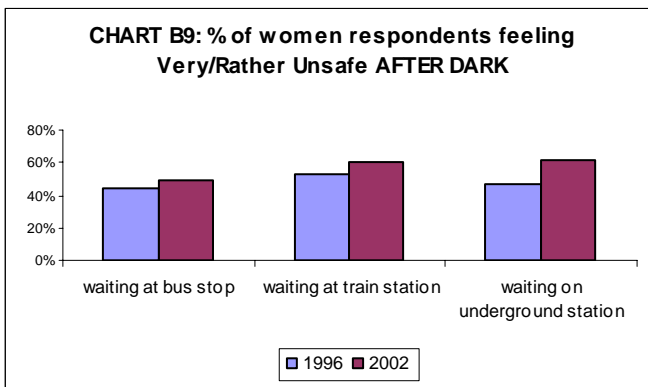


- The 2002 survey with young people reveals a similar pattern to adults, with only a small minority feeling insecure during the daytime, especially while waiting at a bus stop [see Chart 11]. Young people are more likely to feel insecure, even in daylight, whilst waiting on a train station or on an underground station.
- Only a small percentage of Asian, black and minority ethnic respondents feel unsafe, during daylight, when waiting for public transport, and the percentages feeling unsafe are similar to those for white respondents.

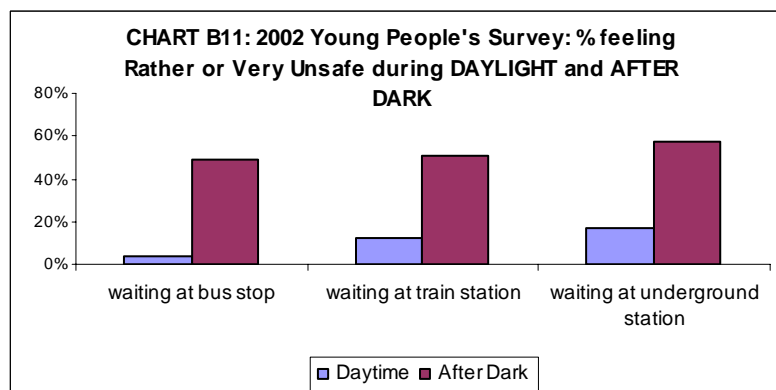
- Although the differences are only small, there is some indication from the survey data that Asian respondents are more likely than black respondents to identify locations or transport modes as unsafe during daylight. In the qualitative research conducted in 2000, many Asian and black participants referred in strong terms to the way in which the ever present probability of racist abuse, threat or assault significantly heightens their concerns for personal security in any public place irrespective of the time of day or night.

After Dark

- The whole picture of insecurity changes after dark, most markedly for women and young people.



- Between 1996 and 2002, the percentages of women feeling rather or very unsafe whilst waiting at transport modes has increased, especially while waiting on an underground station. In 2002, the percentages of women feel unsafe waiting at a bus stop were 49%, at a train station 60% and on an underground station 61%.
- Although men also feel less safe waiting after dark, there was little change between the two surveys except for higher concerns whilst waiting on an underground platform where 32% of men felt unsafe in 2002.



- Although young men still tend to feel safer compared to young women, overall young people's levels of concern whilst waiting at transport modes after dark

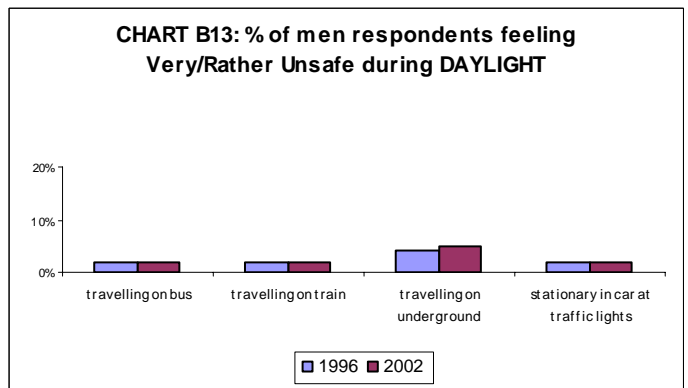
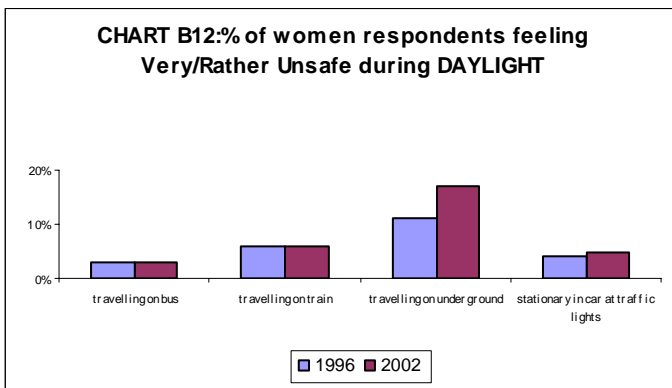
tended to mirror those of adult women. In 2002, about 50% of all young people interviewed said they felt unsafe waiting at a bus stop or on train platform after dark and 57% felt unsafe waiting on an underground platform.

- Consistent with the findings of the survey overall, the perceptions of Asian, black and minority ethnic respondents for their personal security worsened significantly for all locations after dark. Over 50% of Asian and more than 40% of black respondents identified waiting on an underground or metro platform as the location that they perceived to be most unsafe.
- 44% of Asian respondents say they feel rather or very unsafe when waiting at their local bus stop compared to 30% of black and 35% of white respondents. In the earlier qualitative research with Asian and black communities, a number of all participants described incidents where they had been the target of racial abuse or assault while waiting for a bus in their local area, including from car drivers and passengers.

Travelling by Public Transport

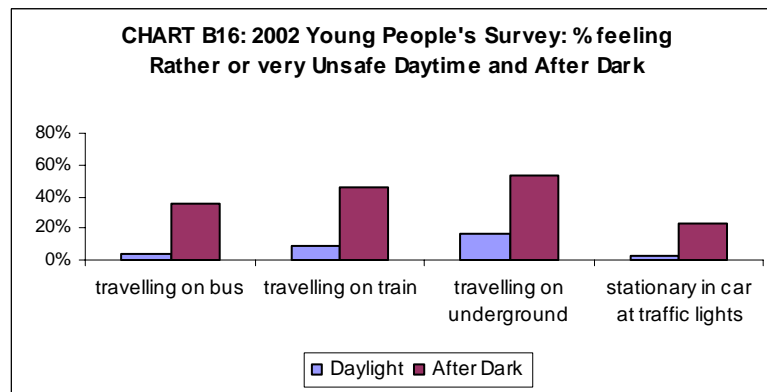
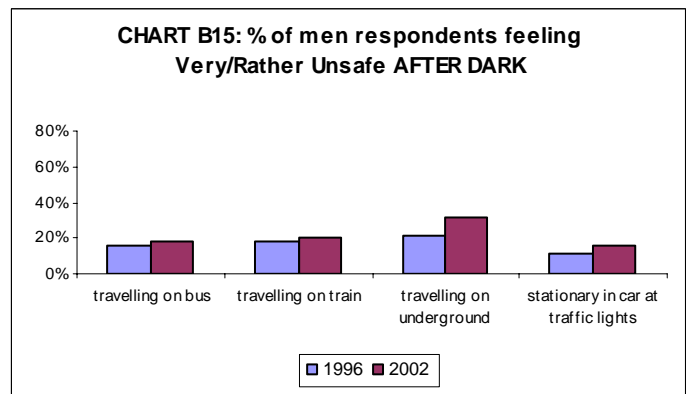
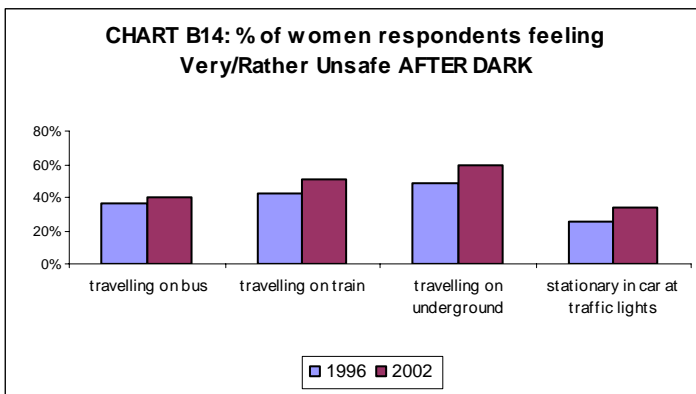
During Daylight

- During the daytime, and with the exception of the underground, both women and men tend to feel safe travelling by bus or train with few changes in the level of anxiety between 1996 and 2002. Asian, black and minority ethnic respondents also express few concerns about travelling by bus or train during the daytime.
- However, both men and women across all ethnic groups and ages express higher levels of anxiety in using the underground during the daytime, and this has increased slightly for women between 1996 and 2002. In 2002, nearly 20% of women respondents say they feel unsafe travelling by underground during the daytime.
- For comparative purposes, respondents were also asked about their perceptions of security when in a stationary car, for example at traffic lights. During the daytime, few concerns were expressed.



After Dark

- As with anxieties when waiting, there are heightened concerns when travelling after dark. The concerns among women are greater than those expressed by men, but for both, the percentages feeling unsafe travelling by different modes of transport has increased slightly between 1996 and 2002.
- The greatest levels of concern for both men and women are when using the underground. In 2002, 60% of women and 32% of men say they feel unsafe using the underground after dark. Over 50% of women respondents also say they feel unsafe travelling by train after dark.
- 30% of women respondents say they feel unsafe when in a stationary car after dark, for example waiting at traffic lights.

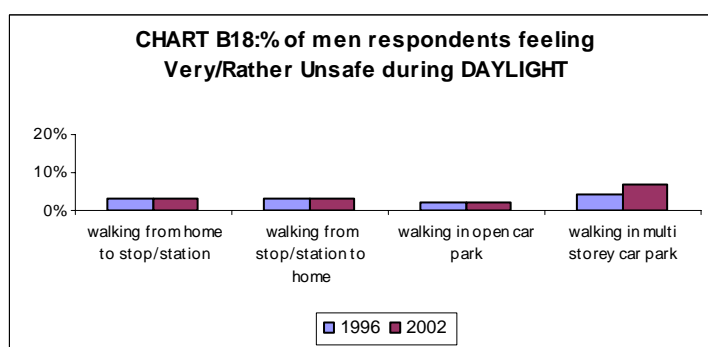
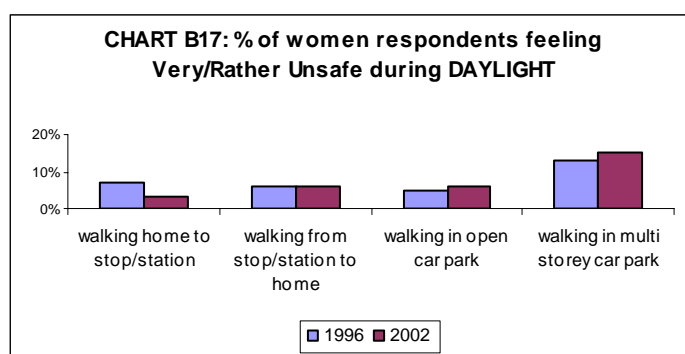


- As with adults, young people are most likely to feel unsafe when travelling on the underground after dark (53%) and on a train (46%). More than 30% of young people say they feel unsafe when travelling on a bus after dark and 25% feel unsafe in a stationary car at traffic lights.
- As with white respondents, the perceptions of Asian, black and minority ethnic respondents for personal security worsened significantly for all modes of transport after dark. Travelling on an underground or metro train is identified as rather or very unsafe by 50% of all Asian and about 40% of black respondents. This is also the mode of travel where white respondents feel most unsafe.

- Around 30% of Asian and black respondents feel unsafe when travelling on the bus or train after dark. However, compared with waiting for public transport or walking to or from the stop or station, travelling on the bus or train is generally perceived to be a safer environment by respondents from all ethnic groups.

Over the Whole Journey

The 1996 research identified the importance of the whole journey for perceptions of security when using public transport and people's willingness to travel, especially after dark. The whole journey not only includes the time travelling on and waiting for public transport but importantly the journey to and from the stop or station. Such journeys often include periods of walking to or from the home, walking within an open or multi storey car park or accessing a taxi rank. Perceptions of insecurity during the part of the journey that involves walking, often alone, can be a deciding influence on whether to use public transport at all.

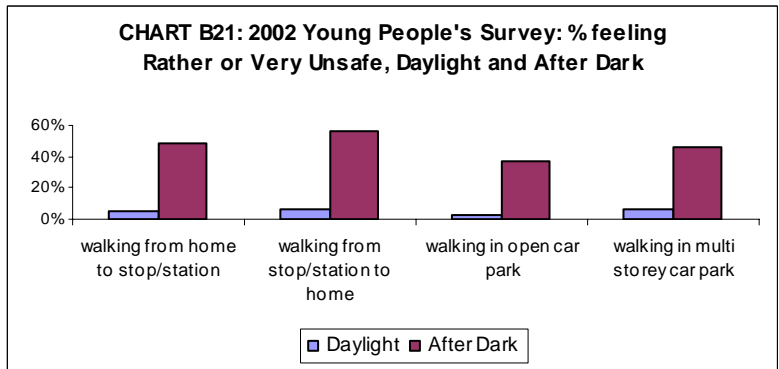
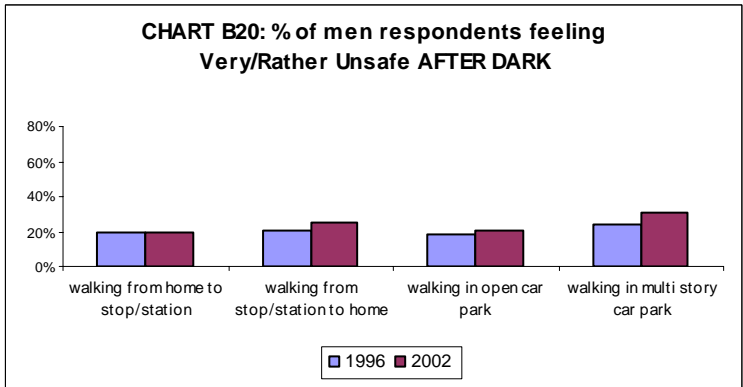
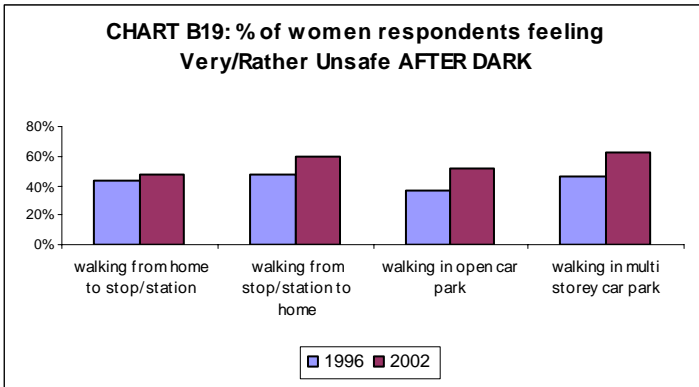


During Daylight

- During daylight, in 1996 and 2002, most women and men feel safe walking to or from the stop or station. There is little difference in the perceptions of safety during daylight across the ethnic groups.
- Most women and men feel safe in an open car park during daylight. However, there are greater concerns about multi storey car parks, even during daylight and especially by women. For both men and women, concerns when using a multi storey car park increased slightly between 1996 and 2002.

After Dark

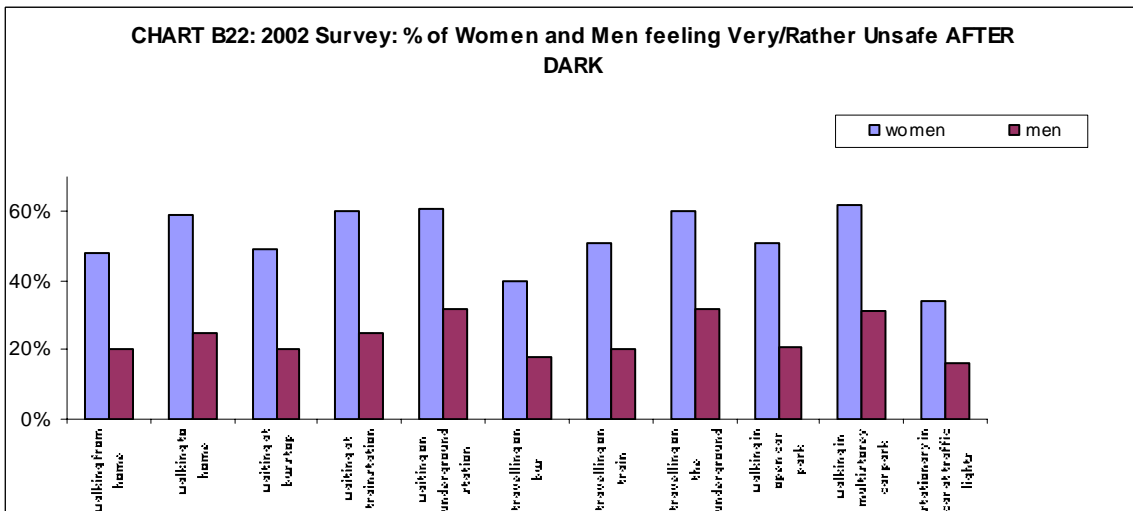
- As with waiting and travelling on public transport, concerns about security are much greater after dark when walking to or from the stop/station and when using car parks. These concerns increased slightly between 1996 and 2002, especially for women.
- Women feel most unsafe when walking from the stop or station to their home and when walking in a multi storey car park after dark. These are also the two parts of the journey where men are most likely to see unsafe.



- Consistent with the adult findings, young people's concerns are much greater after dark compared with daylight. Young people feel most unsafe waiting on a train or underground platform and walking from the stop or station to their home. Young people do not feel as unsafe as adults walking through open or multi storey car parks, most probably because they would be accompanied by the car driver.
- Walking after dark from the stop or station to a final destination is felt to be unsafe by 44% of Asian, 43% of white and 37% of black respondents. Over 30% of respondents from each group identify walking after dark to the stop or station as unsafe. Women are almost twice as likely as men, irrespective of their ethnic group, to feel unsafe when walking to or from the stop or station after dark.

Summary of Where Respondents Feel Unsafe, After Dark

From the survey findings in 2002, the following Charts and Tables summarise those locations where women, men and young people feel most insecure.



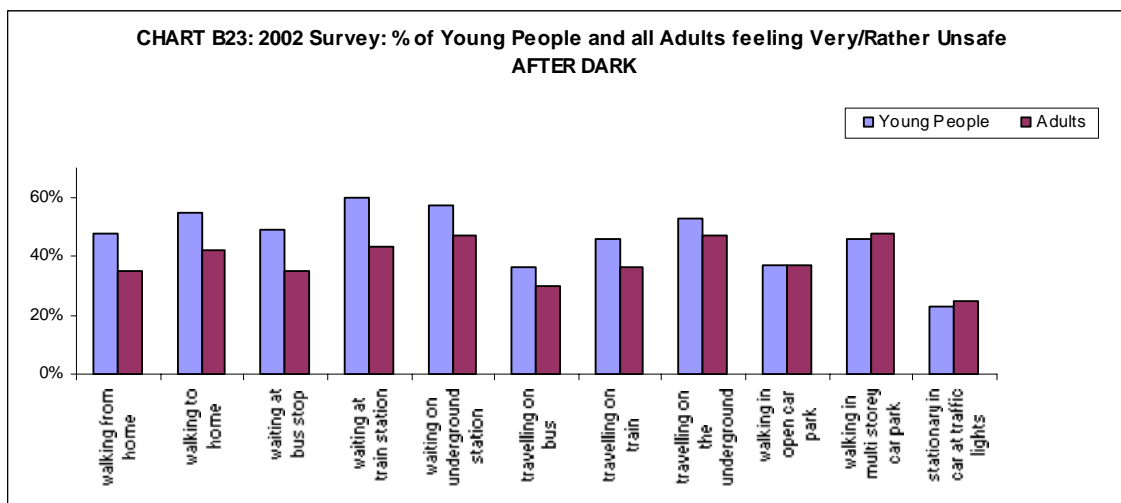


Table B2: Locations/Journeys Where WOMEN and MEN feel most Insecure AFTER DARK, 2002 [Percentages of respondents feeling very or rather unsafe]

Women	Men
1 Walking in Multi-Storey Car Park [62%]	1 Waiting on Underground Platform [32%]
2 Waiting on Underground Platform [61%]	2 Travel on the Underground [32%]
3 Waiting on Train Platform [60%]	3 Walking in Multi-Storey Car Park [31%]
4 Travel on the Underground [60%]	4 Waiting on Train Platform [25%]
5 Walking from Stop/Station [59%]	5 Walking from Stop/Station [25%]
6 Travel on Train [51%]	6 Walk in Open Car Park [21%]
7 Walk in Open Car Park [51%]	7 Walking to Stop or Station [20%]
8 Waiting at a Bus Stop [49%]	8 Waiting at a Bus Stop [20%]
9 Walking to Stop or Station [48%]	9 Travel on Train [20%]
10 Travel on Bus [40%]	10 Travel on Bus [18%]

Table B3: Locations/Journeys Where YOUNG PEOPLE and ADULTS feel most insecure AFTER DARK, 2002 [Percentages of respondents feeling very or rather unsafe]	
Young People	All Adults
1 Waiting on Underground Platform [61%]	1 Walking in Multi-Storey Car Park [48%]
2 Waiting on Train Platform [57%]	2 Waiting on Underground Platform [47%]
3 Walking from Stop/Station [55%]	3 Travel on the Underground [47%]
4 Travel on the Underground [53%]	4 Waiting on Train Platform [43%]
5 Waiting at a Bus Stop [49%]	5 Walking from Stop/Station [42%]
6 Walking to Stop or Station [48%]	6 Walk in Open Car Park [37%]
7 Travel on Train [46%]	7 Walking to Stop or Station [35%]
8 Walking in Multi-Storey Car Park [46%]	8 Waiting at a Bus Stop [35%]
9 Walk in Open Car Park [37%]	9 Travel on Train [36%]
10 Travel on Bus [36%]	10 Travel on Bus [30%]

B.3 INFLUENCES ON PEOPLE'S PERCEPTIONS OF INSECURITY

The 1996 escorted journeys and discussion groups had the prime purpose of exploring participants' perceptions of security and what influenced these perceptions when using public transport. The 2002 escorted journeys and discussion groups explored how these perceptions and influences may have changed since the 1996 study and whether there were any new concerns that could be influencing people's propensity to use public transport.

The impact of darkness

Consistent with the 1996 findings, the survey and discussion groups confirmed that, for both men and women, concerns for personal security are much greater when using public transport after dark. The absence of other passengers waiting and travelling during the evening, and the perception that the presence of rowdy people, (especially under the influence of alcohol and/or illegal drugs) was more common, contributed significantly to these heightened concerns.

As in the 1996 study, perceptions of insecurity are especially heightened during the walk to or from the stop or station after dark i.e. during the 'whole journey'. For example, this journey could be between home and the stop or station, when walking to access a car in an open or multi storey car park or walking to reach a taxi rank. Such anxieties, expressed by both men and women, could deter potential users from travelling by public transport after dark.

