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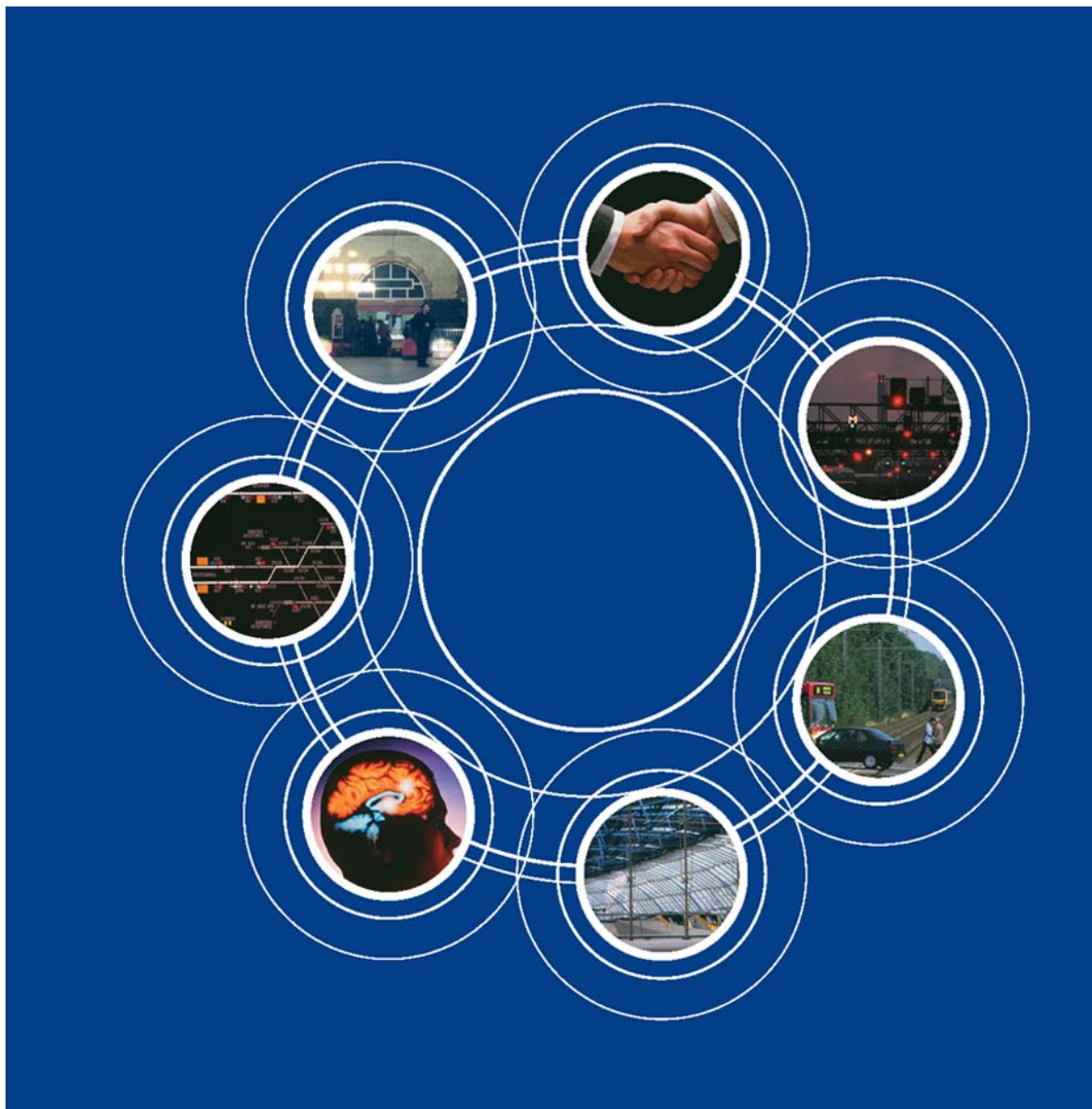
Research Programme

Operations

Facilitating shared expectations between passengers and front-line staff
Final report

Facilitating shared expectations between passengers and front-line staff

Literature review

1 Introduction

Front-line staff on the railway play a critical role in the provision of a safe, secure and comfortable journey for customers. They are the public face of the organisation and provide a means by which the company communicates important messages to its customers. However, the relationship between customers and front-line staff is not always a positive one, and there is scope to improve the level of trust and respect between the two.

During 2008 research was commissioned by the Rail Safety and Standards Board (RSSB) into the factors that contribute to trust and respect between customers and front-line staff. A requirement of the research specification was to produce tested 'products' and not an academic report. Accordingly, materials (outlined in section 3.2 below) have been produced for managers and front-line staff.

2 Literature Review

This research has been commissioned by the Rail Safety and Standards Board (RSSB) to identify and explore:

- The meaning of respect and trust between figures in authority and the general public; how figures in authority command respect; and how selection and training of staff can assist them in doing so.
- Practical solutions to provide staff with the ability to safeguard passenger security effectively and safely.
- Methods and good practice for developing a greater understanding by customers of the responsibilities and ability to respond of front line staff.
- Methods and good practice for developing a greater understanding by staff of the needs and expectations of customers, and how to meet those effectively.
- Practical improvements to the job design, recruitment and management of front line staff.

The findings from the research will contribute to the work of the RSSB facilitated Rail Personal Security Group (RPSG) to enhance the passenger experience from a personal security perspective and develop further the Group's work to reduce the potential for conflict between rail staff and passengers.

This literature review is a first stage in conducting this research. It will be used as a working document to provide a context and guidance for the primary research that will be conducted with

stakeholders within the rail industry, passengers, front-line staff and those in other sectors providing services for and interfacing with the general public.

The review sets out what is currently known about the shared experiences and expectations of rail passengers and staff and of customers and staff more widely in comparable service and working environments. The five main sections of the review cover:

- The relationship between authority, respect and trust and how people perceive that changing values have impacted on people's willingness to comply with the decisions, instructions or requests of those in positions of authority (Section 2)
- An exploration of the potential for and benefits of shared expectations by customers and staff, including research evidence on the shared expectations of rail passengers and staff (Section 3)
- What is known from the research about the expectations of public transport passengers and staff (Section 4)
- The potential for dissatisfaction and conflict when customer and staff expectations are at variance. This section deals in more detail with the prevalence of workplace violence from the public (Section 5)
- The final and substantive section focuses on practical measures that seek to bring together the expectations of staff and passengers and consolidate authority and respect (Section 6).

2.1 Methodology for Literature Review

This literature review has been conducted through a web-based search and also through access to 'grey' material that is not published. A list of organisations whose websites have been interrogated is presented at the end of this review. In addition, keywords were used for more general internet searches. All the references referred to in the Invitation to Tender specification for this study were included in the search. All sources have been referenced and their findings reviewed for robustness and relevance.

2.2 Respect and Trust: an overview

There are many areas of employment that require the post holder to use their position of authority to issue instructions or apply rules, command respect and inspire confidence in their ability by those using a service. For example, a fire fighter may be required

to issue members of the public with instructions to leave a building or area for safety reasons, have to command their respect so that the members of the public do as instructed, and inspire confidence that his or her instructions are correct.

In another example, where safety issues may not be so immediately evident, members of the British Transport Police and rail staff may be required to issue instructions for members of the public to stop coming on to a station or platform because of the potential for overcrowding, they have to command the public's respect to get them to act as required, and inspire confidence that such action is correct. As an example of a one to one interaction, a bar manager may be required to ask an unruly customer to leave the premises. He or she needs to command sufficient respect so the person will leave as requested and that their associates or other customers will accept that decision and not intervene to get the person to stay or cause further trouble.

2.2.1 Relationship between respect and trust

Respect is often seen to go 'hand in hand' with authority. It is possible of course to wield authority without respect but this usually requires the application of force rather than voluntary compliance. Learning to respect authority and the decisions of others are identified as essential attributes for people to be part of a well-ordered, law-abiding and considerate society. There are some philosophers such as Francis Bacon who have argued that the term 'authority' is too closely aligned to 'power' and as such disobedience can be a valid response. In this context, it has been suggested that rather than use 'authority', the term 'influence' is preferable as it suggests that decisions are made in dialogue with members of the public or staff rather than issued 'from above' and directed at them.

The Respect Action Plan published by the Home Office in January 2006 was the outcome of cross-government commitment to promoting mutual respect, especially within communities. The Plan identifies anti social behaviour as the most visible sign of disrespect within society. Respect is defined as an expression of something that people intuitively understand and:

'It relies on the shared understanding and clear rules and is strengthened by people acting together to tackle problems and improve their lives'.

The conditions for respect in society are said to depend 'ultimately on a shared commitment to a common set of values, expressed

through behaviour that is considerate of others'. The Plan only refers to authority in the context that the lack of authority figures is one of the conditions that enable the causes of poor behaviour to take root.

Some features are commonly associated with a role that is required to command respect and authority:

- Enhanced access to information means that people today are much more aware of the powers that different kinds of staff have at their disposal. A person's authority will rely at least in part on the powers with which they are equipped and their authority to act.
- People are more likely to be persuaded to comply with decisions or instructions if the person doing the persuading is seen as credible, knowledgeable and trustworthy. For a member of staff, this may depend on a range of factors including their appearance (uniform or other), training, level of confidence, and whether they have access to appropriate equipment. For example if a member of station staff cannot provide the public with information about service delays because they do not have reliable access to that information themselves, this is likely to undermine the respect and authority which they are able to command.
- Public perceptions about the status of a job are likely to affect the degree to which a member of staff can command respect and authority. If the job is viewed as one with a relatively low status, there are some grounds for assuming that members of the public are less likely to respect that role and respond appropriately to any instructions. The literature provides little evidence, however, that links job status to respect but there is some evidence from it about how people view their own job status. Salary/wage levels and rank or seniority within an organisation can influence perceptions of job status[1].

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1   A report for the Greater London Assembly commented on the decline of the bus driver's status prior to 2000, and that the bus industry had been blighted for most of the 1990s by high turnover rates and a demoralised, poorly paid workforce. Prior to 2000, the annual turnover of bus drivers was over 30% and in some garages as high as 80%. In the five years after 2000, turnover rates had fallen to 15% with the job benefiting from a higher status attributed to rising salaries, better travel benefits, the introduction of new fleets with more comfort and better security, and better training opportunities for staff   (The Driver on the Bus… the London Assembly Transport Committee's review of bus driving standards in London (London Assembly October 2005).

- How a member of staff feels about their own status will also influence how confident and assertive they are in dealing with the public. If they feel that they are undervalued within an organisation, lack support from management or peers or lack sufficient powers to do their job effectively, this can negatively affect their self confidence and willingness to fulfil the requirements of the job[2]. Beliefs that prevent staff being assertive in their role include lack of confidence and low self worth. Organisational culture is the system of shared values and beliefs about what are important, what behaviours are appropriate and about relationships internally and externally. Research conducted by the Institute of Personnel and Development demonstrates a clear link between strong shared values (by staff and managers) and high levels of employee commitment and satisfaction.

Trust and respect are also closely linked. There is no one universal definition of trust. In dealings between individuals it is usually about honesty and being truthful but in the context of delivering services it can be about how services are delivered. Trust has been said to be 'synonymous with confidence and satisfaction, and based on the outcome of the service and the way that it is delivered'. It is also argued that trust matters more today as deference declines and formal authority is increasingly challenged with fewer people willing to accept that 'the people in charge know best'.

That trust relies at least in part on the recipient being sure that they are being responded to honestly was highlighted in research conducted for the then Office of the Deputy Prime Minister into accessible council services. It drew on detailed qualitative surveys to demonstrate that the public, when accessing such services, wanted to receive full and honest information. In combination with some other features of service (such as confidence that the issues will be followed up efficiently and appropriately which links back to the quality of service – indicated

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2   As an example, the relative lack of powers for community support officers compared to police officers has been linked to a lack of authority and respect when dealing with the public. In a national evaluation, views from police officers and members of the public suggested that community support officers could only gain the respect of the public, if they had a wider range of powers for enforcement (Cooper, Anscombe, Avenell, McLean and Morris, A national evaluation of community support officers, Home Office Research Study 297 January 2006).

in the paragraph above) whether they received full and honest information was extremely important in influencing their overall views of the service.

2.2.2 Violence and aggression

Aggression and feelings of frustration are often closely linked in the theories explaining violent actions. When people perceive that they are prevented from achieving a goal, their frustration can turn to aggression. The theory suggests that this aggression is usually directed towards the cause or perceived cause of the frustration (for example an employee who represents a company associated with a delayed journey or a member of hospital staff when a desired treatment is not available or fails to be effective) or, if this is not possible, the aggression may be displaced onto another person or object.