As participants in the 2002 discussion groups described:

"I don't feel safe after 9 o'clock, wherever it is and especially on the tube. It's the buses for me in the evenings. Not only is it safer travelling by bus but I don't have such a long walk home. The walk from the station to where I live really puts me off, I feel very unsafe then"
[younger woman, Underground user]

"In the evenings, I wouldn't walk home. I'd be worried just walking down the streets here. I always ring for a taxi after 8 at night...it's expensive but I'd rather be safe"
[middle aged woman, Bus user]

"Coming out of the station alone, there are quite dangerous places around here to walk home. That's when I feel unsafe, not on the station, but on the streets after dark"
[middle aged man, Underground user]

"Street lighting is so important – on our journey, there is an underpass and there we feel especially vulnerable, especially if you are carrying a bag. The perceptions, the fear, make you spend money on taking taxis just to avoid it"
[partially sighted man and public transport user]

"I loathe this part of the journey, I always look to see who else is getting off at the station, but it's too late then of course, the tram's gone and I'm here with someone who looks dodgy and I have to walk down to the road and then home"
[younger woman, Light Rail user]

"Leaving the station is when you can feel uneasy. It's OK where the shops and the lights are, although late at night there can be problems. But once you leave the main road and have to walk home, if it's dark, you have to be careful and aware of who's there and what could happen. I can understand some people not wanting to travel"

but use a car, if they're got one. I haven't but that walk could easily put you off using the train or the bus. I wouldn't use it very late for that reason"

[middle aged man, Train user]

"I could manage to travel by train in daylight with help, but not after dark at all. I go by car out late. Then, I know where I am going and where I will park. It takes the uncertainty out of travelling"

[woman manual wheelchair user]

Some participants described how being close to home or with a short walk could make them feel more confident, although concerns were still evident:

"Whether I feel safe or not walking after dark depends on the distance...If it's just a short walk to my house, I'd feel OK but any longer then I wouldn't feel at all comfortable"

[younger aged woman, Bus user]

Participants also described how they took precautions to boost their confidence during the walk home:

"I come home late at night and get off the bus and walk. I assume an air of confidence. There are ways to deal with being out late. I walk quickly and I have my keys in my hand and my mobile phone too. I cope with it but I am also very conscious of it and still worry"

[younger woman, Bus user]

Even participants using a rural bus service, especially older passengers, described their anxieties about walking after dark in their village or along country roads:

"We walk up to the village for bingo once a month. We couldn't go out on our own, not after dark. There's a few of us together and that makes it OK, but I'd never go on my own, not anymore"

[older woman, rural Bus service]

"I would not go out after dark, there're too many nooks and crannies for people to hide in"

[older woman, rural Bus service]

As an earlier national study on perceptions during pedestrian journeys⁶ had revealed, the concerns expressed about walking along country roads often focused not only on personal security issues but also about road safety. This was echoed by participants in this study:

"I use the bus four or five times a week. There's no car in the household. I'd have to walk three miles into town and three miles back. I wouldn't walk there, it's very unsafe with no pavements or lights along the road"

[younger woman, rural Bus service]

"I wouldn't want to walk, even in daylight. I would feel very frightened, the speed of the traffic for one thing"

[middle aged woman, rural Bus service]

Influence of Gender, Age and Ethnicity

In both 1996 and 2002, women generally feel more unsafe than men, both when travelling on and waiting for public transport and over the 'whole journey'. Such

⁶ Crime Concern and Social Research Associates 'Personal Security Issues in Pedestrian Journeys' DETR 1999

findings are consistent with the British Crime Surveys with women expressing greater anxieties about being the victim of crime or anti-social behaviour.

There is some evidence from the 2002 survey data that the concerns of men for personal security are increasing. As a later section of this report reveals men are also more likely in 2002, compared with 1996, to have experienced or observed an incident of criminal or anti-social behaviour when travelling, especially those of a violent nature.

Whilst waiting for or using public transport, women in particular feel that just having one other person around is often more threatening than being alone, especially if that other person is a man. In contrast, men tend to feel more threatened by a group of other men and are less concerned by the presence of one other person.

In both the 2002 and 1996 surveys, older people generally feel more unsafe than younger people, although for a variety of reasons, they are less likely to be travelling late into the evening. The British Crime Surveys reveal that older people are more likely to feel anxieties about being the victim of crime and anti-social behaviour, although they are less likely than younger people to be the victim of an incident. These surveys also show that many older people do not choose to go out alone after dark, although that may not necessarily be because of concerns about crime.

There was some evidence from the 1996 survey that black and minority ethnic people were more likely than white respondents to feel unsafe when using public transport. There is further evidence from the 2002 survey that Asian respondents have greater concerns than white or black respondents about their personal security using public transport. However, in the 2002 discussion groups, most of the black and minority ethnic participants express very similar concerns about personal security to those of the white participants.

Disability and personal security concerns

The 1996 study did not give in-depth analysis to the personal security concerns of disabled people. In the 2002 study, at least 12% of the sample have either restricted mobility, a sight or hearing impairment, or have experienced mental health problems. In addition, two escorted journeys and one discussion group were held with participants with a mobility, sight or hearing disability.

Respondents said that having a seeing or hearing dog, a white cane or being in a wheelchair could make you a target for anti-social or criminal incidents. Such incidents are increasing, especially as more disabled people are able to access public transport.

The ability to see, hear or move away rapidly is a mechanism for self defence. The impairment of one or more of these mechanisms can make a person more vulnerable when threatened by or experiencing an incident. As those participating in the 2002 discussions described:

“People with sight impairment are very vulnerable because they cannot see facial expressions to identify whether people mean it, are really being aggressive. You read a lot in people’s facial expressions” [woman, manual wheelchair user]

"Throwing fireworks on the train, that happens and can be very frightening, especially if you can't see and all of a sudden there is this big bang..."

[blind man and public transport user]

"When you cannot see, you do not know what is happening around you and that makes it more frightening"

[partially sighted woman and public transport user]

"Deaf people do not hear noises, they may see but they cannot hear violence or what is going on and that means you cannot always read situations accurately and assess danger"

[carer with disabled participant]

"If you are in a wheelchair, it could be very difficult to get away quickly, if you were threatened. If on your own, you'd be very vulnerable, if someone turns nasty"

[woman, powered wheelchair user]

Influence of design and management

The 2002 findings from the discussion groups were consistent with those from 1996 in identifying the following as enhancing concerns for personal security when using public transport.

People generally feel much less secure in isolated locations, for example at lonely bus stops or train stations and especially where there are few opportunities for informal surveillance from passers-by or nearby houses or shops:

"Just think about that station. There're the long steps up and down from the street. I would never feel safe using that, especially at night...no one can see you when you're down there"

[middle aged woman, light rail user]

"It's always better when you get off the tram on the street, especially in the city centre or where there're shops and people"

[young man, light rail user]

"Using this ramp, you are quite a way from everyone else, it's dark and isolated. There are no staff nearby to help or make you feel safer. You wouldn't feel very safe using it after dark and that's not just late but after 4 o'clock in the winter"

[partially sighted man, public transport user]

Locations that are poorly lit or with lighting that throw dark shadows add to people's concerns for personal security. The presence of trees or other vegetation that reduces visibility and provides opportunities for people to hide also contributes to feelings of insecurity:

"I feel OK walking. But at night when it's badly lit and there're lots of trees, then I do feel unsafe waiting for the bus"

[older woman, bus user]

"I wouldn't feel safe at this station with all these bushes, I'd keep well away from the bushes, someone could be hiding there...especially after dark"

[younger man, light rail user]

Subways and long flights of stairs are a feature of many train and bus stations and the station approaches. Such locations are often identified as places where people feel less secure, mainly because of a fear of entrapment, but also because they are also often poorly lit and dingy.

Recesses and concealed corners, where another person could be hiding, also contribute to people's heightened sense of risk.

When travelling in a bus, train or tram, passengers have concerns where they feel cramped in the seating and when their personal space is not clearly defined in relation to other users. For example:

"They have taken away the arm rests here. I find it is difficult to keep your space...I know they were vandalised but that's no reason for taking them away. It's not so good when you can't keep your own space" [older woman, Underground user]

"The seats on some of the newer buses are so small, often that it's like you're joined at the hip with the person sitting next to you. It doesn't make me feel comfortable or at ease" [middle aged woman, Bus user]

Influence of a poor quality travelling environment

The presence of litter, graffiti and a poorly maintained environment can contribute to people's anxieties by demonstrating that the transport infrastructure or service is not well managed or controlled. In 2002, there were stronger views expressed about the poor quality of some travelling environments, especially where litter bins have been removed for security reasons:

"It doesn't help where there are dirty, grubby trains and stations. People just throw stuff down, burger boxes, cans. Rubbish is thrown down all the time, I know it's down to ignorant people but that doesn't help when you're travelling. You feel what a mess! Who is in charge of this?" [middle aged woman, underground user]

"Rubbish has certainly got worse. There're no bins I know. But, also on the buses, there's so much rubbish now. Surely something could be designed differently to give people somewhere to put their rubbish" [younger woman, underground user]

"The lighting is very poor [along the ramp] and the graffiti makes it a very unwelcome environment, it makes you feel that it's not really part of the station" [woman carer for disabled participant]

"This part of the station is cleaner, brighter and there's no litter. It makes you feel more comfortable, it looks as though someone is responsible and it is looked after" [man in powered wheelchair]

"The scratching on the train windows, it looks horrible and it's such a stupid thing to do. There used to be spray paints everywhere but now it seems to be this graffiti in the glass. I don't know what they can do to stop it. You can't expect them to replace the glass all the time, that would cost too much" [older woman, train user]

"I'd be threatened, if I was here when someone was doing it [the graffiti]. But now, it's just here. It's not a threat now. Just makes the train look old and tatty" [younger man, train user]

Influence of staffing

The findings from the 2002 discussion groups reinforced the 1996 findings that the absence of visible and available staff contributes significantly to people's concerns

for personal security. Staff are important when waiting for public transport, especially during those times when less people are travelling:

"I feel OK even though I have sometimes been on my own, but then there is always someone there. There's always a member of staff walking around the [train] station, even late. If there wasn't, then I wouldn't feel safe on my own"

[younger woman, train user]

"There're always staff on the station, over the whole 24 hours, and that's important for me and how safe I feel"

[middle aged man, train user]

"I don't think it's really that safe, there are rarely staff on the platforms. At the busy stations, yes they are there and during the busy times, but it's other times that they are needed. That's when you feel unsafe. There needs to be more staff at night and you need to see them on the platforms as well"

[middle aged woman, underground user]

"My [train] station is unmanned and only two or three weeks ago, someone was stabbed there. The shelter on the platform is also a meeting area for teenagers in the evenings, it is an attraction. Having no staff there makes me feel very uneasy about using it and there are times when I don't use it for this reason"

[partially sighted woman and public transport user]

"I always feel safer with staff around. Anyone really, it needn't be staff but someone in authority that you feel you could go to for help. I just prefer not to be on my own. I feel staff on the stations and on the trains should be more visible and let anyone who could be going to cause trouble feel intimidated"

[older woman, train user]

"There's always staff here, Security in uniform and people to help us as well with information about the buses. Certainly when it's busy, there're lots of them and bus drivers as well. It all helps to make you feel better about waiting. It stops other people causing a nuisance and that must make it safer for us"

[middle aged couple, Bus & Train Interchange]

The presence of visible on-vehicle staff can also influence perceptions of security:

"I just think buses are safer, they've got a driver who's in there with you, not cut off like here [on the tram] or on a train. On the bus, I can sit by the driver and feel safer"

[younger woman, light rail user]

"I definitely feel safer with staff... but, I'd like the conductors to walk up and down [the train] more, especially after dark that's when we need them"

[woman carer for disabled participant]

"In the evenings, I can feel more vulnerable, on the evening services, especially on the trains. You don't tend to see conductors as much as during the day...they just check tickets and that's all...you do not see them walking through at other times, it is just every half hour or so"

[younger woman, train user]

"I was with my wife who is also blind. We were travelling on a train at 3.30 in the afternoon. It was a suburban service in Scotland where we live. School children on the train threw a fire extinguisher at my wife and hit her in the face. It was a driver-only train. The train company said that if I had pulled the emergency cord, the driver is not allowed to leave his cab to respond. So, what would have happened? I think the shortage of on-board staff is a real issue for everyone"

[blind man and public transport user]

Views were also expressed that for staff to contribute to passengers' perceptions of security, they need to be proactive and in control:

"I sometimes feel the bus drivers are not in control and that makes you feel unsure of what could happen. There was a man got on the bus, he was clearly drunk. Other passengers didn't like him coming on, but the driver just let him on"

[younger woman, bus user]

"On the buses, the drivers are not interested if there's any trouble. They don't use their radios to get help because they are too frightened. For them to make me feel safer, especially if I was travelling in the evenings, they would have to be prepared to act, to do something. I'd need to know that you could rely on that"

[middle aged man, bus user]

Influence of other people

Reassuring presence of other passengers

In both the 2002 and 1996 studies, although women generally feel less safe than men, both men and women say they feel less safe when out alone. Despite crowds (especially if rowdy or poorly managed) raising anxieties, passengers generally feel safer when more people are travelling or waiting because it is felt that those with criminal intent would be deterred 'by the sheer presence of numbers'.

As the participants in the 2002 discussion groups described:

"Trains are OK when people are on them, then generally you feel OK"

[partially sighted man, public transport user]

"Nothing's happened to me as such, but I've felt threatened when I've been on my own, especially on the Underground or the trains"

[younger woman, train user]

"You feel better during the day, simply because there's more people travelling and waiting...once the numbers drop, that's when I feel unsafe"

[middle aged woman, light rail user]

"I'd use it at night, may be if I was going from Birmingham to Wolverhampton, 'cos there would be more people at either end and I'd feel safe. But I wouldn't want to use the stations in between, they seem to be quite lonely"

[younger woman, light rail user]

The threatening influence of anti-social behaviour, alcohol and illegal drug use

The presence of rowdy people or those under the influence of alcohol and/or drugs causes anxieties for both women and men. There are concerns at the unpredictability of such behaviour and the potential for being a victim of or witnessing criminal incidents, especially those of a violent nature. There is some evidence in 2002 of greater concerns than in 1996 about the behaviour of those under the influence of illegal drugs when using public transport.

A number of examples of incidents involving alcohol or illegal drug use were described in the 2002 discussion groups:

"It was after a football match...there were four men on the bus, they'd had quite a bit to drink, they were making comments about me, quite loud. I had to bite my tongue not to reply, but I knew I mustn't, it wouldn't be safe for me"

[younger woman, light rail user]

"On the train, you can get a lot of people drinking. That can make you feel unsafe in a carriage where they are. I can feel unsafe then"

[younger woman, train user]

"When it's late and you're on the bus and there's people drunk, that's slightly intimidating"

[older man, bus user]

"I've been threatened on a bus, well felt threatened anyway...this man came over to me and stood over me shouting. He turned out to be OK, he was just drunk, but you don't know at first"

[younger man, train user]

"If I finish work and it was 10 or 11 at night, I wouldn't get the bus. I'd think it was too dangerous, it's when you get a group of four or five or more, people drunk and sometimes smoking what they shouldn't. You get a lot more of that these days"

[younger woman, bus user]

"It's the anti-social behaviour late at night that really puts me off. It can be a threatening and horrible environment. It's not just people drunk but they can be very unpleasant as well and threatening"

[younger man, underground user]

"Alcohol causes more problems than anything else...but with drugs now more and more on Friday and Saturday nights"

[middle aged man, underground user]

During an escorted journey on a single deck bus, two young men sat in the rear seats and smoked cannabis throughout their journey. Although it was evident throughout the bus that they were smoking and it was cannabis, neither the bus driver nor anyone else made any attempt to ask the young people to stop smoking. Participants in the subsequent discussion commented:

"I wasn't that worried about it, you do get a lot of it nowadays. But I wouldn't have sat next to them or near them if possible, then I would have worried"

"Nobody challenges them anyway. The driver couldn't, they wouldn't challenge anyone smoking pot. No one would have the guts to do it"

"But it would be dangerous to say anything and that includes the driver. What's he supposed to do, he's on his own"

An earlier section of this report describes the increased importance of taxi and private hire travel, especially after dark and for leisure purposes. In some areas, taxis and private hire are the only forms of public transport on offer where bus transport is very limited or just not available in the evenings. Sometimes, the reason why bus travel is not available is because of concerns for the safety of drivers and the security of vehicles in the evenings, resulting in services being withdrawn. As a bus user commented:

"Buses around here are good during the day, but after 6 o'clock terrible. Buses are really bad in the evening and that goes for everywhere, they either don't run or are so infrequent that they're impossible to use without long waits"

Taxis and Private Hire

The availability of taxi and private hire to provide transport, especially to home in the late evening or early morning, are affected by the drivers' concerns for their own safety. Licensed taxi drivers operating in a small south west city described their concerns for personal security in providing a transport service, especially late into the evening:

"Most buses stop at 6 p.m. In places like this it means the only transport home are taxis and that means we get the lot, all the grief. On a Friday and Saturday night, our office is in the centre and we can get a hundred or more people in and around our office waiting for a taxi. You can't pick and chose who you take, you just have to take who you get"
[older man, Taxi driver]

"Ours is a small office but we've got six CCTV cameras in and outside the office because of all the trouble. A lot of drivers have been assaulted... in the latest, a driver was attacked by a man with a hammer, he is still seriously ill"
[middle aged man, Taxi driver]

"We are just providing a service but you never know who you are picking up and we get a lot of hassle, and a lot of grief. It isn't just about abuse but assaults and robbery as well"
[older woman, Taxi driver]

"A lot of older drivers won't go out at night anymore. They don't want the aggro and I don't blame them. But, there's nothing to keep any of us safe and we have to go out to earn the money. I know of drivers threatened with a gun, been robbed, assaulted, and this isn't the kind of place people normally associate with violence, but it can be very different on the weekends. It's not only the drink it's the drugs as well. With them, you don't know what they are going to do next and that is really scary."
[younger woman, Taxi driver]

Influence of groups of young people

Noisy or rowdy groups of young people travelling or hanging about make many people feel unsafe when using or waiting for public transport. Partly the anxiety stems from a sense of oppression from the numbers involved, but people also associate the presence of numbers of young people with the prevalence of aggressive anti-social behaviour or other criminal incident.

As participants in the 2002 discussion groups revealed:

"The school run can be a nightmare for us ordinary passengers. It's not just the noise, it's the pushing and shoving, it can be quite dangerous. There's nothing the bus driver can do about it really"
[middle aged woman, bus user]

"It is intimidating with the large groups of young people hanging about the bus station in the evenings. Many people don't come here in the evenings for that reason. The kids used to congregate on an estate but it's got CCTV now and the police can get there quickly so they've moved here"
[customer assistant, Bus Interchange]

"I've been on a bus when one of the windows was smashed, it was along Scotland Road, I usually feel uneasy on the bus with lads shouting"

[middle aged woman, bus user]

"It's the fellow travellers on the train, you have to think about. You hear so much about vandalism on the train, especially on the line to Southport. People acting the goat, you'd have to be checking and thinking how far they are going to go... I see two or three youngsters and you can feel immediately intimidated"

[woman, manual wheelchair user]

During an escorted journey by light rail, there were stops where young people were hanging about in the evenings. For example, one stop with six or seven young people, mostly young men, aged between eleven and fifteen years. These young people did not board when the vehicles stopped. Participants in the group commented:

"I don't take much notice as it [the tram] passes, but I would if I had to get out at the stop where the young people are hanging about. I'd feel better if the stop was on the street, 'cos I'd just get off quickly and walk off. But you can't do that at most of the stations, you have to walk up the stairs or the ramp and that's when I'd feel threatened with the young people watching me" [middle aged man, Light Rail user]

There were concerns not only for the adult passengers but for other young people as well:

"I think it's very difficult for the younger children on those buses. Once you've had a bad experience that changes your perceptions about travelling and that must be the same for them"

[middle aged woman, Light Rail user]

"Yes, but I feel sorry for the other children who are not a part of it, they get the worst of it sometimes"

[younger woman, light rail]

Threatening behaviour from aggressive begging

People begging aggressively on transport or at bus or train stations can contribute to a threatening atmosphere for passengers. In 2002, as in 1996, more views are expressed about this influence in the London discussions than elsewhere. It also provoked stronger views in 2002, possibly because the incidence of begging on street and transport has increased during the six years between the studies. However, as the comments below reveal, the views expressed about the influence of begging are generally mixed, although begging on trains and using children as a 'prop' was widely disliked:

"It can be quite frightening for women and children if they are approached by someone begging on the train"

[older man, underground user]

"There is no need for begging in this country and it just brings the whole system down, it is threatening and unnecessary"

[middle aged woman, underground user]

"The begging on the trains and the tubes can be quite vicious...you've nowhere to go to get away from it. Some of the people begging, even the women, can be quite forceful"

[younger woman, train user]

"But there are beggars on the streets, so you must expect that some of them would come on to the trains and stations...it's part of London and part of the system"
[older man, train user]

Participants in the London group commented on the need to distinguish between begging and aggressive behaviour:

"It's very different when people are aggressive and asking you for money. So long as it's not aggressive, I don't mind at all. But when they are aggressive and won't take 'no' that's a different matter"
[younger woman, underground user]

There was a discussion about the recent phenomena of children begging either alone or with a woman on the Underground. There were concerns expressed for the children involved and their safety:

"Children that are begging should be at school. I feel sorry for them, what kind of a life is it? It's not safe for them either. Something should be done to get them into school"
[younger woman, underground user]

"Sometimes you get them on their own, a really young kid stopping people for money. It's not right and it's not safe" [older woman, underground user]

During the course of the escorted journey, a member of station staff asked a man begging proactively with passengers outside the station to move away. Some participants felt that this was not an appropriate action because the man begging was on the public highway, but others welcomed it because the beggar was *"causing a nuisance to passengers using the station"*.

Most of the participants in the London group said that they appreciated the 'buskers' and that they could make them feel safer. As one participant described, *"it can be uplifting when going into the station just to hear it"*.

Concerns caused by erratic behaviour

In the 1996 study, concerns were expressed in a London group about the possibility of an incident on public transport that involved a person with mental health problems. There were far fewer concerns expressed in 2002 about unpredictable behaviour. Such concerns in 1996 may have been influenced by media coverage of incidents on London Underground.

Influence of Fears about Terrorists

Although this was not explored in the 1996 discussions, the threat of terrorism was a concern in 2002, again mainly for participants in the London discussion groups. Participants referred to previous incidents that they had been close to or where the evacuation of stations had taken place. There was felt to be very little that individuals could do to prevent an incident and it was generally agreed that you could be *"unlucky to be in the wrong place at the wrong time"*.

In the context of terrorism, comments were made by participants about the announcements regarding luggage at train stations:

"They make announcements all the time to remind people not to leave bags or things because of security alerts, but look there's bags of rubbish there, just left by the staff on the platform. Those will be there for ages, couldn't those be something too?"

[younger man, train user]

Unfamiliarity with an area or service

Consistent with wider findings from the British Crime Surveys, lack of familiarity with a locality is associated with greater feelings of insecurity. In 2002 and 1996, people in the discussion groups identify a greater sense of security with an area or transport route with which they were familiar. It was felt that those coming to an unfamiliar area or as infrequent users of a service (such as the Underground or long distance train) would feel more insecure and apprehensive:

"I feel safe but I'm so familiar with it. I live in the town, I know it and it's never been an issue for me. For people coming in from elsewhere, they may feel different, especially late at night... but for me it's just a matter of getting on and off"

[young man, train user]

"For a person travelling on the tube for the first time, I think it can be frightening, not knowing what it's like or where to go"

[older man, underground user]

"I don't use the train much, so I need reassurance. Is this the right train? Will it be on time when I get there? Will it stop at my station? It's just not knowing for certain. On the bus, I just get on and forget about it. I use it all the time. If anything goes wrong, I can handle it"

[middle aged woman, Bus & Rail interchange]

"For me, it depends if I know the area and what it's like...then you can feel OK, knowing the area"

[middle aged woman, bus user]

"When you are walking from the station, there are no signs outside telling you where to go, signs with directions would help. Not everybody knows, lots of people come new to a station"

[younger woman, underground user]

Influence of insufficient or inaccurate information

Good quality and appropriate information can help people feel more confident in unfamiliar locations or when they are not frequent users of a specific service or route. The absence of easy to read local maps and accurate information on the times and frequency of services can reinforce a passenger's sense of the unknown. It also erodes their ability to plan the forward journey effectively and safely.

As 2002 participants commented:

"You need announcements on the trains of the stations. You need to know what station is coming up. Some of the newer trains have that but it's not so good on the Bakerloo Line. There aren't those announcements at every station"

[younger man, underground user]

"When it's dark, you can't see the station names. Then, I go into panic mode, not knowing for sure which stop it is. It can make you nervous and that's not good, it makes you look vulnerable to other people"

[woman carer for disabled participant]

"Information that you can rely on is what you need to feel in control. It's no good giving me those little timetables that tell you everything and nothing at the same time. I want to be able to see clearly when my bus goes"

[middle aged woman, bus user]

"I worry most when you are on a train and it just stops between stations and there's no announcement. That's when making an announcement is really important to stop people feeling edgy"

[middle aged man, underground user]

The disabled participants using the train and stations made many comments about their need for appropriate and regular information:

"Should have announcements at stops and visual display of station names, these are not just needed at interchanges"

[woman, manual wheelchair user]

"If I come through on the train on my own, it is difficult to know the stations at night. For visually impaired people, they should give the name of stations at each stop"

[blind man, public transport user]

Passenger anxieties can be increased by fears that they will miss their connection or last service and be subjected to longer waiting periods, especially in unfamiliar surroundings. Regular and reliable information about any delays and last or connecting services is crucial for allaying passenger concerns.

However, there were comments about how the greater availability of mobile phones meant that people could plan more effectively for people to meet them or let them know when there were delays:

"Using a mobile phone in public might increase the risk of attack or robbery, but contact through a mobile phone can be a lifeline when travelling. It can make a real difference, telling someone that you need picking up or you are going to be late. It makes you feel in contact and less alone"

[younger woman, Train user]

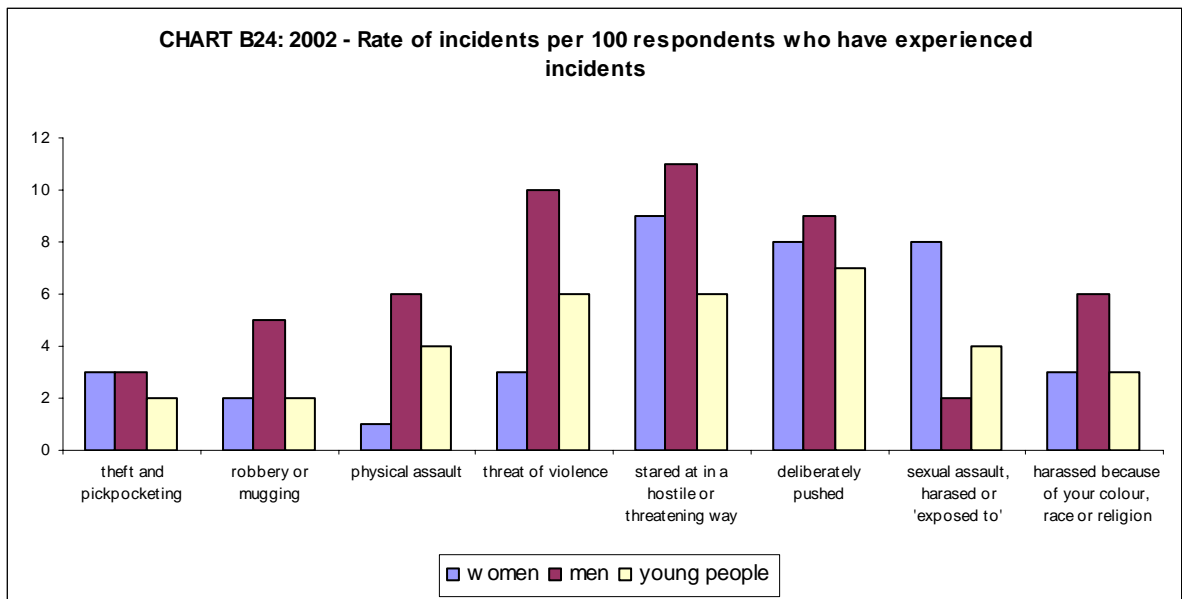
When travelling, however, few participants appeared to use their mobile phones to obtain information direct from transport operators, possibly because of the absence of readily available information on contact numbers.

B.4 EXPERIENCES OF VICTIMISATION

The 2002 and 1996 household surveys asked respondents whether they had experienced or observed any incident while using public transport. The type of incidents ranged from being stared at in a threatening or hostile way, deliberately pushed, pickpocketing or robbery, to physical or sexual assault. In order to be consistent with the approach taken for the 1996 survey, the 2002 question did not ask only for incidents experienced within a particular timeframe (for example, over the previous twelve months) but any that the respondent remembered. It is assumed that if an incident could be recalled for the purpose of the interview it might still be likely to influence respondents' perceptions of personal security on public transport.

Experienced Incidents

From the 2002 survey results, 24% of respondents say they had experienced one or more incidents whilst using public transport and Chart B24 reveals the rate per 100 respondents by type of incident experienced. In 2002, 10 out of 100 respondents said they had been stared at in a hostile or threatening way, and 9 out of 100 said they had been deliberately pushed or jostled. There are similar rates for both women and men. These were also the two most common types of incidents experienced by adult respondents in 1996.



The 2002 survey with young people reveals that the three most common incidents are deliberately pushed or jostled; stared at in a hostile or threatening way; and threatened with violence. The rates are, however, lower than those revealed for the adult respondents.

There are significant differences in the rate by which men and women experienced types of incident, with greater differences in 2002 compared to 1996. Men are two or three times more likely than women to be threatened with violence; to be the victim of physical assault; and to be robbed or mugged. Women are four times more likely

than men to experience sexual harassment or assault or be exposed to. Only the rate of theft by pickpocketing is similar for both women and men.

The survey findings reveal that Asian, black and minority ethnic respondents have both experienced and observed many incidents of harassment because of colour, race or religion. The rate for being harassed because of your colour, race or religion is higher in 2002 compared to 1996. Such incidents have been experienced by 16 per 100 of Asian, 14 per 100 of black, but only 1 in a 100 of white respondents.

The higher rate of victimisation among Asian respondents is consistent with other national and local surveys. The qualitative research conducted in 2000 revealed that those seen to be 'different' because of their dress or religious identity and those not fluent in spoken English are often the most at risk of being targeted by racial crime.

For most other types of incidents, white respondents report slightly higher rates of victimisation compared to Asian and black respondents. The exception is robbery or mugging, with 5 per 100 of Asian and 4 per 100 of black respondents reporting that they have been the victim of such an incident compared to 3 per 100 of white respondents. The most common type of incident for white respondents is being stared at in a hostile or threatening way or being deliberately pushed. Black respondents report similar levels of victimisation to white respondents for these two categories.

The rates for experiencing incidents of violence, threatened violence or robbery are higher for young men compared to young women in the 2002 survey. For example, 6 out of 100 young men say they had experienced physical assault compared to 2 in 100 young women. In contrast, 7 out of 100 young women say they had experienced sexual harassment or assault or being exposed to. No young man said they had experienced such an incident. From the young people's survey, 23 out of 100 respondents from black and minority ethnic groups say they had been harassed because of their colour, race or religion. No white young person said they had experienced such an incident.

In the escorted journeys and discussion groups, participants were asked about any direct experience of incidents. Most discussion groups included two or three participants who could describe incidents where they had been directly involved. As with the household survey findings, most of these incidents involve being pushed or jostled or feeling intimidated by being stared at in a hostile or threatening way:

"I've been late on a bus and there're drunks. They can be quite frightening, pushing and shoving and shouting. They won't go away and start staring and shouting when you don't reply but I didn't want to, you don't know if it will stop"

[younger woman, bus user]

"I've been on the train and had these blokes stare, they looked as though they were ready for trouble, looking for it really. I think they wanted a bit of a fight. I got off at the next stop and waited for the next train. I just felt it was safer that way"

[younger man, train user]

"When the rugby is on, the crowds can be threatening. Just the numbers and the noise can make you feel unsafe. It depends really on where people stand. If they are right on

top of you and you feel you can't move, then it's more threatening"
[middle aged man, train user]

Other incidents involved vandalism when the safety of passengers could be at risk:

"The only thing that happened to me was being on the bus when the window got broken, nothing else, it missed me but I could have got showered with glass"
[younger man, bus user]

"I've been on a bus when one of the windows was smashed, it was one of those bad roads for stones thrown at buses. It missed us but it could have been dangerous"
[middle aged woman, bus user]

There were a number of incidents described where the respondents had experienced sexual harassment whilst using public transport:

"I was waiting for the bus and this man stood up very close to me and started touching me. I stepped back very sharply on his foot and he walked off. That was only early evening"
[younger woman, bus user]

"Quite a few things have happened on the train. He was rubbing against my legs and body. The train was very packed and from London" [middle aged woman, train user]

Observed Incidents

In the 2002 surveys, a quarter of adult respondents and a third of young people say they have seen one or more incidents take place whilst travelling by public transport.

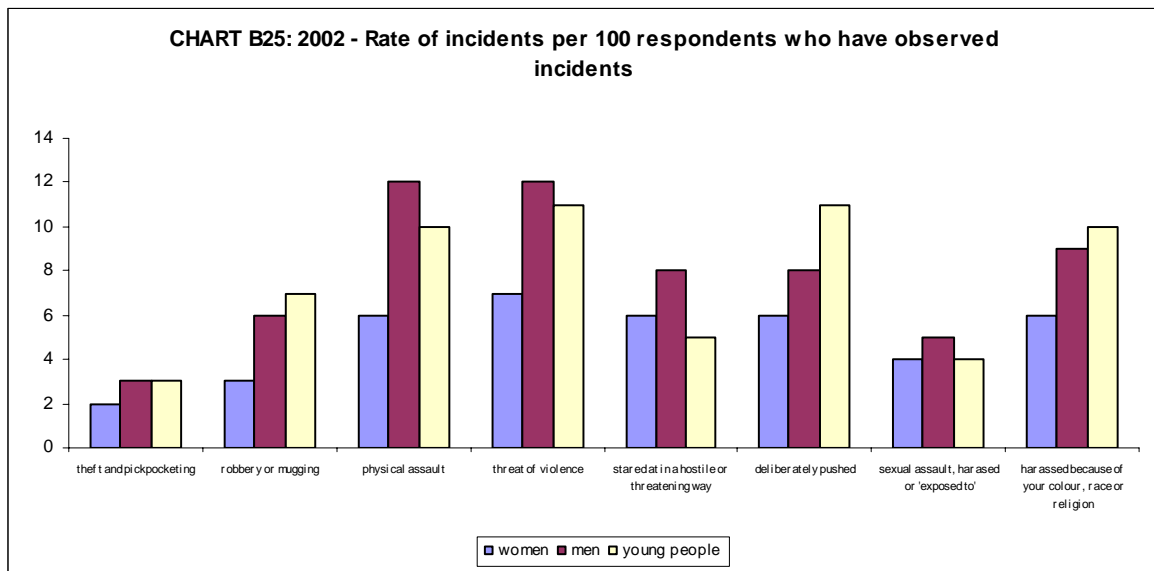
The most common incidents, seen by 9 out of 100 adult respondents, are someone threatened with violence; physical assault; or harassed because of their colour, race or religion. Compared to the 1996 survey, three times more respondents say they had seen someone harassed because of their colour, race or religion. Men are more likely than women to have seen someone threatened with violence or physically assaulted. Men and women had almost equally seen someone - usually a woman - sexually harassed, assaulted or exposed to.

Asian and black respondents are much more likely than white respondents to have observed incidents that are said to be racially motivated. When using public transport, 12% of Asian and 9% of black respondents but only 3% of white respondents say they have observed an incident that they attribute to harassment because of race, colour or religion.

For most other categories of incident, the rate of observed incidents is higher for black respondents compared to Asian respondents. In the 2002 discussion groups there is some indication that Asian participants are less willing than black participants to travel outside their neighbourhood, especially after dark. Such differences in travel behaviour may help to explain why black respondents have a higher rate of observed incidents generally compared to Asian respondents.

For the 2002 survey with young people, the most common incidents that have been seen are someone: deliberately pushed or jostled; threatened with violence; physically assaulted or harassed because of their race, colour or religion. Black and

minority ethnic young people are nearly three times more likely than white young people to have seen someone harassed because of their race, colour or religion.



In the escorted journeys and discussion groups, participants described a number of incidents that they had seen whilst travelling:

"A man had his wallet stolen as he got on the tube, they'd gone but he felt in his pocket and knew they had got it. It all happened so quickly, just people pushing and it's gone. I keep my bag close to me all the time now" [older woman, underground user]

"I saw a driver got his face glassed in an argument. I feel really sorry for the bus drivers. They are out there on their own" [younger woman, bus user]

"About four years ago, this woman came up to me on the platform, she had blood all down her. She said that a man had threatened her for money and stabbed her. The police arrived then. I didn't see what happened but it was pretty scary. I didn't want to travel on the train for quite a while after that. It was quite a while ago, but I still remember it and the station" [middle aged woman, train user]

Reporting Incidents

In the 2001/02 British Crime Survey, 42% of respondents said that an incident where they had been the victim had been reported to or became known to the police. The reporting rates differed considerably depending on the type of incident. For example, 94% of incidents involving theft of a motor vehicle were reported, but only about 30% of those involving theft from a person and vandalism. Only just over 25% of incidents involving common assault were reported. That reporting rates varied according to the type of incident was similar to the findings from this study, with being threatened with violence, physical assault and theft not being reported to either the police or transport staff.

The British Crime Survey also asked victims why they did not report incidents to the police. The main reasons for not reporting the incident was that it was too trivial,

there was no loss involved or the police could be nothing about it. A fourth reason was that the incident was considered a private matter and dealt with by the victim themselves. The reasons that people gave in this study for not reporting incidents were similar to those revealed through the British Crime Survey. The exception was 'did not think I would be taken seriously', often identified as a reason for not reporting where sexual harassment or being exposed to were involved.

In the 2002 surveys, respondents were asked if they had reported the last incident they had experienced or observed, and to whom. Nearly 80% of adult respondents said they did not report the last incident they had experienced. Most of those incidents involved: being stared at in a hostile or threatening way (35%); deliberately jostled or pushed (28%); threatened with violence (18%); and harassed because of colour, race or religion (14%). Where incidents were reported, they were those involving theft or physical assault. Of the 20% who did report an incident, 16% said they reported it to the Home Office police, 3% to transport staff, and 2% to the British Transport Police.

In the 2002 surveys, 82% of adult respondents and 80% of young people said that they did not report the last incident they had seen whilst using public transport. Of the minority that were reported, 11% of adults reported it to a member of the Home Office police, 4% reported to transport staff, and 2% to the British Transport Police. Only 10% of young people said they had reported the last incident they had seen to the Home Office police, 3% reported to transport staff, and 2% to the British Transport Police.

Table B4 summarises from the 2002 adult and young people surveys the main reasons why people did not report the incidents that they had experienced or observed.

For both young people and adults the most common single reason for not reporting incidents that had happened to them is because they felt they were 'not important enough'. This is also the most common reason given by adults for not reporting incidents that had been observed. As participants in the discussion groups commented:

"I didn't report it. There's nothing the police could do really. They are minor incidents and then why would you call them" [younger man, bus user]

"I thought about it, but it was only trivial really. The people had gone. I was OK, not hurt or anything. I was a bit shaken but I wanted to get on my way. I was just pushed about a bit" [middle aged man, train user]

For young people, 'not wanting to get involved' is the most common reason for not reporting what they had seen. Adults are also more likely to identify this as a reason for not reporting observed incidents compared to those where they had been the victim.

Table B4: 2002 Surveys: Main Reasons for NOT reporting an Incident that was experienced or observed				
Main Reasons for Not Reporting Incidents	Incidents experienced by respondents		Incidents seen or observed by respondents	
	Adults	Young People	Adults	Young People
Not important enough, minor incident	37%	48%	22%	24%
Did not think I would be taken seriously	21%	6%	15%	7%
No chance of catching the perpetrators	14%	13%	12%	10%
Sorted it out myself	9%	8%	4%	5%
Could not be bothered	9%	12%	7%	7%
Did not want to get involved	8%	10%	21%	29%
Would have disrupted my journey, did not have time	5%	2%	4%	1%

Of those experiencing incidents, 20% of Asian and only 14% of black respondents said they had reported the last incident, mainly to the police. This compared to nearly 25% of white respondents who reported the last incident of which they were the victim. The reporting rates are lower for observed incidents. Across all ethnic groups, it is the more serious incidents (such as assault or robbery) that were reported.

For 38% of Asian, black and minority ethnic victims of an incident, the prime reason for not reporting is that they 'did not think they would be taken seriously'. This is given as the reason by only 20% of white respondents. In contrast, 40% of white victims of an incident are more likely to have not reported because they considered it 'not serious enough or not important'. This reason was given by only 25% of Asian, black and minority ethnic victims of an incident.

In the qualitative research with Asian and black communities, many of the participants who had been the victim of racist incidents said they had not reported these to the police. This was in part because such incidents were so frequent that reporting would be on a regular basis and there were doubts about how the police would respond to this. It was also believed that the police or transport staff could do little to apprehend the perpetrator(s) as they had usually left the scene of the incident and there was little or no evidence for future identification.

When an incident had been observed, 24% of Asian, black and minority ethnic respondents are still more likely to give 'not being taken seriously' as their prime reason for not reporting. This compares to 14% of white respondents. The prime reasons that are given by white respondents for not reporting are that they thought it 'not serious enough' (23%) or did not want to get involved (21%). 20% of Asian,

black and minority ethnic respondents did not report incidents because they did not want to get involved.

Impact of Experiencing Incidents on Perceptions of Personal Security

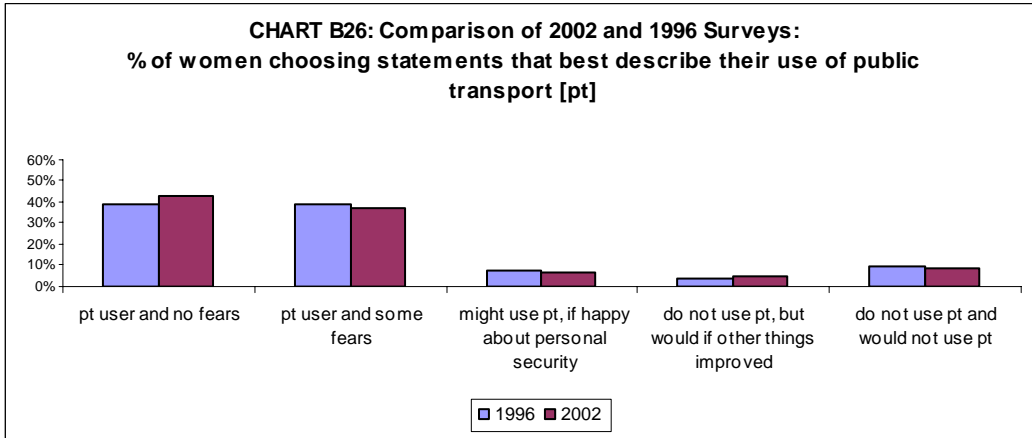
The British Crime Survey reveals that people are more likely to have concerns for personal security if they have been the victim of crime. Those that have been burgled, for example, were much more likely to feel unsafe alone in their home at night, as were those who had been a victim of violence.

Table B5: 2002 Surveys - Impact of Experiencing an Incident and how people Rate Personal Security on Public Transport, adults and young people			
Rating of personal security on public transport	Experienced no incidents when using public transport	Experienced one or more incidents using public transport	All Respondents [adults and young people]
Very poor	2%	8%	3%
Rather poor	8%	32%	11%
Neither poor or good	22%	28%	23%
Rather good	54%	20%	50%
Very good	14%	12%	14%

Table B5 reveals that those who have experienced one or more incidents when using public transport are significantly more likely than those who have not to rate personal security as 'rather poor' or 'very poor'. Less than a third of respondents who have experienced an incident rate personal security as 'rather' or 'very good' compared to nearly 70% that have not been the victim of an incident.

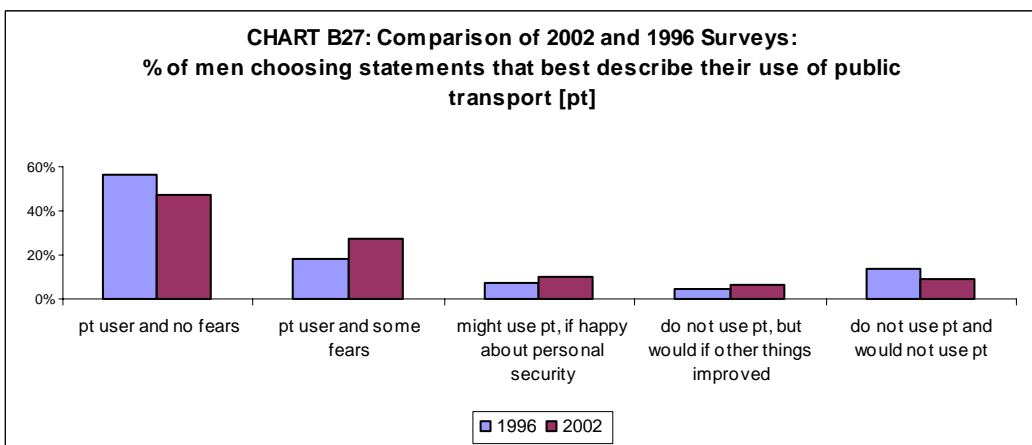
B.5 PERSONAL SECURITY AND USE OF PUBLIC TRANSPORT

Respondents in the 2002 and 1996 surveys were asked to choose from five statements which one best described their use of public transport and perceptions of personal security. Charts B26 and B27 compare for the two surveys, the choices of adult women and men in the 2002 and 1996 surveys.

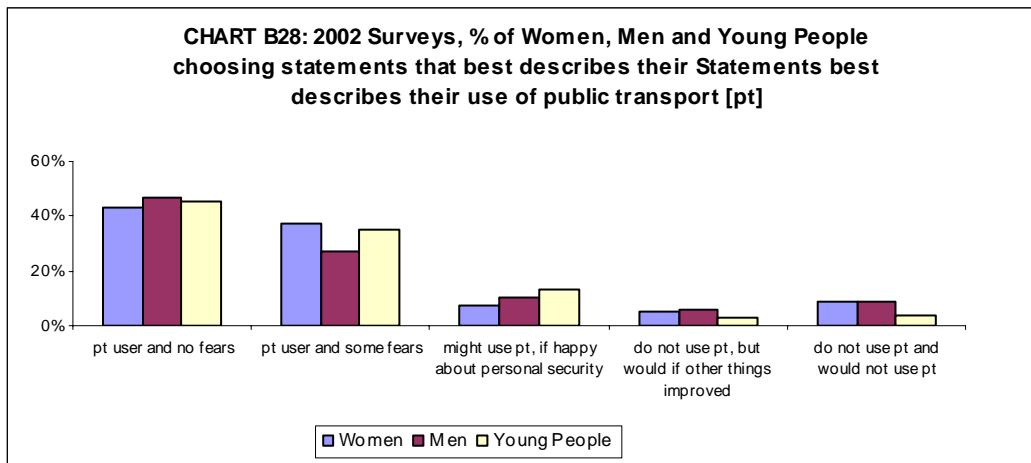


Between the two survey dates, there are only minor changes in the percentages of women choosing each statement. In 1996, 39% of women said they were a public transport user and had no fears for personal security. This has increased to 43% by 2002. Those with some fears were 39% in 1996 and 37% in 2002. 7% of female respondents in 2002 say they might use public transport if they were happy about their personal security.

The percentage of male respondents who say they are a public transport user and have no fears for personal security fell from 56% in 1996 to 47% in 2002. Male public transport users with some fears for personal security increased from 18% in 1996 to 27% in 2002. One in ten men respondents in 2002 say they would be prepared to use public transport if they felt happy about their personal security.



The comparison of young people with adult respondents in the 2002 surveys reveals that 13% might use public transport, if they or their parents were happy about their personal security. Over 30% of young people say they use public transport but have concerns for their personal security, but 45% are public transport users with no fears.



There is some difference by ethnic group for the percentages of respondents who describe themselves as a public transport user with no fears for their personal security: from 42% for Asian to 45% for white and 50% for black respondents.

Those who use public transport but have some fears when travelling range from 31% for white to 37% for Asian and 43% for black respondents. Black and Asian women are nearly twice more likely compared to men to identify that they have some fears when using public transport.

In the context that a substantive majority of respondents across all ethnic groups were interviewed because they were already regular users of public transport, 10% of Asian respondents identified that they do not use public transport often but would use it more, if personal security was improved. However, only 5% of black respondents say they would use it more, if there were improvements to personal security. Smaller percentages of Asian (4%) and black respondents (2%) say they would use it more, if other features were improved. 6% of Asian, but no black respondents say they do not and would not use public transport. The comparable figure for white respondents is 9%, and car ownership is also higher for this group.

Reinforcing the earlier findings about the impact of victimisation on concerns for personal security, Table B6 compares the percentages of adult and young people choosing statements that describe their perceptions of public transport and personal security concerns. 47% of respondents who have experienced one or more incidents describe themselves as a public transport user with 'some concerns for personal security', compared to 28% of those who have not been the victim of an incident.