The frustration-aggression hypothesis was an early attempt to develop a comprehensive theory to explain the inter-relationship between these two emotions. Later research found that levels of aggression resulting from unjustified frustration are likely to be greater than levels of aggression resulting from justified frustration. Considerable research efforts have been focused subsequently on various processes which could reduce the aggressive responses to frustration and some of the findings inform and guide conflict avoidance training.

The role of alcohol misuse as a trigger for violent actions has been highlighted in recent years and especially linked to the growth of the late night economy in UK city and town centres. The conclusion of Home Office research on violence and the night time economy was that alcohol is best seen as a contributing factor to violent behaviour and not the cause.

It is also suggested that what may have changed in recent years is the willingness of those disrespectful of authority to deploy violence as a response. However, measures of violent crime from the British Crime Survey (BCS) and recorded crime statistics do not show increases in the overall prevalence of violent crime. From the BCS the number of violent crimes experienced by adults showed no statistically significant change between 2005/6 and 2006/7, and violent crime as measured by the BCS has fallen by 41% since a peak in 1995. Police recorded offences of violence against the person also fell by 1% between 2005/6 and 2006/7, although this was the first fall in eight years [3]. The British Transport Police recorded crime data for 2006/7 reveals that

while serious assaults fell by 16% compared to 2005/6, common assaults rose by 6%, contributing to an overall increase in violent crime of 2.6%.

Despite the evidence from the BCS that overall levels of violence have not increased, service specific surveys with employees demonstrate an increasing prevalence and severity of incidents of violence in the workplace where the perpetrator is a patient, client, passenger, pupil or other member of the public. A number of these surveys and associated research suggest that whilst impatience and frustration are factors in the violence directed at staff, the consumption of alcohol, use of illegal drugs and inherent aggression or mental instability can also be contributing factors. The introduction of the 'care in the community' programme for those experiencing mental health problems has been linked in the media with an increased risk for violence directed towards the public, including front-line staff. Although there is research suggesting a modest link between psychosis and violence, the majority of violent crimes and disorder are associated with alcohol and drug misuse.

2.2.3 Changing values

There is much unease in society that the values necessary to support respect, particularly in relationship to figures in authority, are becoming less widely held with the consequence of an increase in disrespectful and anti social behaviour. At one end of the scale such behaviour can be manifested in a person or group's refusal to act as required in response to an instruction or decision and, at the other, can be manifested through aggression or violence often directed at the person issuing the instruction.

The erosion of respect for those in authority is often closely associated with a growing awareness of the right to challenge their decisions and instructions. Rising educational standards and enhanced access to and knowledge of the foundations of authority and decision-making processes have contributed to a greater questioning of the actions of those in authority. This is not a new phenomenon. Changes in the attitude of the public to those in authority have been a constant feature throughout history, often seen as part of democratic evolution. However, the speed of such

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3   Trends in reported and recorded crime will be affected by people's propensity to report (and possibly changing tolerance levels to certain types of crime such as violent incidents) and changes in the proportion of reported crimes that are recorded by the police. It is estimated by the Home Office that the impact of the introduction of the National Crime Recording Standard in April 2002 was to increase by 23% the number of recorded offences of violence against the person.

changes may have accelerated in recent years with access to the internet, 24/7 news and a growing awareness of consumer and human rights. In part these rights have been enshrined in law with the 1950 European Convention on Human Rights and the UK Human Rights Act 1998 that came into force in 2000. As a government guide explained:

'One of the main aims of the Human Rights Act is that, over time, a shared understanding of what is fundamentally right and wrong will lead to people having more confidence in key state bodies and this will encourage more openness and participation in our democracy. Shared, basic values in the Human Rights Act will help to promote greater unity and fairness in our society'

There is evidence from the literature of a changing emphasis in education from imparting knowledge to the development of critical skills that encourage the 'questioning of authority', in schools as well as in higher education. Although it is argued that 'respect for the law is a necessary condition for any kind of social order and a necessary component of education', it is also argued that, in a healthy society, there needs to be a balance between conformity and the critical questioning of authority.

2.3 The potential for shared expectations

2.3.1 An Introduction

There is evidence from the marketing literature that having shared expectations can increase customer satisfaction with the service and staff satisfaction with their job.

Although there has been considerable emphasis on developing a strong customer focus for the delivery of services, this has not really acknowledged that empowering staff is an important way of meeting customer needs. The concept of 'value profit chain' (where an employee value contributes to customer value) is well established for the private sector. It is argued that organisations need to look at the same behaviours that they use to evaluate their customers and apply these to their staff. This includes levels of customer and staff retention and whether both relay positive messages about the organisation. Research in Canada (2006) has focused on the public sector to develop a value chain in which staff engagement and customer satisfaction have a positive

causal relationship with increased customer satisfaction driving trust and confidence in the organisation.

Research conducted with front-line public sector for the Cabinet Office (2004) identified that one of the key elements for job satisfaction was 'working for an organisation that is focused on customer needs and that provides a good service to meet those needs'. The other elements were: the work-life balance, the ability to use skills and progress in career terms, being involved and responsible and having good line managers. A fundamental challenge was said to be to move respect and power to front-line staff.

In 2007, the National Consumer Council (NCC) developed a campaign with Unison for shared expectations between the people who work in public services and the people who make use of these services. On introducing the campaign it was said to be too easy to assume the interests of staff and customers are in opposition rather than creating synergy.

The objective of the campaign (Shared Solutions) is to see whether the NCC with its tradition of advocacy for the consumer and Unison representing public sector workers can 'break new ground in the often conflictive debate around public service policy'. It is a tool to engage users and front-line staff in service improvement and give both a sense of ownership. The focus is to encourage users and staff to share their experiences and expectations. It is suggested as particularly useful in services which are characterised by impersonal or hostile relationships between staff and users.

At the start of the Shared Solutions campaign, front-line staff and users in the field of social housing were brought together. From that shared debate, a number of issues were highlighted that have wider application to our study on shared expectations between passengers and rail staff:

- Staff felt that rising expectations lay behind users' frustrations with the service but in reality users' expectations were found to be comparatively low
- Some of the reasons for the conflict lay in the way that the work environment operated – including lack of information for staff to respond to users' requests
- When it came to the solutions 'both sides were amazed how far the concerns of the other overlapped with their own'

The conclusion was that an approach of 'shared solutions' can add value and align the perspectives and expectations of users and staff.

2.3.2 Shared expectations for public transport passengers and staff

Following on from the 2002 perceptions report described in the previous section, a study was undertaken in 2006 for the Department for Transport on the impact of different staffing options for personal security using public transport, rail and bus. The general concept from the earlier research was that the public have an enhanced sense of personal security because they identify staff as 'capable guardians' who can provide reassurance, by their presence deter incidents of crime and disorder, and give assistance if required. The research undertaken for the staffing options study explored in more depth the expectations of passengers in the context of personal security issues and the experience and expectations of staff in their role.

The research used quantitative and qualitative tools including surveys with adults (including disabled passengers) and young people, surveys with staff and focus group discussions with staff and passengers. It produced a number of key conclusions that are especially relevant for a consideration of the shared expectations of passengers and staff. In summary:

2.3.2.1 The changing roles and expectations: daytime and after dark

- The expectations of passengers for the staff role while waiting for or travelling on public transport shift significantly from customer care during the daytime to a security or reassurance focus after dark.
- Staff also identify that their role changes with a greater emphasis on security and reassurance after dark compared to a daytime emphasis on the provision of travel information and customer assistance.
- In the after dark role, passengers favour a uniformed presence with a preventive focus, such as stopping troublesome people from entering or boarding, rather than place the emphasis on responding to an incident.
- There is little or no evidence that this significant shift in priorities is explicitly made in job descriptions, the recruitment process or induction training for staff whose period of work extends over daytime and after dark hours.

2.3.2.2 Daytime expectations

- The provision of travel and service information is a high expectation for passengers. They acknowledge that accessing reliable service information can be difficult in the evenings.
- Staff identify the problems that they can experience in obtaining reliable and up to date information, especially when services are cancelled or delayed, and this can be an added source of frustration or anger to passengers.
- Providing assistance with luggage is a high expectation for passengers during the daytime, although it was acknowledged that providing such help may not always be practical. Providing this assistance with heavy luggage etc is not an expectation shared by staff.
- Providing assistance was the top expectation of disabled passengers and also a high expectation of staff in their role. Disabled passengers often feel that whether this role was delivered satisfactorily depends most on the attitudes of individual members of staff and how responsive they are to their differing needs.

2.3.2.3 Expectations after dark

- Passengers would rather action were taken by staff to prevent an incident or emergency (for example, by stopping troublesome people from boarding the train). Preventing access to or move on drunk or rowdy people was the top expectation of passengers. This role had a low expectation with staff with a key mismatch between how passengers and staff see their role.
- Passengers give a high expectation to staff providing a human presence to give reassurance. They want staff to be recognisable, visible and accessible. They also want to be able to rely on the deployment of staff to know that they will be there.
- Passengers and staff do not expect staff to intervene directly in an emergency involving a crime or anti social behaviour. Both passengers and staff express concern for the security and wellbeing of staff.
- Both passengers and staff highlight the importance of a uniformed presence both to provide reassurance and for maintaining authority. There are mixed views about whether the style of uniform was important – some favouring a more relaxed and informal approach.

2.3.2.4 Influences on the effectiveness of the staff role for enhancing personal security

- In deciding when and where staff are deployed, management needs to distinguish between the deterrent and the reassurance role and what they identify as the primary objective for staff deployment.
- Patrols or the presence of staff are most effective as a deterrent when their time and route is not regular or predictable to potential troublemakers. For reassurance, patrols or a staff presence is likely to be most effective when deployed consistently and when passengers can rely on their presence.
- Passengers feel that staff are often not on patrol or in sufficient numbers after dark and in the late evening when they are most needed. Some staff agree with passengers that they are needed in the later hours but, in this context, also raise issues about their powers to respond to incidents.

- Passengers also identify the need for staff to be deployed on services when they felt most at risk, including the more isolated services with few numbers of other staff or people travelling.
- There was a strong message from passengers that the reassurance role of all staff is severely undermined when they are not proactive in their role with the public. Staff need to make visual and verbal contact with members of the public to demonstrate that they are 'there for them' and accessible.
- Staff attitudes in responding to the public can be critical in calming potentially problematic situations. A calm, quiet and pleasant approach can often be more effective than a loud or aggressive manner. Young people identified that treating them with respect was their key priority for the attitudes of transport staff.
- Staff's experience or perceptions of risks to their own safety can impact on their willingness to engage with the public at problematic times and take action to deter or defuse situations.
- Staff and passengers identify many similar features as the most common causes for risks to their personal security. People who are drunk, under the influence of illegal drugs, fare evaders, service delays and cancellations, or large groups of young people travelling were identified as the common causes for insecurity.

2.4 Passengers and staff: their individual expectations

2.4.1 Background

Recent years have seen a considerable focus by both the private and public sectors on identifying what their customers want, translating these into service standards as targets for the organisation and its staff to attain, and measuring satisfaction levels to inform actions to meet customer expectations. In the private sector, the purpose of developing these management tools is to enhance competitiveness, develop and maintain customer loyalty and retention, and increase demand for goods and services. In the public sector, these tools are more closely linked to social goals of equality of service provision and achieving cost effectiveness. Gordon Selfridge's often quoted maxim that "the customer is always right" has been extended widely through customer care policies, customer charters and complaint procedures. Whilst these usually set out what the customer can expect, they only rarely refer to customer obligations as well as their rights, especially in respect of their interaction with staff.

Staff expectations from their job and customer expectations from a service or product are influenced by a number of factors. Most of the theoretical analysis on influences on customer expectations is linked to marketing. Among the key influences on the expectations of customers are:

- Past experiences of using a service or product – the interaction with staff is said to be often a key factor in determining satisfaction and future expectations from a service.
- Anticipation of the level of service and quality from company or government statements, advertising and media reports
- Wider societal trends including one of rising expectations. People expect more from organisations, from products and services, and for their quality of life. Rising expectations in terms of standards of living generally and demands from services or products in particular are one of the expected outcomes of societal progress. Brakes on consumer expectations have usually been successfully applied only in response to wartime austerity, when restraint on demand is accepted as a patriotic response. There are indications though that restraint may also be exercised in response to

climate change and global warming, which interestingly many headlines suggest is closely akin to a war[4].

The UK Customer Care Alliance conducted a national survey in 2004 to investigate current trends and performance in delivering customer care to consumers in the UK. Over 7,000 individuals responded to the on line survey and over three quarters said that they had experienced at least one problem in the past year. Rail travel was one of the top five industries responsible for problem experience. As a result of the incident or incidents, over half had shared their experience with family and friends, and nearly a third decided never to do business with the organisation again.

The next section will draw on the literature specifically to identify what is known about passenger expectations and, where appropriate, draw on the evidence from other sectors about 'what customers want'.