Table B6: 2002 Surveys - Impact of Experiencing an Incident on how people feel about Personal security and Public Transport			
Statements describing how respondents feel about use of public transport and personal security	Experienced no incidents when using public transport	Experienced one or more incidents using public transport	All Respondents [adults and young people]
Public transport user and no fears for personal security	48%	36%	45%
Public transport user and some fears for personal security	28%	47%	33%
Do not often use public transport but would if concerns for personal security were addressed	10%	9%	9%
Do not often use public transport and would not if more secure	9%	4%	8%
Do not often use public transport but would if other concerns addressed	5%	4%	5%

B.6 KEY DIFFERENCES IN USE AND PERCEPTIONS: 2002 AND 1996 STUDIES

This concluding section draws together significant differences or changes in the findings of the 2002 and 1996 studies:

- The use of taxis or private hire has increased since the 1996 survey. This is especially the case outside Greater London. Young women rather than young men are the more frequent users of taxis and private hire, especially after dark. There is some evidence that drivers of taxis and private hire experience more incidents of violence, theft and anti-social behaviour, especially but not exclusively in areas where evening bus services have been withdrawn.
- Respondents are less likely in 2002 than in 1996 to choose responses that are at the extremes of choices or ratings. For example, respondents in 2002 are less likely to choose 'very good' or 'very poor' when rating features about public transport. More choose the options of 'quite good' or 'rather poor'.
- The comparison of experienced incidents reveals a significant increase in the rate of men who have been the victim of an incident of violence or threatened violence. The rate of being harassed because of your colour, race or religion is much higher in 2002 compared to 1996.
- There is some evidence that men perceive greater risks to their personal security in 2002 compared to 1996, while walking to and waiting for public transport during daylight hours.
- There is some evidence from the household surveys, reinforced by the findings from the discussion groups, of greater concerns about travelling by train, especially by women. Perceptions of the actual train journey compare negatively with those of the stations where security features, including the presence of staff, are in place.
- There are greater concerns in 2002, both during the daytime and after dark, for waiting on or travelling by the underground.
- There are greater concerns expressed in 2002 by both men and women about parts of the 'whole journey', and especially walking through an open and multi storey car park (both during the day and especially after dark).
- In the survey and discussion groups, those living in rural areas express greater concerns for personal security in 2002 compared to 1996. This is consistent with the findings from the British Crime Survey.
- The 1996 study did not make specific reference to the personal security concerns of disabled people, but this has been covered in greater depth in the 2002 research. Disabled people identify significant concerns about their personal security, especially as improved accessibility means that more are now travelling by public transport.
- The issue of personal space when seated on public transport is a more commonly expressed issue in the 2002 study. New rolling stock, especially for

bus travel, is often identified as providing cramped seating which does not allow for the personal space that people associate with greater security and comfort. The removal of armrests also contributes to a passenger's lack of personal space.

- There are stronger feelings expressed in 2002 about the presence of litter and graffiti at infrastructure and on trains and buses. Participants in the discussion groups identify increases in takeaway foods and the removal of litter bins for security purposes as contributing to a greater sense of the transport environment without proper care and management.
- The absence of visible transport staff is a key contributing factor to insecurity in 1996 and 2002. In this later study, however, participants place greater emphasis on the need for staff to be trained, proactive and in control of the travelling environment.
- In the 2002 discussion groups, greater emphasis is placed on the perceptions of insecurity that arose from the anti-social and sometimes violent behaviour of those influenced by alcohol and/or illegal drugs. Much more emphasis is placed in the 2002 study on the impact of illegal drugs and concerns that potentially violent or erratic behaviour could result.
- As in the 1996 study, the presence of groups of rowdy young people is a source of insecurity for those travelling by public transport, especially on the bus. That such young people could be the source of vandalism as well as nuisance behaviour is made more explicit by adults in the 2002 discussion groups.
- Especially in and around city centre transport systems (and London in particular), begging is more commonly identified as a concern in the 2002 study, possibly reflecting the apparent increase in the numbers of those begging. Participants in the discussion groups tend to feel irritated rather than threatened by the requests for money. However, participants say they could feel threatened when those begging are aggressive or drunk.
- Concern about possible terrorism was not explored in the 1996 discussion groups but was raised in the 2002 London discussions. However, there is a general feeling that there is little that a passenger could do to prevent an attack and such risks have to be reluctantly accepted. Such views might well have been different, if the discussion groups had taken place soon after September 2001 and when there were anxieties expressed in the media and elsewhere, especially in London.
- In the discussion groups, the lack of appropriate and accurate information is more closely associated in 2002 with concerns about insecurity. There is greater awareness of the capabilities of technology for providing up-to-date information through, for example, real-time displays.

PART C: ADDRESSING PERSONAL SECURITY CONCERNS

C1. INTRODUCTION

The opening section of Part C draws together the results of the household surveys in 2002 and 1996, and the views expressed through the escorted journeys and discussion groups to identify those measures that enhance perceptions of personal security when using public transport. It explores the choice of measures in different types of transport infrastructure and modes of transport. A concluding section on the choices for addressing personal security concerns identifies common themes in these measures, opinions on their effectiveness, their impact on perceptions, and whether these have changed over the six years between the two studies.

The 1996 study identified the importance of estimating the capacity for increasing patronage and revenue for public transport services that could result from addressing the personal security concerns of passengers and potential passengers. Although addressing concerns for personal security is a laudable social objective in its own right, it can also be an effective means of influencing travel choice away from the private car and increasing use of public transport.

For public transport operators, a key consideration is the extent to which the allocation of scarce resources to enhance personal security and perceptions of security will yield more passengers and more revenue. The final section of Part C uses the survey data to make an estimate of increased patronage and revenue that could result from addressing personal security concerns and encouraging more people to travel and for people to make more trips, especially off-peak.

C2. MEASURES TO GIVE A GREATER SENSE OF SECURITY WHEN USING PUBLIC TRANSPORT

The 2002 and 1996 studies asked, through the household survey and discussion groups, what measures respondents felt would be effective for their personal security in different public transport locations and modes. In the surveys, respondents were asked to rank their first, second and third priorities from a menu of measures, and the Charts in this section of the report compare respondents' weighted priorities in 1996 and 2002.⁷

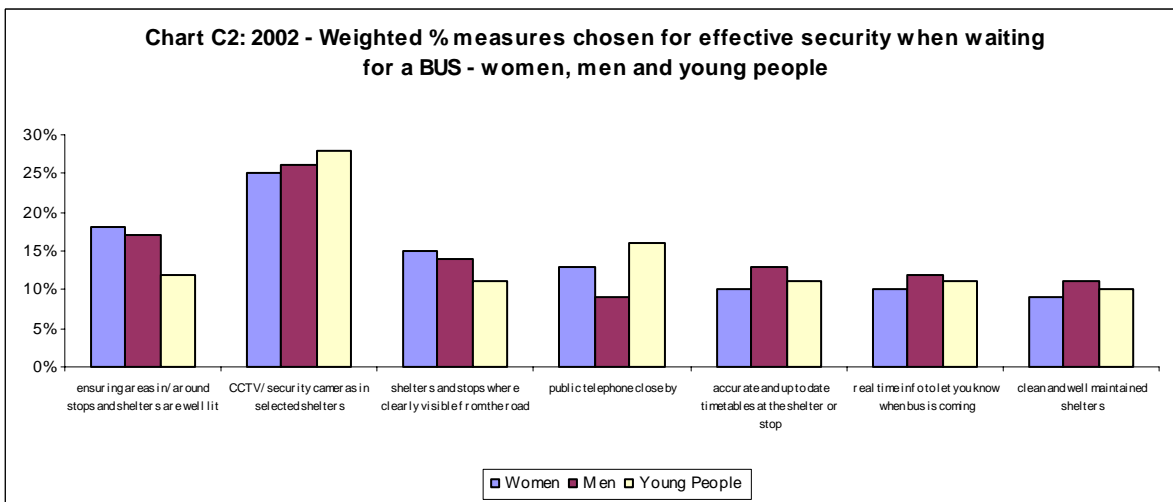
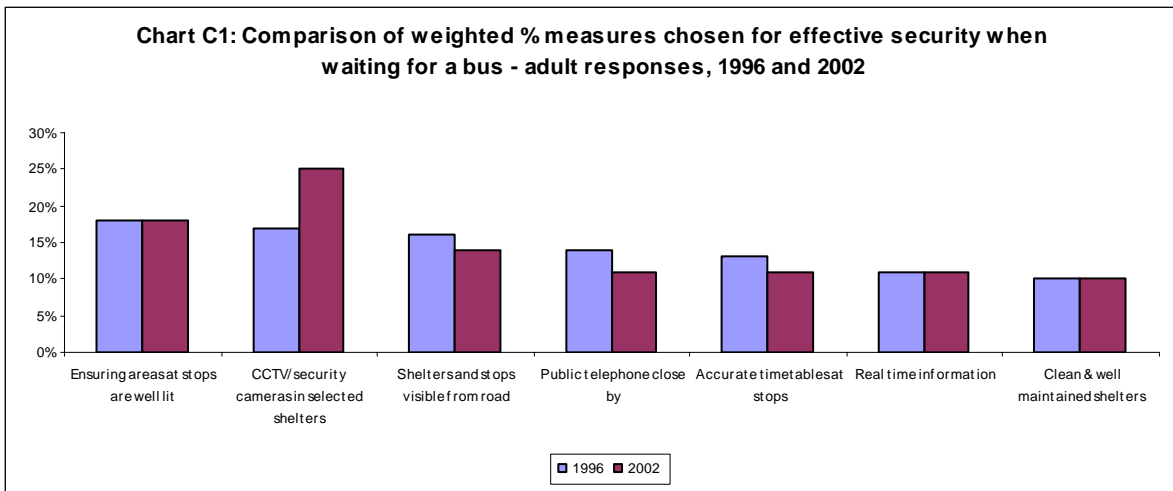
C2.1 Greater personal security when waiting for the bus

In 2002, the measures chosen by survey respondents as most likely to enhance their sense of personal security when waiting for a bus are: CCTV surveillance at selected shelters; good lighting in and around the stop or shelter; and shelters or stops clearly visible from the road for informal surveillance. CCTV camera surveillance at selected shelters gained in popularity between 1996 and 2002. Slightly fewer respondents chose some measures, such as a public telephone close by, in 2002.

⁷ The weighted priorities are calculated in the same way as in 1996 i.e. people were asked to choose their 1st, 2nd and 3rd priorities. The weightings are calculated by multiplying the 1st priority by 3, the 2nd priority by 2 and the 3rd priority by one, adding up these up for a total and percentage.

In 2002, there are few significant differences between woman and men and young people on their preferred measures for effective personal security. CCTV surveillance at selected shelters is the most popular measure for both young people and adults, and chosen in their first three measures by between 25% and 30% of respondents in the surveys. CCTV camera surveillance is more likely than any other measure to be their first choice for enhanced security.

Respondents living in Greater London, cities and towns are more likely than those in rural areas and shires to favour CCTV surveillance in selected shelters. Those in rural areas and shires are more likely to choose up to date and accurate timetables provided at bus stops, and the provision of real-time information.



The analysis of the research findings for black and minority ethnic respondents reveals that, irrespective of ethnic group, CCTV camera surveillance at selected bus stops or shelters is the first choice to enhance personal security when waiting for a bus. Asian respondents are slightly more likely than black or white respondents to make CCTV their first priority. Black and minority ethnic participants in the discussion

groups express similar concerns to white participants about the quality of the camera images and the monitoring arrangements.

When weighted to take account of respondents' first, second and third choices, 14% of Asian, black and minority ethnic respondents choose accurate timetables at bus stops compared to the 12% of these respondents who choose a visible location for stops, electronic real-time information, proximity of a public telephone and a well lit location. White and black respondents are more likely than Asian respondents to give priority to a well-lit location. In discussion groups, however, Asian respondents give greater weight to adequate bus stop or shelter lighting, although it is also evident from the responses from Asian participants that they are less likely than black or white users to travel on public transport after dark.

Bus Stations

Quality and well managed waiting environment

The escorted journeys and discussions groups obtained views in a variety of locations about the influence of the waiting environment on feelings of personal security and what measures could enhance these perceptions. The locations incorporated in the escorted journeys include bus stations and shelters.

The bus stations where attention has been paid to personal security concerns are generally felt to be safe by users and non-users in the discussion groups. There was a positive reception by many participants, both men and women, to efforts that were made to specifically tackle concerns for personal security. Such measures also often contribute to their greater comfort and confidence in using bus infrastructure, especially in the evenings.

Although the presence of visible staff and the use of CCTV camera surveillance are usually paramount in making people feel safer, it is a package of measures that people identify as contributing to their greater security:

"This new station is very bright, it's got good lighting. There are open bus stands with good visibility. There're CCTV cameras and staff in bright orange jackets. Altogether it feels like a safe station to use"

[woman, manual wheelchair user, Bootle Bus Station, Merseyside]

"It's nice, bright, well lit. I like the way you can see all the staff, there's always a lot around or seems to be"

[woman, Queen's Square and Smart Route Group, Merseyside]

"This station is very open, you can see the whole area wherever you are and I think that's important. There're cameras, good lighting and lots of staff. That's not just the bus drivers but station staff as well. They're got an office on the station and you can go there for help. Altogether I think it's good for safety. There's not much more they could do"

[man, Bradford bus and train interchange, West Yorkshire]

"As a stranger coming into Liverpool, having the staff there means there are people you could rely on and they are out there being seen and helping people. It's professional"

[man, Queen's Square and Smart Route Group, Merseyside]

"You still get the drunks and all that but that's because it's the centre and where it is. But I feel quite safe 'cos there're a number of people around and the staff of course"
[woman, Queen's Square and Smart Route Group, Merseyside]

"It is clean, brighter and the timetables are clear and keep you up to date. You know there is CCTV everywhere watching out"
[man, Queen's Square and Smart Route Group, Merseyside]

"The timetables are all clean here in Queen's Square, but of course there's staff looking after them, they are going round all the time. That's why they are clean and not damaged like at some of the shelters. It makes a big difference to how the place looks, as well as whether you can get the information you need!"
[woman, Queen's Square and Smart Route Group, Merseyside]

At many bus stations, customer assistance and/or security staff are employed to provide a reassuring presence and information to waiting passengers. For example, at the Bradford bus and train interchange, Metro (the Passenger Transport Executive) contracts a security company to provide customer care officers. There are two on duty providing twenty four hour cover. The officers receive training from Metro for customer care and bus information, and work as a team with other Interchange staff. As local passengers commented:

"It's certainly good to have those staff here. You can ask them about where to catch your bus. I have always found them easy to talk to. I think they have a difficult job trying to keep order at times. There're lots of young people who like to meet and hang about here. That can cause problems in the evenings and that's when they have their work cut out. Just having them around at that time makes me feel much safer"

[woman, Bradford bus and train interchange, West Yorkshire]

"They are here to help. If you felt a bit frightened or uneasy, that's more how I've felt sometimes, uneasy. Then, it's good to know that they are here. I've stood by the office at times, just in the evenings when there're odd or noisy people about. It definitely helps"
[man, Bradford bus and train interchange, West Yorkshire]

There are also Help Points within the bus station, but, as will be identified later with train stations, although participants identify that such measures are important for their personal security, more information is often needed about when they should be used and what response to expect:

"The Help Point is very obvious and I knew it was there, but why would you use it when the office where the staff are is right by it...perhaps it's for in the evenings. I've never been there then, but probably the office isn't open, it would be important then to know you could easily contact someone for help"

[woman, Bradford bus and train interchange, West Yorkshire]

"...but I don't think it tells you where the help would be coming from or how long it would take...I think it's important to know what would happen"

[woman, Bradford bus and train interchange, West Yorkshire]

The location of the public toilets within the bus station could be important for their safe use and, at a new bus station in Merseyside, participants welcomed the visibility of the toilet entrance:

"That's good modern thinking, having a toilet where everyone can see you go in and come out. It's just by one of the bus stops, so you'd feel safe because of that as well"
[woman, manual wheelchair user, Bootle Bus Station, Merseyside]

Information and Public Address Systems

Providing information and regular announcements are often given more prominence in the discussion groups than the findings from household surveys demonstrate. This is possibly because being at the location and the reality of seeing and hearing the information provided raises participants' awareness of how this could impact on their travelling experiences and perceptions.

Minority ethnic participants in discussion groups conducted in 2000 identified the importance of access to reliable and appropriate information, especially for those for whom English is not their first language. For many public transport users, bus timetable information is often difficult to read and fully understand, and there is an added barrier for many from Asian, African and minority ethnic communities because this information is usually only available in English:

"Most of us can't read or write. We have to memorise the numbers of the buses, it's the only way. We can't go on services we don't know. We can't ask where it's going"
[Somali woman, East London]

"Even if you felt safe, it is difficult using the buses at night. It is important to know what time the buses stop running, if only they'd put that in different languages. If I go out, I'm worried that I'll be stranded"
[Chinese man, Manchester]

Minority ethnic participants identify that lack of access to written and oral information about bus services undermines the potential of many to make informed and secure decisions about their journey.

Real-time displays of information are identified by many participants as an important contribution to personal security, and the careful positioning of these can be a deterrent against vandalism:

"The displays are much better up high here. They are out of arm's reach and you won't get the same problems of graffiti or them being smashed. But I think it does make it harder for elderly people to read them, still it's better than them being wrecked"
[woman, Queen's Square and Smart Route Group, Merseyside]

At Queen's Square bus station, participants commented positively on the announcements through the public address system that alerted passengers to the need to take care of their belongings and the risk of pickpockets:

"The announcements about your bags are good, especially for strangers"
[man, Queen's Square and Smart Route Group, Merseyside]

"I think because of the staff around and the CCTV, that might make people less careful for their belongings... they would think they're alright. So it's very good to have the announcements to remind you to be careful"
[woman, Queen's Square and Smart Route Group, Merseyside]

At Bootle bus station, there are audio panels adjacent to the bus stands that could be accessed manually for recorded service information:

"It's very good that the button for the panels is at a level making it easy for wheelchair users. It helps you find the right stand and bus. If you weren't familiar with the station, it makes you feel more confident using it"

[woman, manual wheelchair user, Bootle Bus Station, Merseyside]

Bus Shelters and Stops

Location of bus shelters and stops

The findings from the household surveys and the discussion groups are consistent in identifying that the sensitive location of bus shelters can make a positive contribution to personal security, especially after dark. Participants feel more secure where the location of shelters provides for good visibility and lighting, and where there is no dense vegetation or overhanging trees. Participants identified examples of locations where insufficient attention had been given to their impact on personal security:

"The shelter would be better on the road. Where it is, nobody lives around there and it's very secluded at night. It's especially bad being set back behind that garage area that's derelict... there's nothing at night, it's all dark with not much lighting and no CCTV"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

"There are still not enough lights at some bus stops. They need to be well lit. There needs to be more thought put in to where bus stops are put. Take some thought about personal safety. Not put them where you can't be easily seen or see the road and passing traffic, and most important that there's good lighting"

[man, Stockbridge Village and Smart Route Group, Merseyside]

"They should provide safe shelters. The safe shelters are ones with lighting, and where other people can see you. Some of the shelters around here are dark and so poorly designed that you can't be seen, even during the daytime"

[African Caribbean man, Plymouth]

Preventing the vandalism of shelters

More concerns were expressed in the discussions in 2002 about the impact and cost of vandalism, especially directed towards bus shelters, and the impact that this damage had on the perceptions of the travelling public.

In Merseyside, a 'Smart' quality bus route was chosen for the escorted journey. The shelters along the route have a distinctive yellow livery with barrelled glass roof and glass panels for good visibility. All shelters have timetables, and some have real-time information and a public telephone. Observation and the escorted journey along the route to Stockbridge Village revealed vandalism was taking its toll, with a number of shelters badly damaged and with the real-time information no longer in operation.

Participants acknowledged that, in the city centre, there was a better quality waiting environment provided by the shelters. However, the impact of vandalism on the shelters further out along the bus journey meant that there was little recognition by participants that the 'Smart' route continued for the whole of the route.

There was acknowledgement by participants of the problems and cost of combating vandalism. However, there was resistance to any move to reduce the number of shelters as these are seen as a key element for providing some degree of comfort and security for the waiting environment:

"So many shelters have been damaged – I'd rather they put the plastic in – it's better to have shelters rather than nothing. I would not change the ones that aren't vandalised, but the others I would put back plastic. We need shelters to keep us dry and I feel safer in a place where I can be seen"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

"Glass is so much better, it looks good and people can see you there and you can see out clearly, but I know the vandalism spoils it all...but we must have shelters, bus stops on their own provide no protection, nothing"

[woman, Brighton and Hove Group]

"There is a real issue with smashed shelters, who reports it? Is the bus driver expected to do it? I think a freephone number to report shelters that you see smashed or damaged would be good"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

An increasing number of local authorities and Passenger Transport Executives have adopted proactive measures to tackle shelter vandalism. In particular, CCTV cameras have been installed in bus shelters that are known to be the target of frequent vandalism. For example, Metro is responsible for 2,700 bus shelters, with the cost of vandalism about £300,000 a year. In a partnership operation with the police, hotspots for shelter damage are identified with incidents attributed to criminal damage when they involve two or more shelter panes. Temporary CCTV cameras are installed at these hotspots to identify perpetrators and provide evidence for subsequent Court action. To tackle young perpetrators, a reparation scheme has been established by Metro with the Youth Offending Team, with evidence of some success in curbing the frequency of such offences.

The installation of CCTV cameras in some shelters to enhance security gained in popularity with respondents in the 2002 household survey. In the discussion groups, participants were generally favourable to such a measure as a means of helping to detect the culprits and act as a deterrent to further damage:

"Having CCTV in bus shelters around here would be good. It would be good to gather evidence, so people couldn't get away with things"

[man, Stockbridge Village and Smart Route Group, Merseyside]

"To help stop all this vandalism something needs to be done. It must make people feel that it's a dangerous place to stand, especially after dark. I know it stops some people from travelling. Something like CCTV in some shelters would be good, but I know it costs "

[woman, Brighton and Hove Group]

Participants advocated that, for any such measures to achieve their potential, there was a need to regularly publicise the successes i.e. when perpetrators were successfully apprehended and charged with shelter damage:

"Yes, I think CCTV cameras in shelters could help to stop some of the damage. But, you must let people know when people are caught. It should be in the local papers and on TV. That way the message will get back to the others who may be thinking of

doing the same thing - do it and you will get caught!"
[man, bus user Bradford, West Yorkshire]

Real-time information

The displays of real-time information are identified by participants as a contributing factor to their confidence in using bus stops and, as a consequence, are a positive influence on their perceptions of personal security. More positive views were expressed about real-time information in the 2002 discussions compared to those in 1996. In the discussion groups, real-time information is described as:

"It's brilliant, it's reliable and very helpful. That's another safety aspect, as you know exactly how long you will have to wait" [woman, Brighton and Hove Group]

"It's encouraged my son to take the bus. He feels much more secure out in the evening using the bus. He can look at the real-time information and decide whether to wait or not" [woman, Brighton and Hove Group]

"I find the real-time is accurate here. It gives you an accurate time for when the bus will arrive. It must make people feel safer, especially after dark, knowing just how you have to wait" [man, Brighton and Hove Group]

"Real-time is good knowing when the bus is coming and how long you may have to wait. I know it can only be approximate but it does help. But they won't put it back, not in those shelters where it's been broken, vandalised. We'll have to do without it"
[man, Stockbridge Village and Smart Route Group, Merseyside]

In London, though, there is some scepticism expressed about the accuracy of real-time displays and that buses rarely appear within the time span shown on the display. Such views are not commonly expressed outside London and may reflect the impact of congestion within the Capital.

C2.2 Greater personal security when waiting for light rail or tram

The survey questionnaires did not ask specifically about the measures that would enhance personal security when waiting for or using light rail or tram systems. However, an escorted journey and discussion group was held on the Midland Metro light rail system that links Birmingham centre and Wolverhampton.

Although in Wolverhampton there are two on-street stations, much of the Metro route occupies the line of a former rail link. The stations on the former rail link are often below street level and have to be accessed by stairs, ramp and lift. Many of the stations are in fairly isolated locations (for example, accessed by fairly long pathways from the road) or in industrial areas where evening use is low and there are few opportunities for informal surveillance from nearby houses or busy streets.

However, despite these difficulties, the stations have been designed to counter concerns for personal security through good quality lighting, CCTV camera surveillance, Help Points, real-time information on services and distinctive signage. The stations are not staffed, but there is a conductor as well as a driver on each tram.

The evening use of the Metro is much less than anticipated prior to its development. Some of the group participants did or would use the Metro to travel between Birmingham Snow Hill and Wolverhampton in the evenings, although there was said to be the alternative of using the train into New Street that is often faster. Few said they would use it to travel to intermediate stations, mainly because there was little need for them to do so with stations not close to evening leisure or other social activities. It was also the case that those who might have a need to consider using it for shorter journeys would be deterred by concerns for personal security.

The participants in the escorted journey and discussion group all felt more secure at those stations that are at street-level and in busy locations. The terminus in Wolverhampton is located on-street, in the town centre and close to the main police station. Participants identified this as significantly contributing to their perceptions of personal security. The opposite was said of stations that are deep level or can only be accessed along pathways, often flanked by bushes and trees, and with the walkways, in their view, inadequately lit.