2.4.2 Passenger expectations of staff

2.4.2.1 Introduction

Not all expectations will be valid or realistic. There has been debate within the NHS on the extent to which raising expectations unrealistically has been one of the causes of patient dissatisfaction and frustration and fuelled violence against staff. Within the rail industry, passengers may have expectations with some justification (for example that a member of staff will know about the times of services and of any delays) but there may be others that are not realistic (for example that a member of staff on a train can sell them a discounted ticket).

Qualitative research on the priorities for rail improvements, conducted for Passenger Focus in 2007, commented that there was a difference between the 'essentials' of what passengers want and 'what would be nice to have'. The issue of personal security was identified as a feature most likely to impact negatively on the future likelihood of travel and was often identified as a reason not to travel to and from smaller stations, most unstaffed. Participants in the research also identified concerns about personal security because of a perceived lack of staff on late night trains. A key factor for some disabled

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4   Global War on Global Warming Heats Up, headline by Worldwatch Institute, 1 August 2002
     Earth Hour First Step in Global Warming War, Live News Australia, 30 March 2008
     Fighting for Air: Front-line of War on Global Warming, The Guardian 26 March 2007

passengers was to have trained staff who could assist during the journey. Other factors influencing passengers' expectations related to train design (including whether passengers have sufficient personal space), levels of cleanliness and the provision of information. Among the priorities identified by passengers were for stations to be staffed, especially in the evenings, and to keep stations clean to give improved perceptions of safety and comfort.

There appears to be little other evidence from the literature, however, that identifies what passengers perceive as being valid or realistic expectations and what they do not, and this is an area that will be explored in the focus group discussions with passengers that are to be conducted for this study.

2.4.2.2 Public expectations when using the rail network

A report prepared by the National Audit Office (NAO) in 2005 on Britain's railway stations identified an increasing gap between rising passenger expectations, and what the government and the industry can afford and justify as value for money. The report identified that 'the 95 largest stations enjoy the highest levels of passenger satisfaction. These are fully staffed, have a range of facilities and carry more than half of all rail passengers each year. Passengers are consistently less satisfied, however, with the more than 2,000 medium sized and small stations that are unstaffed or staffed for only part of the day and that have few facilities'. In commenting on this work, the House of Commons Committee of Public Accounts highlighted that more needed to be done to understand and assess passengers' priorities for rail stations.

The NAO report commented that what passengers require from a station varied depending on the type of passenger using the station, how passengers get to and from the station, and passengers' individual circumstances. Commuters are the more likely to be dissatisfied with stations due to the nature of their journeys at peak times and when trains and stations are the most likely to be crowded. Most passengers were said to need good information about the time of train services and whether the service is running on time or subject to delays.

Research carried out by Railtrack (1999) and Network Rail, referred to in the NAO report, highlighted that passengers' core needs were for stations to be secure, and for staff and good quality information to be available. It was important for passengers that help can be obtained if needed. Twenty per cent

of stations are staffed during the day and 30% for part of the day and these stations are the starting or destination point for 70% of rail journeys. The other 30% of rail journeys are made from stations that are not staffed.

Another 2007 report for Passenger Focus on passenger improvements in rail services that drew on quantitative research found that passenger expectations were exceeded in half of the service areas tested but 'fell short of reasonable expectations for the other half'. The report identifies that:

> *'Personal security at stations and on trains exceeds passengers' reasonable expectations but is also a relatively high priority for improvement nationally (improvements to security on trains being the tenth priority for improvement and improving security at stations being the eleventh). This suggests that passengers' expectations of security may be low, but that it is an important service aspect'*

The research for Passenger Focus revealed that passengers felt that they are achieving a better service than they could reasonably expect for the attitude and helpfulness of staff, how requests for information are handled, and for personal security at stations (there was no breakdown in the data for daytime and after dark). On trains, the helpfulness and attitude of staff was rated most positively, along with ease of being able to get on and off the train, personal security, and length of time that the journey is scheduled to take. The differences varied significantly by journey purpose with commuters generally the most negative about on train aspects of service.

In terms of priorities for improvement, compared with the 10th and 11th ranking for enhanced personal security, that station staff are available whenever required ranked 17th, all station staff are helpful and have a positive attitude was 21st, and all train staff helpful and have a positive attitude was 23rd. Leisure travellers tended to give aspects of service related to staff a higher ranking for improvements than commuters.

The latest statistics from the National Passenger Survey, commissioned and published by Passenger Focus, reveal that in autumn 2007, 62% of respondents felt that their personal security when using the rail station was good and only 8% felt that it was poor. This was an increase on the percentages in autumn 2006 and spring 2007. Sixty nine per cent of respondents were

satisfied with the attitudes and helpfulness of station staff, little change on the previous surveys. A much higher percentage was satisfied with how a request to station staff was handled, again showing little change on the previous surveys. However, only 57% were satisfied in autumn 2007 with the availability of staff and 18% were dissatisfied although this was a slight increase on the percentages in the earlier surveys.

Although the majority of passengers felt that their personal security whilst on board the train was good (70%) and only 6% felt that it was poor, satisfaction with staff on train was much lower compared to the station. Only 38% of respondents were satisfied with the availability of staff on the train and 32% were dissatisfied and 58% were satisfied with the helpfulness and attitude of on train staff but 12% were dissatisfied, a significant fall in percentage points since autumn 2007 and spring 2006. The satisfaction of long distance travellers with the attitudes and helpfulness of staff had declined since autumn 2006 both on train and at stations.

A June 2007 research study for Passenger Focus, Network Rail and One on passenger requirements during re-signalling disruption found that the key requirement across all user groups was for information. This included knowledgeable staff with up to date information as a basic requirement and accompanied by information provided through posters and leaflets and advertising and dot matrix displays on train. Other locations for displaying information should be through the local press and websites, and the capacity for passengers to register for free text or emails.

2.4.2.3 Passenger expectations using the bus network

Research undertaken for the Department for Transport on the attitudes of front-line staff in the bus industry identified among passenger priorities that staff should be: polite, courteous and considerate; knowledgeable about fares, routes and stops or stations; volunteer information; be recognisable in uniform and smart; and make passengers feel secure.

2.4.2.4 Passenger expectations for personal security

There have been a number of studies stretching over twenty years that point to the public's expectations and priority for staff to be present as a means of enhancing the passenger's sense of personal security when using public transport. In the research conducted for the Department for Transport's 2002 national study on perceptions of personal security using public transport covered rail, bus and light rail and tram services. In that study, 43% of

adults and 57% of young people said that they felt unsafe waiting after dark on a railway platform and 36% of adults and 46% of young people felt unsafe whilst travelling by train after dark. When the reasons for feeling unsafe were explored in the qualitative research, the absence of visible and available staff contributed significantly to people's enhanced concerns for personal security. As rail passengers commented:

> *'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'*

> *'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'*

The 2002 research also explored passengers' priorities for improvement through surveys and qualitative research. When waiting for a train the most commonly chosen measures by adults to enhance personal security were: the presence of staff; CCTV cameras for formal surveillance of vulnerable areas; and good lighting throughout the station. The top three choices for young people were similar to those of the adult respondents, except that young people gave lower priority to the presence of staff. Disabled participants stressed the importance for their confidence and security of having staff trained to assist them during their journey.

Similarly for on-train travel, the presence of a member of staff regularly walking through the carriages and checking tickets was identified as the most important measure for reassurance. As with the results for rail stations, young people gave lower priority than adults to the presence of a member of staff to enhance their perceptions of personal security. The views were expressed in the qualitative research 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'*

'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'

The 2002 research also drew attention to the role of ancillary and support staff as a potential source of reassurance for passengers. For example, the presence of on-train catering or cleaning staff can contribute to passengers' perceptions of security:

'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'

Research with passengers has identified that staff need to be deployed at the times when the public feels most vulnerable, especially in the evenings and at weekends. These were the times when people felt staff were the least likely to be deployed or least likely to make themselves accessible to provide reassurance and assistance. However, it is not only the times when staff are deployed that has an influence on personal security. The research also indicated that the impact of staff on perceptions of personal security will be influenced by their visibility, their attitude towards passengers and their skills in dealing with potentially at risk situations.

2.4.2.5 Customer Charters

UITP (International Association of Public Transport) identifies a customer focus as an essential element in the development of high quality public transport and, in 2006, published a generic passenger charter as a tool that would reinforce the dialogue between operators, authorities and customers. UITP recommended the following for inclusion in a passenger charter:

- Statement of operator commitment to its customers
- Safety and security of customers
- Information for passengers that is accurate and relevant
- Reliability and punctuality, including to minimise inconvenience to passengers if delays or disruptions occur
- Cleanliness and condition of facilities and vehicles
- Journey comfort
- Accessibility
- Customer comments and complaints

- Customer obligations, including to behave in a respectful and responsible manner both to employees and to other customers

Although this list of recommendations for inclusion in a customer-focused charter refers to the role of staff within the constituent headings, there is no section that refers specifically to the role of staff.

All the TOCs and Network Rail have their own customer charters and many include a section describing what passengers can expect from staff. As an example, one TOC customer charter states in respect of staff and passengers:

'We are committed to providing a welcoming customer service. Our staff are our most important asset and have the opportunity to make a positive difference to your journey. At all times, we expect our staff to be smartly dressed and to respond to passengers in an efficient, considerate and courteous manner. We expect them to carry out their duties in a professional manner and to make every reasonable effort to deal effectively with customer problems on the spot. We are all aware that without you, our customers, we do not have a railway'

All customer charters also make specific reference to the services and assistance that disabled passengers can expect from their staff.

However, only rarely do UK rail customer charters refer to the responsibilities of passengers. An example of one that does includes the statement that:

'Because we believe you deserve a high quality of customer service, we invest a great deal of time in training our staff to look after you throughout your journey. Our staff should always treat you fairly, in line with the policies outlined in this Charter and in the National Rail Conditions of Carriage. We will not tolerate abuse of our staff, whatever the circumstances. They work incredibly hard, often in difficult conditions, to provide the best possible service to passengers. We believe that they deserve every protection and we will take the strongest action possible, including court action, against offenders'

2.4.3 Staff expectations of passengers

There is much less in the literature specific to staff expectations. One of the human resources websites comments that if you asked anyone in the workplace what they most want, they would be likely to put at the top of their list the desire to be treated with respect and dignity. Previous research with staff undertaken for the Department for Transport highlights, in the context of personal security, staff expectations are for a safe and secure working environment. If problems arise in their dealings with the public, staff want to have access to help or assistance, to be assured that they will be supported by management and that appropriate action will be taken against the perpetrators.

As with passenger expectations, there will be some that will be justified as realistic and others less so. For example, to expect to work safe from abuse and violence is a justified and valid expectation but to expect never to be deployed as a lone worker and always to be accompanied by another member of staff would not appear to be realistic given the working environment of public transport, including for station and train staff.

The key influences on staff expectations are likely to be:

- Anticipation of the job from job advertisements and job descriptions, and recruitment processes
- Experiences of past and present employment
- Induction and other in-service training
-
- Relationship and communication with line managers and peer staff, strongly influenced by the culture of the organisation and the value it places on the interaction between managers and employees especially for goal-setting and support structures
- Quality of life issues, including personal security and work-life balance

The bus staff in the Department for Transport study mentioned above had a strong sense of being "in the front line". They often feel isolated and unsupported in their role and over time, most develop a variety of coping strategies, some of which are good and productive. However other forms of behaviour are negative and unhelpful towards passengers. The research identified a code of conduct for passengers that included: pay your fare or show your pass; be polite and don't swear; respect the staff, other

passengers and the vehicle; do not damage or throw litter; expect courtesy and give it; and do not eat smelly food or drink alcohol.

2.4.3.1 Railway byelaws

Although there appears to be low awareness among passengers, the railway bye-laws do provide a set of rules and regulations that should govern customers when they are on the network. As the Department for Transport website information on the bye-laws states, they are in place to 'ensure ease of travel and safety on the railway system' and 'to make travelling more comfortable and safer, unacceptable behaviour is banned from the railways'. The bye-laws include sections on conduct and behaviour including intoxication and the possession of alcohol, unacceptable behaviour, travel and fares and equipment and safety. The section of this review dealing with measures (see below) will describe the recent initiatives of two TOCs to raise awareness of the bye-laws among passengers and for their enforcement to create a safer and more comfortable travelling environment.