Station design and security features

Most participants describe the station lighting as bright and effective. However, lighting can be poor on the surrounding public footpaths leading off the stations:

"With such good lighting on the stations, you are more aware suddenly of how much darker it is off the station, the path over there looks even darker and unsafe"

Participants welcome the presence of CCTV camera surveillance, but refer to the need for more publicity about its existence and what monitoring arrangements are in place. People also need to be assured that the CCTV cameras are operational:

"With CCTV how do you know that it is really there and that it's working? The information about CCTV needs to say that it's here and being watched. So often these days you hear that the cameras haven't got film or there's no one watching. They need to tell me that for me to feel really safer with the cameras"

That the cameras are monitored and there is good communication between those monitoring and the tram driver was demonstrated during observation on another journey on the Metro. During the late evening, at an intermediate station, a man who was very drunk tried to board the tram. The driver received information from those monitoring the station CCTV that there was a potential but very drunk passenger and alerted the woman conductor to be at the tram door to prevent him boarding. This the conductor did effectively and the man was left at the stop, whilst the tram continued its journey.

The discussion on the escorted journey revealed that, for passengers to be reassured, signage is needed that highlights the Help Point and makes passengers aware of its existence and when it should be used:

"I would use it, now you have pointed it out. But there are no signs to say that it is there. There should be an arrow pointing to it or something. There needs to be a sign telling you it's here and when to use it. I bet there're lots of people who come on these platforms and don't know anything about them"

"There is no information about the Help Point. Would you use it in an emergency? You need to know what it is for and how to use it, otherwise it's not really going to do much for our safety"

Since the discussion took place, Centro have introduced new facility and directional signage, including for the Help Points.

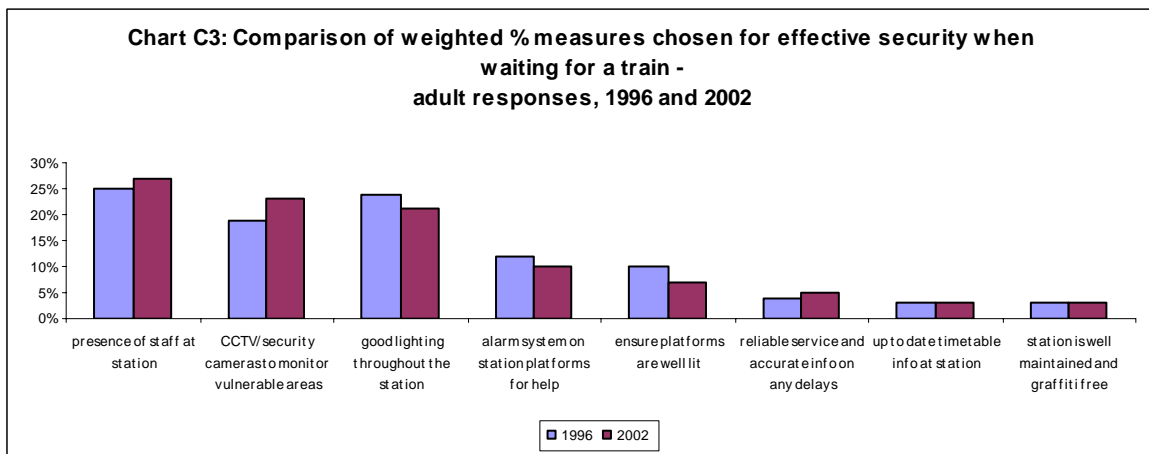
Real-time Information

During the escorted journey, there was a practical example of how real-time information could help a passenger avoid a long wait on an isolated station platform:

"In the evenings, I quickly come up to the platform and, if it's working, check the time of my next tram. If it's a good few minutes, then I'll walk off and wait closer to the road. I can see when the tram's coming as well. When it's almost there, I walk quickly to the platform and get on. It does help quite a lot but it has to be working!"

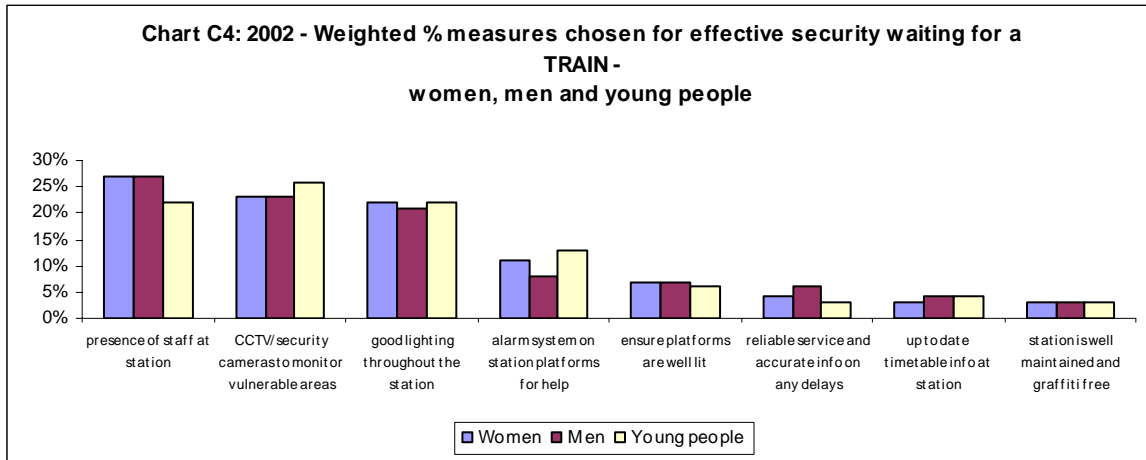
C2.3 Greater personal security when waiting for the train

When waiting for a train, the most commonly chosen measures in 2002 and 1996 to enhance personal security are the presence of staff; CCTV cameras for formal surveillance of vulnerable areas; and good lighting throughout the station. In 2002, slightly greater percentages of respondents chose the presence of staff and CCTV surveillance compared to 1996. A staff presence is the measure that more respondents in 2002 made their first choice (35%) compared to good lighting (26%) and CCTV surveillance (25%).



There are few significant differences between women and men respondents on their choice of measures when waiting for the train. Women are slightly more likely than men to favour alarm systems on the platforms from which they could summon help, and men are slightly more likely to favour the provision of reliable information.

The top three choices for young people are similar to those of the adult respondents, except that young people are more likely to favour good lighting as their first choice (32%) compared to CCTV surveillance (29%) and the presence of staff (23%). Compared to all adults, a greater percentage of young people also favour on-platform alarm systems (13%).



For different types of areas, the most significant difference is in terms of a staff presence. In Greater London, it is the presence of staff that is by far the most favoured measure (35%), whilst CCTV surveillance is chosen by only 18% of respondents. About 25% of respondents in other cities, town and rural areas and shires choose the presence of staff and, a further 25%, CCTV surveillance as one of their three measures. 20% of respondents in all areas choose good lighting as one of their three measures.

Asian respondents in the household surveys identify CCTV camera surveillance for vulnerable train station areas as their first priority (38%) and this comes top of the weighted choices of measures to enhance personal security (29%). Black respondents give much greater priority to the presence of staff with 35% choosing this as their first priority and with this measure coming top of the weighted measures (30%). Although it comes second in their list of priorities, Asian respondents give much less weight than black or white respondents to the presence of staff.

Good lighting throughout the station is the third priority for both Asian and black respondents. However, black respondents give this greater weight than Asian respondents.

Access to an emergency alarm system, good service reliability, information on delays, and well-lit platforms all receive similar weightings from black and Asian respondents of between 8% and 6%. Accurate and up to date timetables, and a well maintained and graffiti free environment receive the lowest weightings.

Findings from the discussion groups

Escorted journeys and discussion groups were conducted for a range of different train stations. Carmarthen and Richmond Stations are very different in size and complexity, but both have many security measures in place and are accredited through the Secure Station Scheme [see later]. The escorted journeys also included Clapham Junction and Kilburn Park to Paddington stations on the London Underground. Two groups of disabled people were involved in escorted journeys and

discussions focused on three train stations in Merseyside of different design and facilities.

Station Design

Clear sight lines and good visibility

Participants in all the discussion groups identify the need for good visibility to enhance perceptions of personal security and to avoid hidden corners where people could hide or be encouraged to misuse the station premises. Participants at overground stations are often not aware of the role of convex security mirrors because the stations used for the escorted journeys have few hidden corners or recesses. However, the value of such mirrors was acknowledged for Underground stations with long corridors, often with sharp corners and restricted sight lines.

Disabled participants stress the need for those responsible for station design and management to ensure that personal security issues are addressed for their means of access, especially to the platforms. Disabled passengers may have to use less secure, poorly lit and often isolated ways to access platforms. Rarely are there Help Points located in these isolated access routes and, where there is CCTV, participants question whether the lighting is sufficient to produce a good image.

Lighting

Most participants identify station platforms as well lit, but feel such a measure should not be an option but "essential for people to feel safe".

It was suggested that the good lighting on the platforms should be standard throughout the station. Passengers should not have to use stairs or passageways, even as a temporary measure, where the lighting was much less effective:

"The stairs at tube stations, especially when the escalators are not working and you have to use another way to get down to the platform are often very badly lit. It's often very unpleasant and unsafe. Often this isn't just temporary but goes on for months"
[woman, London Underground group]

Well maintained and clean

As with good lighting, participants expect that travelling conditions should be clean and litter-free, and that measures to maintain a clean waiting environment should be routine and not reliant on personal security issues. Participants at the Carmarthen and Richmond Stations commented that the stations are usually clean and well swept with few problems of litter. This contributes to their perceptions that the travelling environment is cared-for and well managed, and this gave them confidence in using the stations.

However, there were comments about the negative impact of litter and vandalism:

"It's the condition that makes you feel not too comfortable when using it. The vandalism, the graffiti, the litter, seats slashed...I don't like the fumes either and the smell"
[man, London Underground group]

Presence of staff

In the escorted journeys and discussion groups at the Secure Stations and at other train stations in London and Merseyside, the presence of staff and CCTV camera surveillance were the prime reasons why people felt secure:

"When I come off the train late, most important is seeing people around, for me that's most important in making me feel safe"

[woman, Carmarthen Station Group]

"It's the 24 hour staff on the station, people around and about that's best... and the cameras as well"

[man, Carmarthen Station Group]

"Importantly, there are always staff here. There's staff on the station and there's security guards into the night. There are always people you could go to for help"

[woman, Richmond Station and South West Trains, London]

"when there are staff on stations, there should be signs to tell you where you should go to get information and help. There shouldn't be just doors and you don't know where to knock and get help"

[woman, Carmarthen Station Group]

"Yes, staff are so important but they need to be on the platforms in the evenings and not just when it's busy. They are often not at the stations that are quieter. On those stations, where I do feel unsafe, all the staff you get are upstairs where the gates are and in the booking office. We need them on the platforms as well"

[woman, London Underground group]

The disabled participants stressed the importance for their confidence and security of having staff trained for their needs and providing appropriate and accurate information about stops and services.

Security Features

CCTV camera surveillance

The presence of CCTV cameras does contribute significantly to people's sense of security. The point was made in a number of discussion groups that, for people to feel that CCTV camera surveillance is effective, they need to be reassured that it is operational and of good quality:

"Too often you read in the papers or see on TV that there were cameras but they weren't working and no one can be caught. That's all the time, it's got no film. The images you see on programmes like Crimewatch are terrible, no one could recognise anyone. That makes you wonder whether CCTV is any good at all"

[man, Richmond Station and South West Trains, London]

"The cameras are so vague. We watch Crimewatch and you think you wouldn't know them again. The images need to be much clearer and efficient, sometimes they look like anyone"

[woman, manual wheelchair user, Merseyside]

Consistent with the 1996 discussion group findings, those in 2002 reinforce even more strongly that it is essential for there to be live monitoring of CCTV cameras and people want reassurance that an emergency response could be activated:

"You need somebody looking at the cameras for reassurance. If it is going to make you safer, you need to know someone will act, if something happened"
[woman, Carmarthen Station Group]

"CCTV makes you feel that if anything happened, they might be caught. But I don't feel it makes me feel safer. You need to be able to call someone in that situation, you need to know that someone is watching and be told that this is the case. "
[man, powered wheelchair user, Merseyside]

"CCTV, yes I welcome it but you have to be sure it's being taped and someone is watching a screen, usually they're only used for evidence"
[man, London Underground group]

"To feel safer you have to be sure that it is being watched and if you had a problem, there would be help and it could get to you quickly"
[woman, Richmond Station and South West Trains, London]

During the discussion groups, both in respect of CCTV and other measures, participants identify the need for effective and targeted publicity specific to their station:

"CCTV surveillance is good. It's a deterrent to problems. But the poster that tells you there is CCTV here needs to be in bigger letters. It is not prominent enough"
[woman, Richmond Station and South West Trains, London]

"There should be more signs that tell people about the CCTV here. I have seen signs but not really taken it in. It doesn't say Carmarthen, they are just general posters about CCTV"
[man, Carmarthen Station Group]

"The signs [for CCTV] need to tell you what is happening to the pictures, not just that it's there"
[woman, Carmarthen Station Group]

Participants in both the Carmarthen and the Richmond discussion groups link their confidence in CCTV with monitoring locally rather than only at a regional control centre:

"Local police have the local knowledge about troublemakers and are the ones able to respond quickly. It should also include the CCTV cameras at the bus station"
[man, Carmarthen Station Group]

"It has to be monitored locally for me to feel safe. I want to know that if somebody sees something is happening that they can get help here quickly. I don't want it monitored miles away by people who don't know this Station or the area"
[man, Richmond Station and South West Trains, London]

Help Points or on-platform alarms

Help Points are welcomed and participants identify that they could contribute positively to their perceptions of security. The discussion groups also identify the need for more information about their use and what response could be expected:

"The Help Point, what's it for? There needs to be much better information about what it's for"
[man, Richmond Station and South West Trains, London]

"I expect in an emergency, they would talk you through the problem and try to get help. But I expect one of the problems is that so many people probably cry wolf"

[woman, Richmond Station and South West Trains, London]

"I don't think it should say 'Help Point', it is really for emergencies. I think when it is used, it should trigger an alarm at the station as well. Staff could then switch to the monitor and could see what kind of an incident it was...I appreciate that you have to avoid staff putting themselves in danger"

[woman, Carmarthen Station Group]

"The Help Points are good and they are tactile, although there is no Braille. But I wouldn't know enough about when I should press which button. It would be helpful to know more and to know what happens"

[carer for powered wheel chair user, Merseyside]

As with CCTV monitoring, there is support for the Help Point to be linked to a local rather than a central or regional control centre. There is a sense that more distant monitoring means that there would be delays in the response and that those to whom you make contact would not necessarily make an appropriate response because they were not familiar with the area:

"If it goes to Cardiff, that seems a long way off to get a response...surely it would be better, if it went somewhere local?"

[woman, Carmarthen Station Group]

"Why isn't there a link to the police station in Carmarthen? That would be much better for a quicker response"

[man, Carmarthen Station Group]

"I'm concerned that the Help Point is linked to Wimbledon, shouldn't it also alert staff on the station and the local police. That would mean someone got to you quicker"

[man, Richmond Station and South West Trains, London]

Reinforcing their reassuring presence, participants in the London Underground group felt that all platforms should be equipped with Help Points, especially at less busy stations and where there were no staff on regular platform duty.

Other facilities

On Carmarthen Station, there is a buffet that is open during the day but patronage is too low to make evening opening a viable proposition. None of the participants said the presence of the buffet contributed to their perceptions of security, but it was an added convenience factor. The situation was different at Richmond and Clapham Junction Stations that are well equipped with buffet and retail facilities with extended opening hours. There the presence of shops and cafes on the station concourse and platforms did contribute to perceptions of security, especially with their later opening hours. As one participant commented in respect of Clapham Junction Station:

"Having a buffet on the platforms is good. It certainly makes me feel less desolate. It looks safer with the lights and somewhere you could go. I have in the past. If I've felt intimidated or I've been alone, I've gone into the buffet and felt much safer"

[woman, Richmond Station and South West Trains, London]

Information and Signage

Not surprisingly, participants who are regular passengers rarely use the timetable information because of their familiarity with the services, and they also have low awareness of signage or other publicity. Most agree, however, on the value of a clear and audible public address system. Delays to services need to be regularly announced to inform and reassure passengers:

"How come we are in the 21st Century and at some stations, you still can't get a sound system to work?"

[man, Richmond Station and South West Trains, London]

"We certainly need more information on what happens with delays. It has to be repeated and regular information that you can rely on and tells you which platform the train will leave from, especially here with so many of them"

[man, Richmond Station and South West Trains, London]

On stations and the trains, it is suggested that notices about personal security, the presence of CCTV cameras and what to do in an emergency often need to be in larger print. The small print sometimes used for such publicity or notices often means they went unread and are a particular problem for people with sight impairment.

Delivering a package of measures for personal security

For train stations, a national accreditation scheme is in place to assess and formally recognise when standards of good practice have been met for personal security. The **Secure Stations Scheme** was launched in 1998 by the then DETR in partnership with the British Transport Police and Crime Concern. The aim of this national accreditation scheme is to encourage Network Rail and Britain's rail companies to improve security at stations and to reassure passengers of their commitment to personal security. The national Scheme applies to all overground and underground train stations in England, Scotland and Wales that are within the policing responsibilities of the British Transport Police. By the end of 2002, there were about 170 stations that had been awarded Secure Station status.

Carmarthen Station received Secure Station accreditation in 2002. Wales and Borders provide most of the trains, with services to and from Pembroke Dock that run throughout the night. The Station is staffed for twenty four hours and seven days a week. As well as the station staff, there are additional staff at night as trains are stabled here for cleaning. It has CCTV camera surveillance and Help Point. There is good quality information in poster timetables for trains and buses, and visual displays in Welsh and English. The public address system is clear and audible. There is a public telephone on the platform. A taxi rank is adjacent to the Station exit and the car parks have CCTV camera surveillance.

The Station's Manager with Wales and Borders said that passenger perceptions surveyed for accreditation were favourable and it was considered to be a busy, safe and well lit Station. The Carmarthenshire Transport Manager reinforced the importance of the Station for its hinterland communities. Although it is small in size, the role and importance of Carmarthen Station should not be underestimated. It was described as the hub of the area and providing a key link to the boat trains. Making sure that Carmarthen Station was secure for passengers and staff was important for encouraging use of public transport in Carmarthenshire.

On the walk around the Station, participants commented without prompting on the availability of staff and their contribution to a sense of personal security and good management. Participants were often less aware of other features, for example CCTV coverage, the presence of the Help Point and the role of the convex mirrors for personal security.

Although not all were aware of its Secure Station status, participants in the escorted journey and discussion group confirmed that they did or would feel safe and secure using the station, even after dark:

"I feel OK even though I have sometimes been on my own, but then there is always someone there. There's always a member of staff walking around the station, even late. I feel safe and I think most people would. I didn't know it was a Secure Station but I can see that it would be"

[woman, Carmarthen Station Group]

"I feel safe but I'm so familiar with it. For people coming in from elsewhere, they may feel different, especially late at night... but for me it's just a matter of getting on and off. But, there's always a feeling of safety here at the Station, it feels right"

[man, Carmarthen Station Group]

Richmond Station is managed by South West Trains and was accredited under the Secure Stations Scheme in 2001. London Underground, Silverlink and London Underground trains serve Richmond Station. There is a ticket and travel information office. The Station is staffed for twenty four hours and seven days a week, and is supplemented by cleaners for London Underground and Silverlink. There are ticket gates to prevent open access to the Station platforms. These are identified as a substantial help for security. Two revenue protection staff are present during the day and evening and security staff are on patrol in the evenings and into the night.

There are CCTV surveillance cameras with local and control centre monitoring. There are convex security mirrors at key locations. There are Help Points on the platforms accompanied by signs in yellow to enhance their visibility. There is an audio public address system, poster timetables, and screen displays with service information. There are a number of commercial outlets on the Station, including a coffee shop on the station concourse that is open late into the evening.

Similar to Carmarthen, there was little awareness about Richmond's Secure Station status, however there was general agreement from participants that the station was safe and secure:

"I can see now that it has been accredited as a Secure Station. Richmond certainly feels like that. It is good to know that things have been done for security and there is something like secure stations. I never knew that before"

[woman, Richmond Station and South West Trains, London]

"The mix of what's available makes you feel safer. I suppose that's what being a Secure Station means. I didn't know about it before but it makes sense"

[woman, Richmond Station and South West Trains, London]

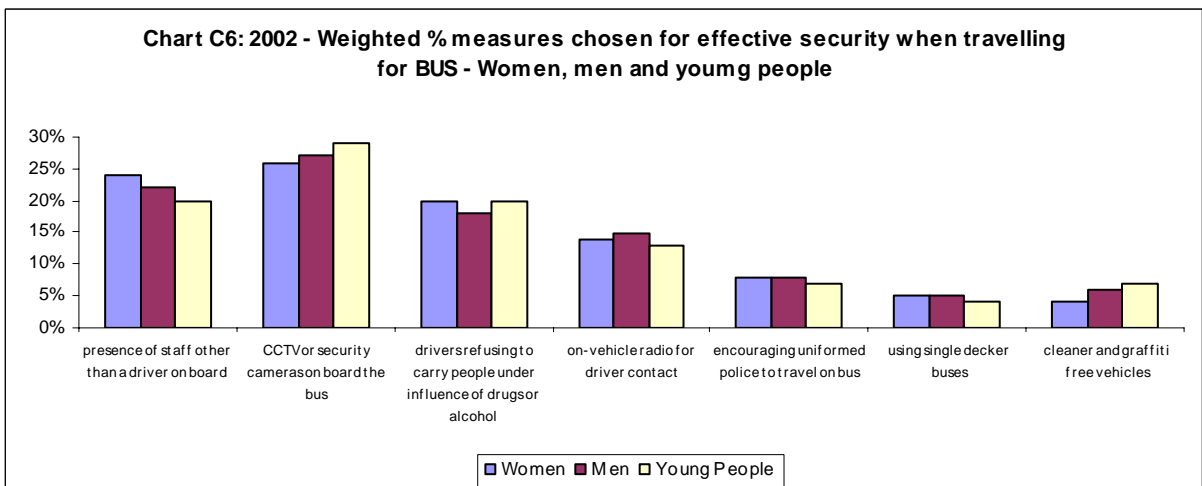
C2.4 Greater personal security for passengers travelling on the bus

In the household surveys conducted in 2002 and 1996, the three most commonly chosen measures for enhancing personal security are: CCTV cameras on board the vehicle; the presence of a member of staff in addition to the driver; and the driver refusing to carry a person under the influence of alcohol or illegal drugs. In 2002, the percentage of adult respondents choosing use of CCTV surveillance is greater than in 1996 and exceeds those choosing an additional member of staff on board. Drivers refusing to carry those under the influence of alcohol or drugs remains at a similar percentage between the two years. Between 1996 and 2002, respondents choosing other measures for enhanced security in 2002 had either declined slightly on 1996 or remained the same.



CCTV cameras on board the bus is the first choice of nearly 40% of all respondents in the 2002 adult survey, compared with 28% for the presence of an additional member of staff and 14% for a driver refusing to carry those under the influence of alcohol or drugs.

In 2002, women are more likely than men to choose the presence of an additional member of staff and the driver refusing to take those influenced by alcohol or drunks. Men are more likely to choose CCTV cameras on board and on-vehicle radio contact for the driver. Other measures are chosen by similar percentages of women and men.



In 2002, the three measures most commonly chosen by adults are also those chosen by young people in the household surveys. However, a slightly higher percentage of young people choose CCTV camera surveillance compared to adults.

For all survey respondents from black and minority ethnic groups, CCTV camera surveillance on vehicles is respondents' first choice for a measure to enhance personal security when travelling by bus (46%). 36% of white respondents chose this as their first choice.

Other measures for enhancing personal security for on-bus travel receive similar weightings across the ethnic groups. Nearly 20% of black, Asian and minority ethnic respondents choose action by the driver or other member of staff to prevent those travelling who are under the influence of alcohol or drugs. In the qualitative research, a number of the incidents described by participants have involved perpetrators under the influence of alcohol, and travelling with a person or people who are drunk clearly contributes to perceptions of insecurity.

For the bus driver to have radio contact with their depot or the police was the choice of 14% of respondents, and 10% of respondents favoured a targeted police presence on the buses. Clean and graffiti free vehicles was chosen as a priority by 6% of Asian and black respondents.