2.5 The potential for and consequences of dissatisfaction and conflict

2.5.1 Introduction

There is evidence that where customer and staff expectations are at variance, this can be a source of conflict and dissatisfaction. Unmet customer expectations can result in:

- frustration and aggression leading to damaging effects on the safety and comfort of staff
- a customer choosing a different product or service as the result of poor or bad experiences (lower levels of retention)
- expressing their poor satisfaction more widely to family, friends or the media and helping to generate damaging perceptions of the organisation and/or the service provided

Similarly unmet staff expectations can result in:

- low morale and job satisfaction that can impact on health and stress at work, and on the willingness to deliver a quality service
- poor levels of staff retention with increased costs associated with recruitment
- damaging reputation for the organisation or service through staff satisfaction becoming more widely known through individual contacts, union and/or the media

2.5.2 Violence at work

The Health and Safety Executive's (HSE) definition of violence when at work is:

> *'Any incident in which an employee is abused, threatened or assaulted in circumstances relating to their work'*

The HSE guidance further states that:

> *'The definition includes violence to employees at work by members of the public, whether inside the workplace or elsewhere when the violence arises out of the employee's work activity'*

International data demonstrates that the problem of violence towards staff is widespread and that those working with the public are most at risk. The HSE have produced estimates from the 2006 Fit3 employee survey that suggest 16% of workers have been subject to abuse or violence in the previous three months. For about two thirds of victims this had happened more than once and 66% of victims said that they knew the person who was abusive or violent towards them. The Fit3 survey also estimates that a third of victims of workplace violence or abuse do not report the incident.

Estimates from the BCS 2004/5 indicate that, in the previous twelve months, there were about 339,000 threats of violence and 317,000 physical assaults by members of the public on employees in England and Wales. This is the only source that can provide an occupational breakdown of violence at work. The data for 2003/4 and 2004/5 reveals that for rates for assaults and threats per 100,000 workers, those working in the protective service occupations (e.g. police, security guards) have the highest levels of rate at 9,700 and transport workers are at third ranking with 2,700.

RIDDOR statistics published by the HSE reveal there were 6,624 reported injuries caused by violence at work in 2005/6 and this was a 6% increase on the number of reported incidents in 2004/5. Although it is acknowledged that trends in violence at work from report statistics and the BCS are difficult to interpret, the number of reported incidents in 2005/6 was higher than in the previous nine years.

Sector specific surveys identify the scale of anti social and violent behaviour currently experienced by different categories of staff. Data for violence at work against teachers, health professionals,

police and security personnel, staff delivering emergency services, housing and social care, hospitality staff, and those employed in public transport demonstrate the growing problems faced by those working with the public or specific groups within the general public. The scale and seriousness of work-related violence as a major occupational health hazard is 'now an issue transcending the boundaries of a particular country, work setting or occupational group'.

Recent examples of the increases in assaults and harassment from sector specific surveys include:

- A 2005 survey of nursing staff that identified that verbal abuse had been experienced by almost all in accident and emergency and one in four nurses said that they have been assaulted at some stage in their careers. A 2007 survey found that 29% of UK nurses had been involved in violent attacks from patients or their relatives. The surveys undertaken by the NHS Security Management Service found that levels of abuse and assault are increasing year on year.
- Research conducted in 2006 with members of the Royal College of Nursing who undertake lone working as part of the job found that more than a third of respondents had been assaulted or harassed in the previous two years and 6% had experienced a physical assault. Although 87% of physical incidents were reported to managers, only 45% of verbal assaults were reported. More than a half of respondents felt that the risk of violence or assault had increased in the previous two years.
- A survey of 800 teachers found that one in ten had been injured by a violent pupil and two thirds thought that the standard of behaviour is getting worse. Three quarters had been threatened or insulted by a pupil.
- Figures obtained directly by the Fire Brigade Union showed that attacks on staff had increased from 1,300 in 2005/6 to 1,504 in 2006/7 with fire crews reporting being threatened, intimidated and abused and being pelted with bricks, bottles and stones. A subsequent survey by the Labour Research Department identified that fire fighters face forty attacks a week.
- In a 2007 survey almost half of doctors stated that violence is very much or somewhat of a problem in their current

workplace, and there was an increase in the proportion of respondents reporting the more serious forms of violence and threats since 2003.

- A survey conducted among UK airline cabin crews identified that 90% of a sample of 765 feared that violence from passengers was putting lives at risk. Almost half said that they had received aggression from passengers on a regular basis and 80% attributed this to alcohol consumption. The survey found that the most frequent offenders were men aged 22 to 40 years on holiday flights.
- A national survey by Unison in 2001 identified that 90% of traffic wardens and parking attendants had suffered some form of violent incident at work in the previous twelve months. Although 90% of attacks consisted of verbal abuse, almost one in three had been physically assaulted during the year. At the time of the survey, 62% of respondents had received some form of conflict avoidance training but for most this was a one-off event.

Data from the rail industry's Safety Management Information System (SMIS) identifies that the overall number of reported incidents of violence towards rail industry staff has been steadily increasing. A survey by the RMT into levels of violence against transport staff found that 71% of respondents were working alone when assaulted. Two thirds of the assaults were found to be over ticket and fare disputes but in 27% of incidents alcohol and drugs were said to be the sole motivating factor.

2.5.3 Work-related stress

It is estimated that around half a million individuals in Britain believe that they have been experiencing work-related stress at a level that is making them ill and the Stress and Health at Work Study indicates that nearly one in five of all working individuals think that their job is very or extremely stressful.

The HSE has developed a set of six Stress Management Standards to identify and tackle work-related stress. These Standards identify six dimensions of work design and if they are not properly managed they may become sources of workplace stress:

- Demands (including workload and working patterns)
- Control (the extent to which individuals can control the way they do their own work)

- Support (levels of support from the organisation, line management and colleagues – there are two scales, one related to peer support and the other to management support)
- Relationships (promoting positive working to avoid conflict and dealing with unacceptable behaviour)
- Role (understanding the role in the organisation and avoidance of role conflict)
- Change (the management and communication of organisational changes – both big and small).

The HSE reports that nursing in the public sector has one of the highest prevalence rates of work-related stress. The Health and Occupation Reporting Network (THOR) statistics also show high incident rates of work-related mental illness for nurses, teachers and medical practitioners. People working in the public sector security-based jobs such as police officers and prison staff are also in this group.

A study on occupational health and stress among bus drivers drew on research conducted in thirteen countries. Among the conclusions was that the driver's task can be mentally taxing because of having to cope with the demands of competing tasks. In particular the company and the public usually want the driver to maintain good contact with passengers and to be service-orientated, but this often conflicts with the need to keep to a tight schedule and drive safely in dense traffic. Stress prevention projects in bus companies demonstrated that a successful approach is participatory and gradual.