All those living in Greater London and other cities and towns are more likely than those living in rural areas and shires to choose CCTV cameras on board, especially as their first choice of a measure to enhance security. There is little difference in respondents living in different types of areas in the percentages choosing the presence of a member of staff in addition to the driver. Those in rural areas and shires are more likely than those in other areas to favour the driver refusing carry people under the influence of alcohol or drugs.

Those in Greater London are least likely to choose the provision of on-vehicle radio contact for the driver, but this may be influenced by the fact that buses in the capital already have this facility in place. 10% of respondent households in Greater London choose the presence of uniformed police officers travelling on the bus, higher than in other types of area.

Findings from the discussion groups

Escorted journeys, discussion groups and on-bus interviews were conducted to obtain views about personal security for bus travel in general and in relation to bus-based initiatives. These were:

- Smart quality bus route in Merseyside from Stockbridge Village to Liverpool city centre
- Travel Couriers pilot initiative on a bus route from Wolverhampton to Birmingham city centre
- Target policing initiative for the buses in West Yorkshire, including deployment of police officers and specials on the buses
- Brighton and Hove with particular focus on driver attitudes and customer care

- Flexi Bus, a demand responsive and door to door rural service from Honiton to Cullompton in East Devon.

Vehicle design and space

Although only few participants say that they choose to travel upstairs on a bus, there are mixed views expressed by participants about their preference for single or double deck buses. Single deck buses are said to be better for personal security, but the space and seating on double deck buses make the journey more comfortable:

"Single deckers are a lot better, 'cos the driver can see what's going on and there's less problems"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

"...the trouble usually comes on the double deckers, kids and that go upstairs where they can't be seen and mess about or worse"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

"But, on the double deckers, they always have better seats, upstairs or downstairs, there's more space. Those little single deckers, don't give you any room at all and the seats are often very uncomfortable"

[man, Stockbridge Village and Smart Route Group, Merseyside]

"The new kneeling buses are a great idea for buggies and people in wheelchairs. But the seats on these new buses are terrible. They are too cramped. You don't have any space to yourself. Also, the shape of the seats makes them uncomfortable"

[woman, Brighton and Hove group]

Although there is general agreement that buses are now much more accessible, there was concern expressed by a female manual wheelchair user in Merseyside:

"A lot of the time, wheelchair users are left at the bus stop because the space is full of buggies. That's left to the driver's discretion, but you can feel very vulnerable left at a bus stop"

Reliability

The reliability and frequency of the buses are key indicators for participants in identifying whether or not this is a quality service and would be used in preference to the car for regular journeys:

"A reliable service is very important. Well, especially when you use the bus to travel to work. Most people use a car because it's more reliable. That's a major reason. After dark, safety comes into it but during the day it's all about reliability I think"

[woman, Stockbridge Village and Smart Route Group, Merseyside]

"I think most people don't use the buses because they are so unreliable. That's why it can't be a quality service here. Even though it's cheaper by bus, rather than take the car to the city with the cost of parking, you still take the car 'cos you can rely on it"

[man, Stockbridge Village and Smart Route Group, Merseyside]

After dark, reliability is linked to personal security:

"After dark, you need to be able to rely on the service, you need to know that the bus is going to arrive and you won't be left for twenty or thirty minutes worrying at a lonely bus stop"
[woman, Brighton and Hove group]

The presence and role of bus staff

Passenger care

In the Brighton and Hove discussion with regular bus users, the attitude and response of bus drivers was explored in some detail. The discussion revealed the importance of driver attitudes for the comfort and security of passengers:

"I do expect them to be pleasant. It's much nicer if the driver is pleasant. The whole atmosphere in the bus is different. I think it's very important, it can make people feel more comfortable and I think safer because you know you could approach him, if there was a problem"

"You'd feel that if there was any trouble, then you could go to them and expect some help. If they're unapproachable or rude, you know they wouldn't be much help"

"Some of the drivers are great, talking to everyone and quite entertaining, but others are quite rude and that puts you off the journey. You can't wait to get off"

Participants in earlier research with black and minority ethnic communities identified the importance of staff attitudes for their sense of personal security and confidence when travelling. As one respondent identified, welcoming attitudes were not just about language:

"People who work for public transport often identify language as the important thing. But, they don't need to have the language. A smile and a helping hand can help immensely, it can make all the difference, make people feel welcome and safe"
[Indian woman, Punjabi speaking, Bristol]

The composition, attitude and training of staff were also identified by participants in that research as the keys to making on vehicle travel culturally sensitive and secure. A lack of cultural awareness could be especially acute where the transport workforce did not reflect the ethnic diversity of the community that they serve.

"Having a multicultural workforce on public transport certainly makes me feel safer"
[Pakistani man, West Midlands]

"A lack of cultural awareness and the different between cultures is a real source of problems and prejudice. People are not treated as individuals. Too often people are treated as all the same, we need to strengthen the cultural issues through training"
[Bangladeshi man, Bristol]

The participants in the Brighton and Hove discussion group also acknowledge the difficulties of the job and that the travelling public also have a responsibility to be courteous in their relationship with the driver:

"I think some are offensive because they expect you to be rude to them and they try to get in first. Some drivers seem quite taken aback that you say thank you"

"I know people can be rude and I know it's a difficult job sometimes. They need to be trained to expect this and try to make people feel comfortable and good about travelling, especially in the evenings"

Those passengers using the East Devon Flexi Bus commented on the helpful and proactive attitude of their bus drivers, which is especially welcomed because most of the passengers are elderly:

"The drivers are very helpful, we are very lucky really, they are always willing to help"

"The drivers are always so helpful and welcoming. It's not so much for safety, it's during the day. But it makes you feel so welcome and you can ask them for help"

A driver on a Flexi Bus service described a recent occasion when:

"An elderly lady rang up ill and needed to be taken to and picked up from the doctor's surgery. For 85p return, I got her there by 9 in the morning and back home by 11 o'clock. It would have cost £6 each way by taxi. I was pleased that I could help"

Participants in the discussion groups describe the importance for personal security of bus drivers 'taking control' of their vehicle, especially by not allowing those under the influence of alcohol or illegal drugs to board their bus. However, it is acknowledged that on occasions:

"if the driver tried to intervene it could start a fight and that would be worse for the other passengers as well. I suppose, it comes down to training, knowing when they should do something and when it isn't safe to do so" [woman, Leeds Bus user]

On one escorted journey, the participants commented favourably that the driver had taken control of their bus by not allowing young people without valid tickets to board:

"The driver came across to me as though he looked after passengers' safety – he thought about customer care – there were quite a few youths along the route who tried to get on, but he did not let them"
[woman, Stockbridge Village and Smart Route Group, Merseyside]

Conductors and Inspectors

There were comments from participants in the groups about the influence on perceptions of personal security of having a second member of staff on the bus:

"I like the idea of having conductors. I always feel better when there are two on the bus, like in London. If there's any trouble, then there'd be two to deal with it"
[woman, Brighton and Hove group]

"It would be good to have another member of staff, someone in addition to the driver. If there's a dispute or some trouble on the bus, what can the driver do? He can't leave his cab and try to sort it out"
[man, Stockbridge Village and Smart Route Group, Merseyside]

Reflecting the experience of some participants outside Greater London, most of the comments about additional staff refer to inspectors and not conductors:

"I use the bus every day and I've never seen inspectors on them, not like you used to. They made me feel safer and stopped some of the trouble, especially by people without tickets. They shouldn't just be on school buses but on other buses at other times" [woman, Stockbridge Village and Smart Route Group, Merseyside]

Providing a greater on-board presence - Travel Couriers, West Midlands

In 2000, in research conducted by Centro, 44% of respondents spontaneously suggested providing a conductor or helper would be a means of improving perceptions of personal security during bus travel. Subsequently, a partnership between Centro, Travel West Midlands and Groundwork Birmingham developed a two-year pilot scheme providing an opportunity for unemployed people to become Travel Couriers. As well as offering assistance to passengers, an important aim of the initiative was to improve people's perceptions of personal security during bus travel.

Groundwork Birmingham was responsible for recruiting and managing the Travel Couriers who are paid through New Deal and the European Social Fund. It was intended that the pilot scheme would help develop good practice, and the Department for Transport provided funding for its evaluation. The pilot commenced in June 2002.

It was also originally proposed that a number of bus routes would be the focus for the pilot. However, this was changed to one route and the Travel Couriers worked on one bus service, operated by Travel West Midlands, between Birmingham centre and Wolverhampton. Importantly, all bus drivers on the route were briefed about the initiative.

In addition, Travel West Midlands and Groundwork Birmingham provided training for the Travel Couriers, including conflict avoidance training and customer care skills. For other Groundwork schemes the West Midlands Police usually provides conflict avoidance training. This was not thought necessary for the Travel Couriers because the likelihood of conflict was not perceived to be a serious risk. If the routes and times when the Travel Couriers were operating had changed, however, then the police may well have been asked to provide that training.

The research conducted prior to the scheme identified that 83% of respondents felt safe travelling by bus, but that 54% felt unsafe in the evenings and late at night. Those displaying anti-social behaviour and drunks were the main reasons why people felt unsafe. Thus, the target initially was for the Travel Couriers to travel on the buses from 10.00 to 22.00. However, there were recruitment problems and the buses have only had Travel Couriers from 10.00 to 18.00.

The initial target range for the Travel Couriers was 18 to 25 years. However, the lessons learnt early on in the pilot suggested that Travel Couriers should be drawn from a wider age range as older people often had the confidence and experience to be more proactive in approaching passengers and offering assistance. From observation, it was evident that some of the young people lacked the confidence or were too shy to approach boarding passengers and ask if they needed assistance with shopping or a buggy. Travel Couriers need to be outgoing and proactive, especially as boarding passengers may not be aware of the initiative and what the Courier is there to do.

Given the daytime hours when the Travel Couriers operated and when most travellers feel secure, there has been limited scope for the Couriers to provide reassurance to the public and enhance perceptions of personal security. Some Couriers, though, said they have used their time on the bus to talk to young people travelling to encourage good behaviour and deter vandalism.

The existing route was a good basis for the pilot, but there were suggestions from those managing and delivering the scheme that the Travel Couriers could be better utilised by operating more flexibly on inner city routes, where there would be more people travelling and where there are more concerns for personal security.

For any initiative to achieve its potential with the public, it needs effective and targeted publicity. A press launch took place that attracted considerable media attention. However, following on from this there was little to inform bus users that a Travel Courier was on board a particular bus, apart from a small poster in the bus window.

Passengers on the bus were asked about their awareness of the scheme:

"Now you mention it, I did occasionally see a person standing at the front of the bus. I was never really sure what they were there for, but now you say, I think it's a good idea"
[woman, bus user, Wolverhampton]

"I never really saw them. I haven't heard about it. Was it in the papers or something? If you're going to do something like that, you have to tell lots of people about it for it to catch on"
[man, bus user, Birmingham city centre]

"I saw this young man. I noticed him 'cos he was in uniform. I just thought he was an Inspector or something to do with tickets"
[woman, bus user, Birmingham]

Despite the generally low awareness of the initiative, the concept (once explained) was generally welcomed:

"I like the idea to help people on and off with shopping and buggies. But it wouldn't really make me feel safer. I have never felt unsafe on the bus here. But I only travel to do my shopping during the day. I'm not out like this at night. That's when it might be good for people, make them feel safer"
[woman, bus user, Wolverhampton]

"Yes, it's a good idea I think. People have difficulty sometimes getting on and off with their shopping and with the traffic the way it is, the driver sometimes has to stop sharply. That's not his fault. The car in front suddenly brakes or turns off up a side road and people can get thrown about, especially those who can't hold on easily because of their shopping. I'm not sure about safety, I've never felt unsafe on this bus anyway"
[man, bus user, Birmingham]

It was anticipated that the Travel Courier initiative would operate for two years. Unfortunately, it did not run its course and was discontinued after operating for only four months. However, despite its short life, lessons were learnt and Centro have commented that it will assist in improving on-bus security and safety in the future, especially in relation to providing a greater on-board presence.

Police officers on board

A number of bus companies, including Brighton and Hove Buses and those operating across West Yorkshire through an agreement brokered by the PTE, give all police officers and special constables free travel on their buses in or out of uniform. The officer or constable has to show their warrant card to the driver to make use of this facility. Participants in the discussion groups and interviews were in favour of these initiatives:

"That would certainly help. We have the police on buses here. They can travel free. That's a good idea but they must be in uniform to stop some things happening and make people know they are there"

[woman, Brighton and Hove group]

"It's such a good idea to give the police free travel. I've seen them on our buses, it doesn't just make you feel safer but it must make people who are going to do something think twice about it. It must be a deterrent"

[man, bus passenger in Leeds]

"I've never seen police on buses, not here... but I've only read in the Echo about special police operations. I've never witnessed it personally, but it must be a good idea for safety" [man, Stockbridge Village and Smart Route Group, Merseyside]

There are also an increasing number of initiatives that involve the deployment of police officers on buses in targeted routes or operations. For example, in Greater London, the Transport Operational Command Unit has been created from a partnership of Transport for London and the Metropolitan Police. The Unit provides for an increased uniformed presence on and around the buses through police officers, traffic wardens and uniformed bus staff. These dedicated teams work on twenty six of the busiest routes in the capital and provide a presence at bus stations, bus stops, bus garages and roads along these routes. Revenue inspectors continue with their role of checking tickets and providing a visible deterrent to rowdy and anti-social behaviour.

Target Policing Initiative, West Yorkshire

The funding available from the Government's Robbery Reduction Initiative, launched in March 2002, has been used to develop a number of partnership schemes involving transport operators and the police. The aim of these initiatives has been to reduce crime but also to give reassurance. An example of such an initiative is the comprehensive Target programme for safer travel in West Yorkshire.

This is a partnership initiative that involves the Police, Metro (West Yorkshire Passenger Transport Executive), bus operators and Crimestoppers. The Target Initiative started in April 2001 with a small team of non-operational experienced officers who were tasked to look at new ways of partnership working to address crime and fear of crime. Their work focused on partnerships for safer transport, safer schools and initiatives to tackle drug dealing and street crime. Following the development of the main Target initiative, local Target partnerships are now developing. One recently established in Halifax targets local action for safer travel.

The work for safer transport involves bus operators, bus drivers and passengers to address fear of crime. The aim is to link police operational resources and partnership resources. It aims to improve communication between the police and bus companies, and to pool information to identify hotspots. The police target specific routes with hotspots for anti-social behaviour, drug dealing or using, street robbery and other crimes.

For example, for two months in 2002, the police (in uniform with high visibility jackets and in plain clothes) provided a presence on buses in West Yorkshire and at bus stations in Leeds, Bradford, Halifax and Dewsbury. Fifty seven police officers were deployed from 16.00 hours to 22.00 hours, to cover peak travelling times and those hours when vandalism was most prevalent. The initiative used officers from the underwater search team and the armed instant response team not required for their specialist duties. There were 134 stop checks to people on buses and 129 intelligence reports were submitted. Arrests were made for public order, theft, drug and bail offences.

The success of the Target initiative is being measured in terms of incident statistics. In 2001 the number of incidents against bus drivers and buses increased significantly. Following the introduction of Target, the numbers of incidents against bus drivers declined and vandalism had stabilised. The partners feel that the initiative is starting to show results, although it was recognised that there was likely to be a seasonal increase in incidents nearing Christmas.

As with other initiatives, the public needs to be aware of its existence for it to impact positively on perceptions of personal security. There were leaflets and posters in the stations and buses advertising the presence of Target and publicity in the local press:

"To be honest, I've never noticed these posters before. I think there's so much around these days, adverts for this and that, that you don't really look anymore. Well, I don't anyway. I think they would be better off putting this information in stuff that people have to read, like the timetables. Then, may be it would catch your eye"
[woman, bus user, Bradford Interchange]

"I have read about Target in the local paper, but I've never really thought about it on the buses. I haven't seen police there. But, now you've pointed out the poster, they must be on the buses as well. I've never really read the poster before. I know you could while you're waiting but there're other things to think about"
[woman, bus user, Leeds bus station]

Despite the relatively low awareness, passengers were very favourable towards the concept:

"But, I have read about it in the paper and thought that's good. Anything that gets us more police on the street must be good these days for stopping crime. Anything that stops people thinking they'll get away with it must make them think twice about doing things"
[woman, bus user, Leeds bus station]

"I think it is much better to have the police in uniform when they're on the buses, that's the only way it will stop things happening. I'm not going to feel safer if something happens and then some man says 'I'm a police officer' and they arrest him. I'd rather nothing happened in the first place" [woman, bus user, Leeds]

"The idea [having police officers on the buses] is really good. But they should be in uniform. That will make anyone think, I'd better not do it here. But the police have got to be there more than once in a blue moon" [man, bus user, Leeds]

"I don't like travelling on the bus when there's drunks get on and start messing about. But what can the driver do on his own? If they saw the police there, they wouldn't get on and he could stop them if they did" [woman, bus user, Leeds]

Specials on Buses in Halifax

As part of the Target initiative, police Specials in uniform with high visibility jackets were deployed on buses in Halifax. Crime Concern accompanied the two Specials (a woman and a man) during their journeys to observe their effect and obtain the views of the travelling public and drivers. The journeys were on single and double deck buses. The routes included social housing estates as well as Halifax centre and outlying housing areas. The journeys took place during the daytime on a Saturday. It was part of a high visibility policing operation that included many more officers patrolling the streets in Halifax.

The officers not only used the journey to be visible to those on the bus, at stops and walking along the street but also spent time talking to passengers. The woman officer used the buses regularly to and from work, but the man said he had not been on a bus for about ten years. He remarked that it had been a useful learning experience for him as well.

Most of the passengers, including children, were surprised but much in favour of the officers on the bus. Many said 'hello' on boarding the bus and sat near the officers to talk. The novelty of the situation was obvious from the reactions of the passengers upon boarding and from the stares and especially shouts from young people outside the bus. From their surprise, comments and attention to the presence of the officers, it was likely to be a talking point for the young people and as such there could be some preventive gains, although these were likely to be short term.

Most passengers were much in favour of the presence of the uniformed officers:

"We don't really use buses much. But the kids do go by themselves. If the buses were safer with the police and that we would let them go by themselves more often. They would use them more, if they were safer"

[man, woman and child, bus users, Halifax]

"It's a surprise to see them here today. I grew up with police on the buses. There was no other form of transport for them then and they all used them in uniform. It did make you feel safer, I never really thought about safety then but I do now"

[woman, bus user, Halifax]

"Yes, I feel much safer but we'd like more officers about during the day and the night, on the streets as well as the buses"

[man, bus user, Halifax]

"I don't go out at night, but it certainly makes me feel a lot safer on the bus during the day"

[woman, bus user, Halifax]

If police officers were to travel on the buses, most people identified the importance of them being in uniform:

"You need to have them in uniform, you can't miss them with those orange jackets on. With those jackets, people can even see them from the pavements and know they're here"
[man and woman, bus users, Halifax]

It was the young people and young adults who were most apprehensive when they saw the presence of the officers. On the double deck bus, most young people boarding saw the officer on the lower deck and went upstairs, only to be heard remarking *"there's another one up here"*.

At one stop, six young men went to board the bus but froze at the entrance on seeing the police officers. Eventually, after a hurried conversation between themselves, the young men boarded but left a couple of stops later. One of the young men questioned the presence of the officers:

"What's happened? Has your car broken down? What you doing here then? Why aren't you walking then?"

From their other comments, it was obvious that they found the presence of the officers disturbing. As a young woman commented:

"Having you here certainly stopped the hassle [from the young men] but didn't stop their cheek!"

There were suggestions that it would be especially useful for personal security to have police officers on the buses in the evenings and when the schools closed in the afternoon:

"Yes, I'd feel safer with the police on the bus, especially if it was in the evenings. It's also when the children come out of school that you get the trouble"
[two young women, bus users, Halifax]

"We're never had any trouble, only on a Friday and Saturday night. That's when it would be good to have the police" [young woman, bus user, Halifax]

"We wouldn't take a late bus, don't go out really at night. But the school run can be terrible with all the pushing and shouting, that's when the police would be good. To make them behave more, it's difficult for the driver to do anything"
[older woman and older man, bus users, Halifax]

It was said that there could be problems on the Leeds Night Rider services that operate with only a driver. It was suggested that the use of uniformed police officers on these buses, even as a special operation, could be effective in reducing problems and sending out a message to potential troublemakers that the police could be on board.

Physical Security features

CCTV cameras on board the vehicle

Most bus companies have CCTV cameras on some of their buses. For example, in Greater London, CCTV cameras are fitted to all new buses, and the entire bus fleet will have CCTV fitted by 2006. In West Yorkshire, Metro is purchasing CCTV cameras and providing them to bus companies for use on their vehicles. Bus

operators involved in the Target initiative commented that on-vehicle CCTV is the most effective tool to deter crime and anti-social behaviour and detect the perpetrators. However, the cost of fitting CCTV across a fleet of buses was said to be prohibitive for many bus companies. For example, First Leeds estimates that the cost of installing CCTV cameras on their existing fleet of buses would be £1.4 million.

The bus operators in West Yorkshire argue that monies from CCTV Challenge funds and other public sources should be available for bus operators to install CCTV cameras as their buses serve high crime areas that are able to benefit from these additional funding sources.

Consistent with the survey findings, there is strong support for CCTV camera surveillance on buses:

"I think cameras on the buses would be a good deterrent. I can't see why people wouldn't want it. If you have nothing to hide, why would you mind? It would stop people from making trouble or slashing the seats, knowing it was all on film and they could get caught"

[man, Stockbridge Village and Smart Route Group, Merseyside]

"I think CCTV on the top deck is good and especially those new things where the driver can see it all on a little screen. It could be helpful in identifying problems and the driver could radio for help"

[woman, Brighton and Hove group]

Radio contact with driver

In contrast to the discussions in the 1996 groups, little mention was made in the 2002 groups about radio contact for the bus driver except to comment that such a feature "was there or should be there". Radio contact was a feature that was expected to be in place or was known to be by discussion participants.

On-board information

Participants welcome electronic displays that provide information on the next stop:

"It's helpful to have that information that tells you about the next stop, gives the time as well. It's helpful when I'm travelling on a route that I don't know. But these displays on the bus don't always work, they breakdown a lot, so you can't rely on them" [woman, Stockbridge Village and Smart Route Group, Merseyside]

There were suggestions that more use should be made of advertising space on the bus to help encourage better behaviour:

"I think there should be posters that tell people what behaviour is expected from them"

[woman, Brighton and Hove group]

"Also, they should prosecute when something happens. If this doesn't happen, then people think they can get away with it"

[woman, Brighton and Hove group]

Publicity to detect and deter perpetrators

In partnership with the local Crimestoppers, the West Yorkshire Target initiative has made innovative use of the local media to encourage people to report perpetrators. There is a freephone number for reporting, and people are encouraged to send information through their mobile phone with a reward of a £10 top-up for their phone. There has been publicity in the local media and advertising about the initiative.

A key player in the Crimestoppers campaign is the Yorkshire Evening Post, which publishes photographs from CCTV camera footage, including those of juveniles. Most of the incidents on the buses, especially those of assault and criminal damage, are said to involve youths. In the past, a stumbling block to detection was said to be that television companies would not screen the photographs of juveniles. However, through publishing photographs in the local press, there has been considerable success from people reporting perpetrators to Crimestoppers.

As examples of their success in summer 2002, two juveniles were caught and cautioned for throwing stones at a bus; there was an arrest for an on-bus robbery; a young man was arrested for a graffiti offence; two young men were arrested for damaging a bus in Leeds City Centre; and a man was arrested for assault in a bus station. Following further publicity, there were arrests for an on-bus robbery and another for indecent exposure at a bus stop.

The police, Crimestoppers, the West Yorkshire Passenger Transport Executive and the bus operators identify that a key to the success of the campaign is positive reporting of the positive outcomes. This is said to encourage people to report more and acts as a deterrent to perpetrators. This access to free publicity is also good value for money.

Responding to the needs of rural communities - East Devon Flexi Bus

A number of the initiatives developed for rural communities have included the flexibility for 'door to door' or 'close to home' services for all members of the community and have thus addressed concerns for personal security. An example of such an initiative is the East Devon Flexi Services network. In 1996, research conducted among residents in East Devon concluded that:

'the public want flexible, affordable, accessible transport that will pick them up close to home and take them where they want, when they want. Getting nearer to this level of provision, whilst using limited resources to the best effect is a real challenge for rural communities'

In response, Devon County Council (in partnership with the Countryside Agency) developed a network of Flexi Services. There are two Ring and Ride services providing minibus transport for people with mobility difficulties and is a door to door service. There are also a number of car schemes provided by volunteer drivers to take people, mainly with mobility difficulties, for local journeys. There is also a successful Fare Car service that is delivered with Rural Bus Challenge funding. Fare Car provides a subsidised taxi service that takes people to and from Honiton for other travel connections. Membership is free. The taxi company receives the full fare with a subsidiary from the County Council. The last service runs at 21.00 hours. There is anecdotal evidence that people would like the service to run later, but the problem is that people would want it to run to a variety of different destinations.

Finally, there are the Flexi Bus services that provide the focus for the escorted journeys and interviews.

Flexi Bus F1 is a mixed service, partly with a conventional fixed route and a specified flexible area linking villages to Honiton and Cullompton. Prior to the introduction of FlexiBus, there was a fixed route bus service that was subsidised by the County Council. However, many potential passengers in the smaller villages were two miles or more from this fixed route.

The Flexi Bus service started in December 2000 and is managed and delivered locally by TRIP, an umbrella voluntary organisation for community transport. The Flexi Bus is a pre-booked service. It can call at the home address or, in a small village it may stop at a focal point to collect passengers. Passengers either book with the driver or through the TRIP office. If there is no booking from a village, the bus will follow the direct route along the main road between Honiton and Cullompton. If there is a booking, the bus will go to the passenger's home or pick up from a central point in the village. The bus service is not operated in the evenings when it was thought take-up would be very low and it would not be financially viable.

The F1 has a catchment population of 21,000 with 18,000 of those residents living in the two towns of Honiton and Cullompton. Monday to Friday, the service operates four journeys to and from Honiton and three on Saturday, a total of 2,400 separate journeys a year. In total, about 9,500 trips are made each year, an average of four passengers on each journey. The bus is a fifteen seat vehicle. Many of those travelling on the bus are older people going to Honiton or Cullompton to shop or access other services.

The on-bus interviews with passengers revealed the importance of the service, as most have no other means of affordable travel:

"About 90% of passengers are of pensionable age. Many are older women who have been car passengers all their life. The husband was invariably the driver and has died. They have no alternative" [bus driver, Flexi Service, East Devon]

"I use it about once a week, to go shopping in Honiton. It is essential; I wouldn't get in without it. We are very grateful for the bus. We would be absolutely cut off without it" [woman, Flexi Service user, East Devon]

"Without this bus, I'd have to walk to Honiton. But, there's only one bus to Honiton on a Wednesday and one to Exeter on a Friday... but it's over a mile, mile and a quarter from the village" [woman, Flexi Service user, East Devon]

"I use the bus four or five times a week. I go shopping in Honiton. There's no car in the household. I'd have to walk three miles into town and three miles back. I wouldn't walk there, it's very unsafe with no pavements or lights along the road" [woman, Flexi Service user, East Devon]

"I use it nearly every day, there's only one day I don't use it. I come in as a volunteer in a charity shop in Honiton, without the bus I would have to take a taxi or walk, Honiton is about a mile and a half from where I live". [woman, Flexi Service user, East Devon]

"I go once a week to Tesco. I also use the bus for connections to other places in Devon. I couldn't get anywhere without it. Now the route has been extended to Cullompton, it's made it easier" [man, Flexi Service user, East Devon]

The County Council monitors the take-up of services and the views of passengers. It was said that personal security is only occasionally mentioned in the surveys and is not a significant issue for passengers of the Flexi Services. If the bus was operated in the evenings, however, passengers said there would be concerns about personal security:

"I wouldn't use it after dark, I've nowhere to go really, also you never know who's snooping about" [woman, Flexi Service user, East Devon]

"Even if the bus was running after dark, I wouldn't use it. I wouldn't feel safe. I would only go out after dark in the car" [woman, Flexi Service user, East Devon]

"Safety isn't really an issue in using the bus because I only use it when it's light. It would be if it was after but I'm usually home by then, even in the winter" [woman, Flexi Service user, East Devon]

Despite being an essential service for its passengers, the take-up of the Flexi Bus service remains quite low, especially for the mid-morning buses. It was pointed out by one of the bus drivers that:

"You get the same names, three or four times a week, or once or twice. These villages have populations of about 1,000 people, but only three or four people use it. There are very few casual bookings from people other than regulars"

Bus passengers said they knew about the service either by word of mouth or because:

"I knew about it because there was a bus that used to go here... that's how we all learnt about it" [woman, Flexi Service user, East Devon]

As with other initiatives, including the Plus Bus to be discussed later, for these schemes to maximise their potential requires a high awareness from potential passengers. For the Flexi Bus, there were suggestions for information to be made available more widely through those providing other rural services, doctor's surgeries, churches, bingo sessions and Parish Councils:

"I believe they had a campaign at the start of the bus, that's where some of the regulars come from, but not much since. Most of the villages have a Parish magazine, is the timetable in there? I'm sure more people would want to use it. It is a good service, something approaching a taxi at bus prices"

C2.5 Greater personal security for passengers travelling on light rail or tram

Although the household surveys did not ask specifically about the measures that would enhance personal security when travelling by light rail or tram, the discussion group on the Midland Metro involved a journey on the tram to and from Wolverhampton.

Participants in the discussion group welcomed the bright and open design of the Metro carriage with good visibility contributing to their perceptions of safety when travelling. The journey was viewed as a safe travelling experience and compared very favourably with the waiting time at the on-street Metro stations. As one younger woman commented:

"I like the way you can see the whole length of the tram. You can see who's here and who's getting on. I don't like some of those train carriages where you can't see who's getting on, especially at night when there're not many people around. But, here it's safe and bright"

The accessibility of the Metro was also viewed positively:

"I like the way that the tram and the platform are level. It makes it much easier for people with buggies and there's good space on the tram for people with wheelchairs. You can tell they're welcome here" [middle aged woman]

The presence of the conductor as well as the driver made a positive contribution to perceptions of personal security when travelling:

"When the Metro first started, they didn't have ticket conductors on the tram, there was no one on the tram except for the driver and then I didn't feel safe. Now, there is always a conductor and I feel a lot safer"[older man]

"Yes, and that serves two purposes having staff on the tram. It not only makes people feel safer but it also gets the money off the passengers. We all gain" [middle aged woman]

Participants gained confidence in the knowledge that the driver had radio contact with their control room:

"There's no hassle usually. Not as far as I know. I think the conductor helps and the driver has radio contact to get help" [younger man]

There were suggestions that the gender and age of the Metro conductor could also give out a message about safety for passengers:

"Now, don't laugh but I think they could do with more women conductors. I think it gives the impression that it's safe" [older man]

"I think the age of staff is important. I'm young and I like to see young staff. I feel I can get on with them better and feel more comfortable. I think that helps to make other young people want to travel on the tram too" [younger woman]

Although the British Transport Police patrol the Metro, none of those participants who use the service said they have seen an officer on the Metro:

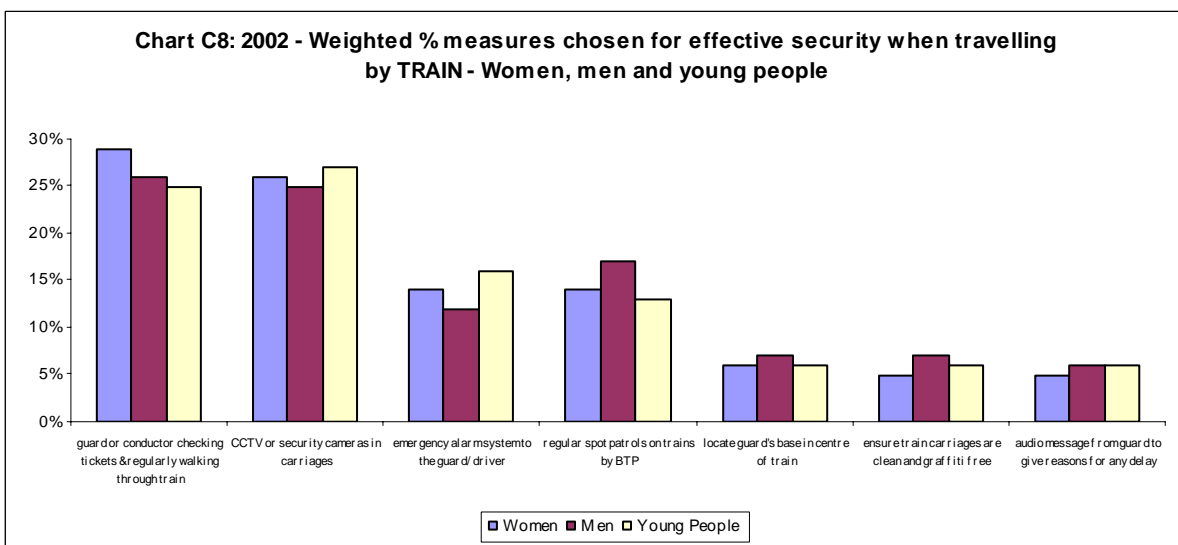
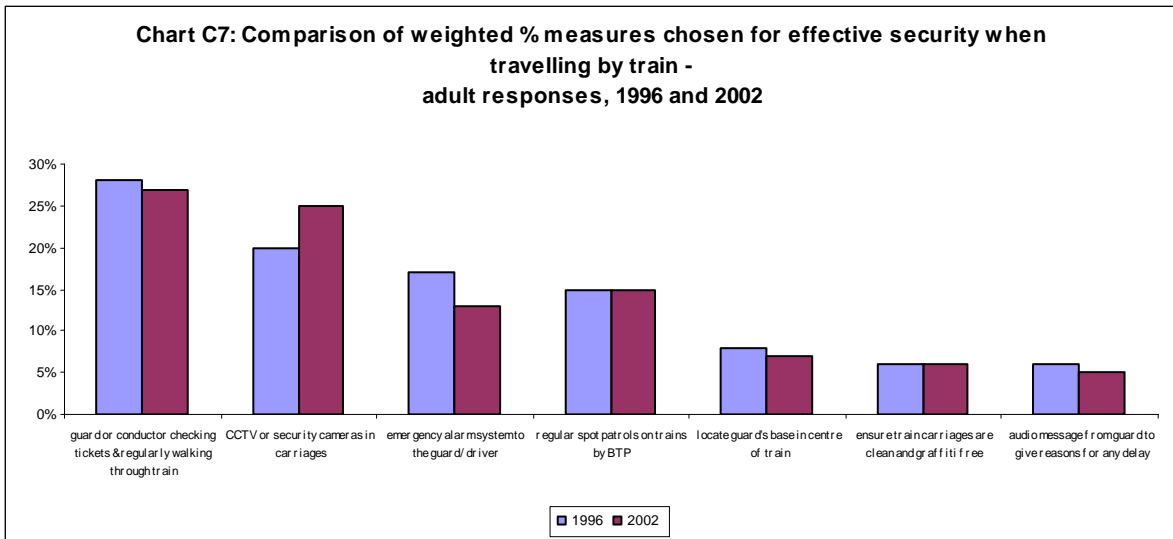
"I didn't know that they were supposed to patrol here. I've never seen a police officer on board but may be they only come along when there's trouble?" [younger man]

The on-board information was clear, with visible and audio announcements of stations and the destination of the Metro.

C2.6 Greater personal security for passengers during train travel

For on-train travel, in the household surveys for 1996 and 2002, the presence of a member of staff regularly walking through the carriages and checking tickets is identified as the most important measure for reassurance by 27% of respondents. In 2002, this is followed by on-train CCTV camera surveillance (25%), spot patrols by the British Transport Police (15%), and the presence of an emergency alarm system (13%). In common with other responses in the 2002 household survey, a greater percentage of respondents choose on-train CCTV camera surveillance compared to 1996.

Women are more likely than men to choose a member of staff walking through the train and checking tickets as an effective measure for personal security. Nearly 40% of women choose this as their first measure compared to 32% of men and 31% of young people. However, similar percentages of women and men and young people choose CCTV camera surveillance as a measure for personal security. This is more popular with young people than having a member of staff walking through the train and checking tickets.



young people made this their first choice compared to 10% of adult respondents. Men were more likely than women to choose spot patrols by the British Transport

Young people are more likely than adult women and men to choose having an emergency alarm to contact the driver as a measure for personal security. 15% of young people made this their first choice compared to 10% of adults. Men are more likely than women and young people to choose spot patrols by the British Transport Police as a measure for personal security.

Fewer adult and young respondents choose features about the travelling environment as measures to enhance personal security. Locating the guard in the centre of the train and ensuring carriages are graffiti and litter free were chosen respectively by only 7% and 6% of respondents as measures for personal security. Even fewer respondents choose measures explaining the reasons for delay. However, in the escorted journeys and discussion groups, these measures are given much greater importance for a comfortable and safe journey.

For Asian and black respondents, CCTV camera surveillance in train carriages is their top first choice and top weighted priority as a measure to enhance personal security when travelling. Asian respondents give greater weight to CCTV surveillance compared to black respondents. In comparison, white respondents make a guard or conductor on the train walking through and checking tickets as their first priority. Both black and especially Asian respondents give much less weight than white respondents to the presence of a guard or conductor. Earlier comments about the experiences of black and especially Asian respondents in relation to transport staff may also be of relevance here.

For Asian respondents, the presence of an emergency alarm system with contact to the driver is their third weighted choice (17%), with spot patrols by the British Transport Police as their fourth priority (14%). These priorities are reversed for black respondents, with patrols by the Police chosen as their third priority (18%) and access to an emergency alarm system their fourth (14%).

Other measures to enhance personal security all receive similar weightings from respondents irrespective of their ethnic group, with between 7% and 5% for a guard base in the centre of the train, clean and graffiti free carriages and on train messages about delays.

All respondents living in rural settings and the shires are more likely than those in cities to choose a member of staff walking through the train as their first choice for enhanced security. This may well reflect that these services tend to be less busy with fewer passengers to provide a 'comforting presence'. In towns and cities, on-train CCTV camera surveillance is more likely to be the first choice. Respondents living in Greater London, however, are less likely than those in towns and other cities to choose CCTV camera surveillance. In the London based discussions, there were concerns raised about how on-board CCTV could be provided with live monitoring to be effective for personal security.

In Greater London, respondents are much more likely than in any other area to choose spot patrols by the British Transport Police as their first measure. It was

chosen by 22% of respondents in Greater London as their first measure compared to 8% in other cities and 6% in towns. Overall, respondents in Greater London chose spot patrols by the British Transport Police as their second measure after a member of staff walking through the train.

Findings from the discussion groups

Escorted journeys and discussion groups, on-board interviews and observation were undertaken to obtain views about personal security for train travel in general and in relation to train-based initiatives. In particular, these were:

- South West Trains from Richmond to Clapham Junction, including TravelSafe Officers
- London Underground journey on the Bakerloo Line from Kilburn Park to Paddington
- Two groups of disabled people were involved in escorted journeys and discussions on Arriva Northern from Birkdale and Waterloo to Liverpool Central in Merseyside
- Wales and West services from Carmarthen Station

Presence of Staff

Consistent with household surveys findings, the presence of a member of staff on overground train services is identified as the key measure for personal security. However, the view was expressed that for on-train staff to be effective for personal security, they need to be available and seen:

"I definitely feel safer with staff. But I'd like the conductors to walk up and down more, be seen more on the train, that's especially when it's quiet. That seems to be when they go quiet too" [woman, South West Trains, London]

"I think it would be good to have CCTV on trains but it's staff walking through would be much better. It just makes you feel better, someone to ask and go to" [woman, South West Trains, London]

"I feel less safe on the train but the guard walking through makes all the difference. But I do want to see them, having announcements isn't the same at all" [woman, Wales and West, Carmarthen]

On some of the new rolling stock, such as those to be introduced into service by SouthWest Trains, the train manager or conductor's base is in the middle of the train and glass fronted. Passengers will have a central point where they will be able to contact this member of staff and he or she will be visible. Such innovations were welcomed:

"The trouble is that the staff often lock themselves away and you couldn't get hold of them even if you needed to. That sounds like a very good idea. Somewhere you'd know that they would be. It may not be because of any trouble but just for information" [man, South West Trains, London]

That some services also have additional staff collecting litter from moving trains and staff in on-train buffets also contributed to an overall sense of security:

"I don't know if this is usual, but I think it's good that there are people collecting litter as well as the guard checking tickets. It keeps the train clean and it's more staff, that's always good for safety" [woman, South West Trains, London]

"If I'm travelling Intercity and it's got a buffet, I often sit in the carriage next to it. Late at night, I think that's where most people sit. You could always go to the buffet for help if there was trouble and I know they can get in touch with the guard and the driver, so I feel safer". [man, South West Trains, London]

Travelling environment

In terms of their priority for personal security, one participant commented:

"I'd prefer to have security on the trains rather than spend money on comfortable seats and other things. Security has to be the most important"
[woman, South West Trains, London]

However, others did identify that the quality of the travelling environment was important and needed to be addressed:

"But the trouble with the old trains is that it looks like a third world transport system. The windows don't open or close properly, there's graffiti and there are occasions when the doors don't open either. The lighting is very harsh and it all looks so bleak"
[man, South West Trains, London]

A young man commenting on new rolling stock operated by Virgin Trains:

"I'd use the trains a lot more if they were more like these are - clean, comfortable, good information and with plugs for mobiles or laptops - that's how travelling by train should be, it's a whole different way to travel"

A special feature that was commented on by participants was the past practice of women only carriages:

"I don't think women only carriages would work. They would attract weirdoes. You would be a target for the whole journey. Trains shouldn't exclude people. People feel unsafe where fewer people are travelling and that would be in those carriages"
[man, South West Trains, London]

"I don't think they worked before. I'd never travel in one. I agree you'd be a target. It would be advertising I'm a woman and I'm nervous travelling!"
[woman, South West Trains, London]

Disabled passengers commented on the problems that could be encountered by more people travelling with baby buggies and in wheelchairs and whether sufficient space was allowed. This was similar to comments made about bus travel and whether there was sufficient space with more wheelchair users and those with baby buggies travelling by public transport. During an escorted journey, another passenger commented to a manual wheelchair participant:

"there's a powered wheelchair coming on at Waterloo. I'm meeting him on the train and we've going to the City Centre, I think you'll have to move out into the doorway, if you're getting off at Bootle. If you don't he won't be able to get on"

There was general agreement among the participants that:

"There is a need for more wheelchair space on trains, especially with space being used more these days by buggies and cycles"

[woman, manual wheelchair user, Merseyside]

"Yes, seats that fold up but give more space to wheelchairs and buggies would be a good idea"

[man, partially sighted, Merseyside]

Physical security features

CCTV camera surveillance

In the household surveys on-board CCTV camera surveillance is one of the most popular measures for enhanced security. This was reinforced in the discussion groups, although its effectiveness is linked to live monitoring and the quality of the image:

"CCTV is OK but really on trains it's after the event. It's for evidence and not much else unless someone is watching and that's difficult for cameras on the train"

[man, South West Trains, London]

"Knowing it's there might make me feel a bit safer but nobody's looking at it. You need someone looking at it as it happens and getting help when it's needed"

[woman, London Underground]

"They have it on the buses now that the driver can see from the CCTV upstairs what is going on. That tells him without leaving his cab and he can get help with the radio"

[man, London Underground]

As mentioned earlier, the new rolling stock that will be deployed by SouthWest Trains has the train manager or conductor's base in the centre of the train. There will be CCTV camera surveillance on the train and passengers will be able to see that screens for live monitoring are located in the train manager's base. The introduction of live monitoring would overcome many of the group participants' doubts about the effectiveness of CCTV camera surveillance. It was also suggested that:

"...having live monitoring should be advertised on the train and I think announced as well, so no one is in any doubt about it"

[man, South West Trains, London]

On-train emergency alarms

The household surveys identified that respondents, especially young people, place considerable importance on the availability of on-train alarms. In the discussion groups, participants spoke of the need for more information about when such alarms should be used and what the response would be, if it were activated:

"Surely, the train would stop immediately and the driver would come through to see what the problem is and try to deal with it"

[man, South West Trains, London]

"No, I think it would wait until the next station and then the driver would come through. It would be more sensible there to get help"

[woman, South West Trains, London]

"I expect, if you pull the cord, the train would just stop, but I'm not sure"

[woman, Wales and West Trains]

"I don't know what happens here [on the Underground]. I expect the train would stop but it's not much good in the tunnel. I know you get a fine for using it but what happens, who knows?"

[woman, London Underground]

"The alarms are all different and in different places, it would help if they were all the same. I think they should be the same and you would know what would happen. I'm not even sure when you should use one"

[woman carer with disabled participant, Merseyside]

Black and Asian participants in the discussion groups raised similar concerns to those of white participants about the absence of clear and consistent information about when an emergency alarm should be used and what kind of response could be expected. The need for more information about the use of on-board alarms has been raised by participants in a number of earlier studies conducted by Crime Concern involving underground and overground train services.

On-Train information

In the discussion groups, participants place much greater emphasis on the need to inform passengers of any reasons for service delays and especially when the train was stationary for any length of time:

"I don't feel you can ever have too much information. Here, it's very clear and I can understand every word. If we stop, I want to know why we're stopped and what's going to happen. Some drivers are very good but others just go quiet"

[woman, London Underground]

"You need to know when there are any delays, what about the other train or bus that you're going to catch. Especially at night, it can be a real worry that you're be left all alone on a station and no way of getting home"

[man, Wales and West Trains]

It is important for personal security for announcements to be made about stations:

"If I come through on the train on my own, it is difficult to know the stations at night. Announcing them all helps, not just those for changing to the buses. It takes the worry away that I might get off the wrong stop in the dark"

[woman carer with disabled participant, Merseyside]

"For visually impaired people, they should give the name of stations at each stop"

[man, partially sighted, Merseyside]

"But it would be good for other people as well, those who do see. When it's dark, you can't see the station names. Then, I go into panic mode, not knowing for sure which stop it is. It can make you nervous and that's not good, it make you look vulnerable"

[woman carer with disabled participant, Merseyside]

Patrols by British Transport Police

The British Transport Police are the force with responsibility for policing on the railways, London Underground and some other services, such as the Midland Metro. Train Operating Companies and Network Rail work closely with the British Transport

Police, but, because of their low number of officers compared with the civilian police, they often have to be deployed at high risk locations and services.

In all the discussion groups, participants were asked whether they were aware that the railways had their own police force and what its role was.

Almost all the participants in the discussion groups, whether train or bus focused, knew that the railways had its own police force and most were able to refer to it by name as the British Transport Police. However, beyond that initial recognition of its existence and name there was little other information that participants could provide as to its role and whether it had an identity separate from the civilian police. No difference was identified in the uniform of the British Transport Police or that they would in any way be separately recognised from the civilian police:

"Are the British Transport Police distinctive from the Met? Do they look any different? I don't think I'd recognise them"

[woman, London Underground]

"I don't think they look any different than the usual police. How would we know that it was the BTP and not the local police that turn up?"

[man, South West Trains, London]

When participants had been present at an incident on the railways or London Underground where the police had been called, it was often assumed that the officers attending were from the local police station. Many participants thought that the British Transport Police were much more to do with special events or operations rather than policing on an every day basis⁸:

"I think they are more to do with special events, like at Cardiff. I do not know what role they have other than that"

[man, Carmarthen Station]

"I think they deal with suspect packages or bags on the Underground. It's more about security than anything else. I'm not sure what else they have to do"

[woman, London Underground]

"It's about being on the stations and trains when there's something on at Twickenham or the football. Other times, I think it's the local police that turn up. They are close by after all. I don't know where the Transport police have to come from"

[man, South West Trains, London]

In the groups, nearly all participants said they did not know how to contact the British Transport Police or in what circumstances they would do so:

"If there was a problem, I'd just ring 999. I wouldn't know how you contact the BTP. Information should be provided to passengers, so we'd know how to contact them and when"

[woman, Carmarthen Station]

"I don't know if they look any different from the Merseyside Police and I certainly don't know how to contact them"

[man, Stockbridge Village and Smart Route Group, Merseyside]

⁸

Since the discussion groups were held, BBC1 has shown a series on the role and activities of the British Transport Police. As a consequence, awareness may be higher now.

"I've noticed that there's a telephone number on the posters. Those posters that say 'if you've found a bag or package...' I suppose that puts you through to the BTP? Anything else, I don't know" [man, London Underground]

"I've never seen anything that tells you how to contact them. But would you? If I had a problem on the railways, it would be the local police and 999 that I'd call!" [man, South West Trains, London]

Most in the discussion groups were in favour of patrols by uniformed officers on trains and at stations with requests that such patrols should be regular and frequent:

"Would these patrols only be once or twice and then not again for months, that wouldn't help at all. People need to see the police a lot for us to feel safer and for the troublemakers to go elsewhere" [man, South West Trains, London]

"That could be good but it depends how often and whether it's in the evenings when most of the trouble happens. It's no good at rush hour" [woman, South West Trains, London]

Providing a greater presence - Travel Safe Officers, South West Trains

Surveys and discussion groups consistently identify the importance of visible and available staff to provide reassurance to passengers. The training of staff is important to enhance their role in reassuring passengers and for their own security.

Increasingly, there are initiatives to provide additional personnel to complement the role of more traditional transport staff. For a number of train operators providing local services in Greater London and other cities, security personnel or guards have been contracted to enhance the personal security of passengers and staff.

There is now a move to build on the experience of using security staff by combining the security and customer assistance roles. The deployment of Travel Safe Officers was a new initiative by SouthWest Trains and co-ordinated by the British Transport Police. Help, support and reassurance are the remit for the Travel Safe posts. The Travel Safe Officers began work in November 2002.

There was originally a team of 31 Travel Safe Officers operating for stations and the trains, with more being recruited to increase the total to 56. When the recruitment and training is complete, there will be 16 Travel Safe Officers based at Clapham Junction, 18 at Richmond, 6 each at Portsmouth & Southsea, Guildford and Basingstoke, and 4 at Bournemouth.

The objective is to achieve high levels of customer service and security, and create a general feeling of well-being and safety when travelling by train. SouthWest Trains commented that the Travel Safe Officers are really providing a second tier of policing and are there to safeguard customer service standards. The Travel Safe Officers are on duty from 10.00 to 01.00

SouthWest Trains and the British Transport Police provide recruitment and training for the Travel Safe Officers. The Officers come from a range of backgrounds and are expected to have the key qualities of communication, motivation and commitment. They are skilled and trained to communicate with the public and to offer support and reassurance in difficult situations.

Following training, the Travel Safe Officers have a period of 'on the job' coaching with the British Transport Police. The Travel Safe Officers are provided with access to intelligence provided by the British Transport Police to identify hotspots for crime and anti-social behaviour. For example, the presence of Travel Safe Officers is targeted to deter a growing practice of begging on local train services coming into Waterloo Station. Their presence will also reassure passengers who are known to feel intimidated by aggressive begging in a confined environment where, unlike the street or station, they cannot easily walk away.

The role of the Travel Safe Officers is to provide reassurance to the travelling public on trains and stations, enforce the Railway By-Laws and provide support and assistance to passengers. The Officers are empowered to issue free tickets for travel and organise taxis when services fail. They are also expected to attend local managing out crime meetings and to develop contacts with local schools and their pupils. The Officers also help with crowd control and managing events.

Although this was a very new initiative, when the escorted journey and discussion group took place on South West Trains, there was a brief opportunity to see the Travel Safe Officers at Clapham Junction.

"I've never seen them before but as you say, they are new. I think it is a really good idea having people you could go to if something happens and who could give you help. I'm never sure with station staff if they could help, if you got robbed or felt frightened by something. But these people are here just to do that"

"Yes, I think it's a good idea but there must be enough of them. It's good that they will be on trains as well, that's often when there's nobody else around"

C2.7 Greater personal security over the whole journey

People often feel most insecure whilst walking to and from the station and stop, and this can be a real deterrent to using public transport, especially after dark. Evidence to-date suggests that measures that can help create a secure walking environment are likely to impact significantly on travel choice and encourage more people to use public rather than private transport.

Signage and local maps

Participants identified the importance of clear signage to help passengers leaving a station to access the town centre:

"Signs for direction are very important, especially as there's probably lots of people who come new to a station. I think there should be signage that gives the direction of the bus station, there's only one sign on the bridge, but not here"

[woman, Carmarthen Station]

"A local map that showed the route to the bus station would be good that would help people who don't know the town"

[man, Carmarthen Station]

There were favourable comments from the London Underground group about the good quality local information provided at stations. The maps were identified as

especially helpful to people new to an area and enabled them to plan their walking journey in the safety of the station. The new initiative of London Underground to provide small-scale copies of local maps to take away was especially welcomed:

"The information on the Underground is always very good, the maps for the area outside the station. I like the new maps that show the area and all the important places to help you find your way about. I think it's a great idea that lets you take a small copy of the map with you"

Access to Waiting Taxis

For personal security over the whole journey, the presence of a close by taxi rank or a freephone for taxis was seen as an important and reassuring measure:

"It is very reassuring to have the taxi rank outside the station, especially late at night and knowing I do not have to walk" [woman, Carmarthen Station]

"I know when I come to this station that I can get home safely. There's always a taxi outside, even when it's very late. Knowing I don't have to walk is a big plus here" [woman, Richmond Station]

"The taxi rank makes a difference. It means that I will take the train late and know for certain that I can get a taxi at this end" [woman, Richmond Station]

"I wouldn't worry about leaving the station or anyone following me. I would just go straight to the taxi rank and get home" [woman, Richmond Station]

"A taxi is a door to door service but it's expensive. A door to door service that's public transport would be wonderful. it would take all the worry out of the journey" [woman, Brighton and Hove Group]

"when I get to London, I always take a taxi home. I'd rather pay the money than have something dreadful happen to me. Having a rank at the station is essential for me, not having to wander about late at night looking for a taxi" [woman, Plus Bus user]

A Safe Route in Leeds

Students newly arrived at universities are often targeted by street robbers and other thieves during their first term when they may be unfamiliar with the area. At the beginning of October 2002, the Target partnership initiative in West Yorkshire created a safe route or corridor for students linking the residential area where many of them live with the city centre. The route extended from the University campus at Headingley using four bus routes to and from Leeds city centre.

Police officers working in partnership with bus operators and others provided an increased uniformed presence by patrolling the streets in greater numbers and travelling on the buses. In addition, there was enhanced CCTV camera surveillance in the residential areas. The initiative was publicised within Leeds University and by Yorkshire Television and the Yorkshire Evening Post.

Addressing the Home to Station Journey: Great First Western Plus Bus

In December 2001, First Great Western and First Bus introduced the Plus Bus as a pilot scheme from Truro Station in Cornwall. The Station handles 650,000 passenger journeys a year. The Plus Bus provides transport to and from homes and other destinations to the station at close to public transport rates. It is available for every major train departure and arrival from Truro Station. The Plus Bus can be booked on the train, and by phone from home or office or at other stations.

The aim is to provide security and convenience for a guaranteed flat fare. It is based on the good practice of train-taxi schemes that operate in some European cities, but is new to the UK. Initially, it was only going to be a town service for Truro and cover a three mile radius. However, within four weeks, it was evident that Plus Bus needed to cover a much wider area and its catchment was extended to St. Mawes, Falmouth, Newquay and many small villages.

Plus Bus was introduced in December 2001 with funding provided by First Great Western. It operates at a trading loss. Plus Bus is available for 18 hours a day, from 05.00 to the last train after Midnight. Three Hackney Carriage drivers operate the Plus Bus on a shift basis and are paid a guaranteed wage. The service has to be pre-booked. The driver collects the fares and can also take bookings. It can be booked a month in advance or on the train prior to arrival at Truro Station. The existence of Plus Bus is announced on the train, usually on leaving Plymouth. There are also leaflets available advertising the service and advertisements in First Great Western timetables. The Plus Bus has a distinctive livery and is wheelchair accessible.

However, although there are some regular bookings, for example to take nurses from the Station to work at Truro hospital, the Plus Bus service is said to be frequently short of passengers. Patronage of the service was much less than anticipated. Initially there had been a marketing drive to raise awareness of the service. Within Truro, enquiries at the tourist office and local library revealed that staff were unaware of its existence or thought it had once operated but was now discontinued. Those interviewed during the Plus Bus journeys usually became aware of the service by word of mouth:

"A friend came to stay and he told us about it. I'd never heard of it before. We will get back from London at gone midnight but the driver will be here to pick us up and we get safely and quickly home" [man, manual wheelchair user, Plus Bus]

"Yes, I know there are announcements on the trains but I don't think people follow those unless there's going to be a delay or something serious. I don't think people listen enough to take down the number" [woman, Plus Bus]

During the course of the escorted journeys, it was suggested that leaflets about the service should be given to hotels, post offices and local village shops.

Those passengers using the Plus Bus praised the service and the helpful attitude of the drivers:

"This service is wonderful. Getting home can be desperate in this area. There're not really any buses much in the evening and the taxis are just very expensive"

[woman, Plus Bus]

"The trouble is that the ordinary taxis and private cars don't take wheelchairs. There aren't many here that do, so this service is essential for me. It makes a lot of difference to us being able to get out" [man, manual wheelchair user, Plus Bus]

"It's reliable, we know he is going to be there to meet the train. The drivers are always very helpful with luggage and meeting you from the right platform, that's important late at night" [woman, Plus Bus]

Although any passenger can use the Plus Bus, irrespective of whether he or she is using First Great Western or a train operated by another company. Those managing Plus Bus said there were obstacles to providing a universal service that other train companies operating on the route might be reluctant to advertise or announce. Although Plus Bus must be prior booked, it had also experienced problems from local taxi drivers and Plus Bus was no longer parked at Truro Station (although the scheme continues).

C3. WHAT MAKES THE DIFFERENCE?

The previous section described in some detail the public's preferred measures for greater safety when travelling, and drew on their experience of local and national measures taken by transport operators and others to enhance personal security. As a conclusion, this part of the report draws together these findings and importantly focuses on what *can maximise* the potential of measures taken to enhance the public's perceptions of personal security when using public transport. Attention to the detail of how a measure is delivered can often make the difference between one that has little impact on the public's perceptions of its effectiveness and one that is seen as making a significant contribution to security when travelling.

Physical Measures to enhance personal security

The findings from the 2002 household surveys and the discussion groups identified the importance of the location and design of public transport infrastructure and the design and quality of vehicles for the public's perceptions of personal security.

Location and design of stops and stations

The household surveys and the discussion groups identify the importance for personal security of the location and design of stops and stations. Much is already known about the importance of design for ensuring clear sight lines and good visibility for the station and shelter user. Only relatively recently, however, has attention been given to the location of bus stops both to maximise patronage and to enhance personal security. This study's research revealed the importance of:

- A location that is not isolated but where there are other activities close by, especially those that would not by their nature attract anti-social behaviour and nuisance. There is some indication from the research that people would prefer to wait at a bus stop in a busy location, even if the proximity of a pub or 'take away' food outlets could give rise to anti-social behaviour, rather than a stop that is isolated.
- Good quality and well maintained on-street or shelter lighting is a key factor for enhancing personal security, together with regular attention to any nearby vegetation to maintain good visibility.

Maintaining a quality and well managed travelling environment

Although the presence of litter, graffiti and other examples of criminal damage is not identified through the 2002 household surveys as being particularly influential in making people feel insecure, the qualitative research reveals that such features are of much greater significance and have gained in importance since 1996. In the intervening years, the removal of litter bins for security reasons, the growth in 'take away' food outlets, and perceived increases in graffiti and vandalism are seen as contributing significantly to a poorer quality travelling environment.

The features that would maximise the potential for a quality and well managed environment to enhance perceptions of personal security are to:

- Ensure that programmes for the lighting, cleaning and maintenance of stops, shelters and stations extend over the entire bus or train route and are not only focused on infrastructure in a city or town centre or at a busy station.
- Maintain the cleanliness of train and bus stations throughout their hours of operation and not only during the daytime or times of peak use.
- Ensure the cleanliness, maintenance and lighting of all entrances and walkways in train and bus stations, and not only those that are used most frequently. Design features at stations often mean that disabled passengers are required to gain access through less frequently used entrances and walkways, and these should also be maintained and cleaned to provide a safe and quality environment.
- The design of train or bus stations should enable the entrances to public toilets to be visible to other users and staff.

Design and maintenance of vehicles

Previous research has highlighted the importance for maximising perceptions of personal security of travelling in a vehicle (bus, train or light rail) that provides good visibility throughout the carriage. For train and underground rail systems, passengers now give increased importance to seeing and being seen from adjoining carriages.

The 2002 qualitative research identified two features where their impact on personal security has increased in importance for passengers in recent years:

- The personal space that is provided for a passenger needs to be sufficient for she or he not to feel intimidated by the proximity of others. The newer designs for train and bus rolling stock tend to restrict personal space and are now seen by passengers as contributing to feelings of insecurity.
- The cleanliness of trains, underground rail and buses and rapid action to remove graffiti and repair vandalism is given greater weight by participants in the 2002 qualitative research. Participants stress the need to ensure good standards of cleanliness on all routes and throughout the hours of service.

Staff measures to enhance personal security

As in the 1996 research, the findings from the 2002 household surveys and the discussion groups identify the importance of a human presence to enhance the public's perceptions of personal security. The measures that were explored to assess their impact on personal security were the use of Travel Couriers on a West Midlands bus route (now discontinued) and TravelSafe Officers on South West Trains.

Staff Deployment

To maximise the effect of transport staff or other staff for personal security requires that:

- Personnel are on duty during those hours when members of the public feel most insecure i.e. after dark and during off peak journeys.
- The initiative is targeted at those routes or infrastructure where it is known that passengers feel most insecure.
- Publicity and information is made available to the public on the role of these staff or other personnel and what kind of response they can expect should an emergency arise.
- Personnel should be visible and clearly identified by uniform.
- Train passengers are aware of the base for the conductor or other member of staff, and where he or she is accessible to them. It is preferably that such a base is visible and in a central carriage in the train.
- The driver or other member of bus or tram staff is seen by passengers to be 'in control' of their vehicle and able to prevent people from boarding who are under the influence of alcohol or drugs.

Recruitment and Training

The staff or other personnel deployed to enhance personal security should:

- Have sufficient confidence and life experience skills to interact with the travelling public and be able to respond appropriately to a variety of circumstances, including those of an anti-social or criminal nature.
- Be drawn from a range of age groups and with differing life experiences rather than rely only on those for whom this is their first step in employment.
- Be given comprehensive training that will equip them with the knowledge and skills to respond appropriately to incidents of aggressive or anti-social behaviour, including a clear understanding of their legal boundaries and when to seek police assistance.
- Be trained to provide appropriate information and meet the *differing* needs of passengers with different kinds of disabilities.

Management and Monitoring

- Close day to day management of the initiative is needed to ensure that its operation fulfils expectations and the travelling public should be regularly

canvassed to monitor their awareness of and satisfaction with the intervention. The views of staff working to deliver the intervention should also be sought and improvements made in the light of staff and the public's comments.

- The police and transport operators should be closely involved in the delivery of any such intervention, including in the training of personnel, and regular feedback sought to inform changes in delivery.
- Such initiatives when working effectively for personal security need to be sustained in the long term and not adopted as short term solutions.

Crime Prevention measures to enhance personal security

Those canvassed through the 2002 surveys and discussion groups give greater weight than in 1996 to the use of crime prevention measures to enhance their perceptions of personal security.

CCTV Camera Surveillance

The presence of CCTV camera surveillance is widely perceived to be the most effective measure for personal security when waiting for and using public transport and had increased in popularity since 1996.

Participants identified that their perceptions of its effectiveness would be maximised by:

- Assurance that the cameras could provide a good quality, colour image that is sufficient for perpetrators who are 'caught on camera' to be identified.
- Assurance that active live monitoring of the CCTV cameras is taking place and, in an emergency, a response can be dispatched to provide assistance. People have more faith in monitoring that takes place at a local control centre rather than one that is centralised some distance away and where they feel those conducting the monitoring may not be aware of local conditions.
- Providing *localised* information about the presence of CCTV, the monitoring arrangements and what response you can expect in an emergency. Such information needs to be in large print, not only for people with sight impairment but also to encourage that it is read.

Help Points and On-Vehicle Alarms

Although in the discussion groups Help Points and on-vehicle alarms are identified as an important means of enhancing perceptions of personal security, many participants said that they lack the necessary information about their use and what response they could expect. To maximise the potential of these measures requires:

- On-vehicle alarms and Help Points are clearly signed with information about when they should be used and what response to expect.
- Consistency in the design and location of on-vehicle alarms and information about when they should be used and what response to expect.
- The provision of Help Points at less busy train and bus stations, where there are unlikely to be staff close by.
- Help Points to be located along isolated access routes that are often the only entrances and walkways available for disabled passengers.

Targeted Police Initiatives

Through partnership working, a number of police forces and transport operators delivery a scheme for free travel to police officers in uniform. In addition, there are a number of targeted initiatives where the British Transport Police conduct spot checks on trains and Home Office Police Forces provide a presence on bus routes, especially those that are problematic for crime and anti-social behaviour. The 2002 research drew on the experiences of the travelling public and police officers and specials in West Yorkshire.

The effectiveness of such interventions for personal security can be maximised by:

- Targeting the presence of police officers or specials when members of the public feel most insecure i.e. after dark and during off-peak journeys.
- Using incident and anecdotal information to ensure the initiatives are targeted at those routes or infrastructure where there are problems of crime and anti-social behaviour and passengers feel most insecure.
- Targeting the deployment of the British Transport Police and staff to segregate football fans from other passengers and not serving alcohol as a combination of measures to reduce post match crime and disorder after the match.

Information as a measure to enhance personal security

It was especially in the 2002 discussion groups that participants identified the receipt of good quality travel information as important to their perceptions of personal security.

Delivery of Travel Information

The effectiveness of travel information for enhancing personal security can be maximised by:

- Ensuring up to date information is available and easy to read in static timetable and other displays for travel information. Translated material or audio information in alternative languages should be made available in

areas where there is known to be a high minority ethnic population for whom English is not their first or usual language.

- Ensuring that up to date timetables are not only available in city centre or other busy locations but also at less well used stops and stations. Replacement of damaged or vandalised timetables should be prompt, especially at those locations where access to staff or other sources of information is not available.
- Providing Real Time information displays along less well used routes as well as for city centre and other busy services.
- Announcing the next station can be important in enhancing confidence and personal security, especially to assist disabled passengers and all those travelling after dark.
- Providing prompt information on any delays or cancellation of service and alternatives that are available for on-going travel.

Delivery of Other Information

There are a number of initiatives developed by transport operators to alert passengers to possible crime, often through the use of audio or visual display messages.

- Use of audio public address systems to alert them to possible threats from theft and other crimes are welcomed by passengers. Such messages are often issued *locally* over the public address system by a member of staff and are more personalised in nature. In contrast, passengers do not always listen to continuous standard messages about 'luggage' as part of general alerts against terrorism.

C4. MAKING THE BEST USE OF RESOURCES

The previous section identified features that would maximise the influence of individual measures for enhancing passengers' experience and perceptions of personal security. Here we look at how to make the best use of the resources that have been spent on implementing these measures to ensure that they achieve their potential in making passengers feel safer and, as a consequence, increase patronage of public transport.

Maximising the Potential through a Package of Measures

In the 1966 survey and discussion groups, no one feature alone contributed to an enhanced perception of personal security. Although CCTV camera surveillance had gained in popularity by 2002, it is still very much a package of measures that make people feel more secure when using public transport. Features of design and location, staff presence and their attitudes and training, CCTV surveillance, use of alarms and Help Points, information, targeted operations by the police and

maintenance all have a role to play in enhancing positive experiences and perceptions of security.

Whether as part of the Secure Stations Scheme or developed informally in response to specific problems at a station or along a route, introducing a package of measures will have far greater impact on passenger perceptions of personal security because:

- The incidents that can occur when using public transport are similar (though much smaller in number) to those that occur in the wider environment, including criminal damage, theft, robbery, assault and harassment. A package of measures that tackles the problem from a range of perspectives is most likely to have an impact both immediately and longer term
- Passengers are more likely to feel reassured by visible evidence that there is in place a planned and comprehensive approach to their security.

Maximising the Potential through Publicity

Measures for personal security where the public is aware of their existence and objective are more likely to have the desired effect of reducing their concerns about crime and anti-social behaviour. Similarly, the deterrent value of measures will be maximised if potential perpetrators are aware of their operation and effectiveness in detecting and apprehending offenders.

The 2002 research identified a number of ways in which the effectiveness of measures delivered for security on public transport was maximised through publicity and use of the media. Such examples revealed that:

- The regular publishing of CCTV images of offences and appeals for information from the public can lead to detection and also be an important deterrent for potential offenders.
- People are reassured by publicity that tells them about the measures that are being taken to reduce crime, especially where such information is specific about their local public transport infrastructure or services. Publicity is much less effective where the messages are generalised.
- 'Success stories', such as those where offenders are detected and apprehended, are widely thought to be reassuring to passengers.
- Publicising success is also thought to encourage people to report more and to act as a deterrent for potential offenders.
- A great deal of public information in the form of posters and leaflets goes unnoticed and unread, mainly because there is so much publicity in the public arena. More work is needed to identify the most effective ways of getting the measures across that will reassure the public about their security on public transport.

- Wider publicity is essential for the success of rural bus schemes, to ensure that take-up is as extensive as possible and those with the greatest concerns for their personal security can access these services.

Addressing the Whole Journey

From the 1996 and 2002 research we are aware that the walk to and from the stop or station is where people express their greatest concerns for personal security, especially after dark. People can be reluctant to use public transport, especially in the evening, because of the part of the journey over which the transport operator has little or no influence. Measures that can enhance perceptions of personal security during that part of the journey can have a significant impact on maximising the potential of other measures specific to the transport infrastructure, route or service.

The 2002 research identifies examples of measures that are being taken to address security over the whole journey through developing safe routes, providing 'door to door' transport or easier booking of an onward taxi or bus. In particular, the research revealed that:

- Passengers identify the provision at train, underground and bus stations of local maps and clear signage as contributing to their feelings of security as they leave the transport infrastructure.
- The presence of a nearby taxi rank or, at very least, a freephone for taxis is seen as important and a reassuring measure, especially for those travelling after dark.
- Measures that enable those on train services to book for their onward travel from the destination station can be important in addressing passenger concerns for their journey home. It is important that different train operating companies work together in helping to make passengers aware of and encourage their use of such services. Publicity on such services should also be made available through local shops, post offices and local Councils.
- The creation of a 'safe route' linking a train or bus station with a residential area or the town centre, for example, can provide a focus for reassuring measures such as CCTV surveillance and a targeted police or warden patrol.

C6. THE POTENTIAL FOR INCREASED PATRONAGE AND REVENUE

For public transport operators, a key consideration in addressing concerns for personal security when travelling by public transport is that this will result in more passengers and more revenue. The public sector also needs to demonstrate that policies and resources directed to address concerns for personal security are

effective in encouraging greater use of public transport and achieving social inclusion.

The 1996 household survey data identified that 22% of adult respondents would make more journeys if measures for enhancing personal security were introduced. Of those who would make these additional journeys, 61% were women; and two thirds were car owners. Respondents who said they would make the additional journeys came from all age ranges.

From the 2002 survey data, 25% of respondents say they would make more journeys by public transport, if measures for enhancing personal security were in place. Of those who would make these additional journeys, 62% are women and over 50% are car owners. Over 66% of these respondents are younger than 45 years of age. More than 75% of those who would make additional trips by public transport live in towns and cities, including Greater London.

In 1996, it was estimated that successfully introducing measures to enhance personal security would result overall in a 10.5% increase in public transport journeys. About three quarters of these additional trips were likely to be taken by bus and a substantial number taken off peak, especially in the evenings, including for leisure and social purposes.

In 2002, using data from the adult household survey, it is calculated that effectively introducing measures to enhance personal security using public transport would result in an overall 11.6% increase in journeys. Nearly 70% of these additional journeys would be by bus, 18% by train and 12% by other modes of transport, for example light rail or underground. Of these additional journeys, 28% would be work-related; 23% for shopping and personal business; 20% for day time social or leisure activities; and 29% for evening social or leisure purposes.

Using data from the main survey and booster sample, 16% of Asian and 14% of black respondents say that would make a *few* more journeys by public transport, if measures were introduced to enhance their personal security. In addition, 12% of Asian and 12% of black respondents say they would make a *lot* more journeys by public transport. Thus, with the introduction of measures to enhance personal security, 28% of Asian and 26% of black respondents would increase their use of public transport. The comparable figure for white respondents is 25%.

Most of the additional journeys that Asian and black respondents would make would be by bus. Most additional journeys would be for social, leisure or shopping purposes but 20% would be for travel to work or college.

The 2002 study also enabled similar calculations to be made for young people aged between 12 and 16 years. 28% of the young people say they would make more journeys by public transport, if measures for enhancing personal security were in place. Overall, there would be an increase of 11.8% in journeys by public transport with over 85% of these additional journeys by bus.

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