2.5.4 Customer complaints Customer complaints are a measure of dissatisfaction with the quality of a service or product. For the rail industry, passenger appeals that have not been resolved by rail operators are investigated by Passenger Focus. The latest report covers the period October to the end of December 2007 and reveals that the main issues causing passengers to make a complaint via Passenger Focus were:

- ticket disputes;
- complaint handling by the Train Operating Companies
- train overcrowding

2.6 Measures to promote shared expectations

2.6.1 Introduction

This section of the report focuses on the measures that have been applied to promote shared expectations and command respect and authority. It will cover:

- Practical solutions to provide front line staff with the ability to safeguard customer security effectively and safely.
- Methods and good practice for developing a greater understanding by customers of the responsibilities and ability to respond of front line staff.
- Methods and good practice for developing a greater understanding by staff of the needs and expectations of customers, and how to meet those effectively.

It is intended that this will contribute to the development of practical improvements to the job design, recruitment and management of front line staff.

There are many examples of common practice and specific initiatives to tackle crime and fear of crime (including disorder and anti social behaviour) on the rail network, many benefiting staff as well as passengers. Some of the most frequently applied measures are listed at the end of this review. Detailed consideration of these measures is not within the scope of this study that has a focus on initiatives to promote and develop shared expectations by staff and passengers for tackling crime and fear of crime.

2.6.2 Applicability of measures to the rail industry

This section of the review describes measures from both the rail industry and outside (for example health service staff, parking attendants, taxi wardens, shop staff) that help customers to develop an understanding of the responsibilities and capabilities of staff, and help staff to respond appropriately to customers. The extent to which those measures in place outside the rail industry are applicable and transferable can be judged by using the analysis of features set out below:

- The numbers of people with whom a member of staff will come into contact will vary considerably with the front-line role. Most front-line rail staff will engage with large numbers of people in the course of their work, although the numbers involved will vary between stations and services. Although the scale will vary, the same will be true for retail staff, those

security personnel working in the retail or hospitality sector, street wardens and the police.

- Peaks and troughs in the numbers of people. Many rail staff have to engage with large numbers of people – for example in peak travelling times, especially for commuter services, and when people are travelling to events such as football matches. At other times, there may be few people travelling on late night services. Dealing with sharp variations in numbers is shared by police and security personnel and to an extent by health care staff in accident and emergency departments.

- Whether the staff role involves lone working. Many front-line staff work alone for all or part of the time when they are engaging with the public. For example, health workers, social workers and housing workers often deliver their services within the community and work alone when doing so. This is also true for many front-line staff in public transport including rail staff at the smaller stations or in off peak hours and on-train staff on regional services.

- Engaging with people they know. Some categories of front-line staff will not know, or know only briefly, most of the people with whom they interact – this is a feature strongly present for rail staff in their role of providing a service for the public and they share this, for example, with other transport staff (bus, coach, maritime and air), retail staff and many security personnel. In contrast social care staff, in-patient hospital and primary care staff, teachers and housing workers are likely to have knowledge of many of the members of the public with whom they come into contact.

- Length of time for engagement. The length of time that a member of front-line staff engages with an individual varies between roles – for a worker in public transport (including rail industry employees) the period of engagement with individual members of the public is likely to be minimal (for example, issuing or checking tickets, responding to a request for information on services). In this respect, a member of retail staff or health facility receptionist is also likely to have a relatively short period of time in communication with individuals. However, for a teacher or social worker, the period of engagement with an individual will be much more lengthy and likely to be repeated with the same individual at intervals.

- Engaging with those who have misused alcohol and/or illegal drugs. Increasingly problems of violence in the workplace are associated by some categories of front-line staff with misuse of alcohol and drugs either by an individual or a group. Some roles - for example rail staff, accident and emergency staff, taxi and private hire drivers, taxi marshals, police and security personnel - bring the member of staff into contact with members of the public who are drug or under the influence of illegal drugs.
- Requiring payment from the public. Whether the service requires financial payment from members of the public is a feature that can affect the safety of front-line staff and disputes about the scale of payment can affect customer satisfaction and staff security. Front-line staff such as taxi and private hire drivers share this workplace feature with many public transport staff including bus drivers, rail ticket office staff and on-train conductors. This is not a feature in the role of other front-line staff such as social care workers, and fire brigade and ambulance staff.
- Involving information-giving. Whether front-line staff are involved regularly in providing the public with information is a feature in the role of many station and on-train staff and for those for example in Benefit offices, job centres, the health service and social workers. The provision of information is not an expected or common feature for security personnel, taxi and private hire drivers and hospitality staff in pubs and clubs.

For this review, measures have been included where the profile demonstrates sufficient similarities between rail and other service sector working environments, for example from the health service, retail industry, taxi marshalling schemes and public transport more generally. Measures have not been included where the profile reveals strong differences between rail and the other working environments, for example social services, schools and colleges, and ward-based hospital health services.

2.6.3 Ways in which customers are helped to develop an understanding of the responsibilities and capabilities of staff
2.6.3.1 Powers as a sign of authority

At the beginning of the literature review, we identified those features that are commonly associated with the ability of staff to command respect and authority. It was identified that people are more likely to be persuaded to give respect and accept authority when the person doing the persuading is seen as credible, knowledgeable and trustworthy. In this context, a member of staff's powers to carry out their role and their uniform can act as a signal to customers about the kind of behaviour that is expected of them when interacting with that member of staff.

The study for the DfT on staffing options for tackling crime and disorder explored with passengers their awareness of specific staffing initiatives and explored with staff their views on their powers and remit. In the focus group discussions passengers referred to the importance of uniforms to make staff visible, but also to give a sense of authority and that they are there to provide assistance. Staff also highlighted the importance of being a uniformed presence both for reassurance and for maintaining authority.

Again, from the discussions for that study, passengers were very aware of the greater numbers of staff deployed for reassurance and enforcement, both on public transport and on the street. However, many were uncertain and some (including other members of staff) expressed perplexity about 'who was who' and what were their powers and remit:

> *'There are Community Wardens. I've seen them in their jackets walking about. But I'm not actually sure what they are supposed to do. I don't know what they are for or what you could ask them'*

In the discussion with staff, some were dismayed by what they perceive as their paucity of powers to carry out their job effectively.

> *'The RPIs (Revenue Protection Inspectors) can ring up and verify someone's address and they can caution someone. We cannot do that. Our powers are very limited. Our powers*

begin and end with 'Shout and Stop'. 'We would like to be able to show a badge and to be able to caution'

Staff also expressed concern that because of the confusion about roles and awareness among the public (especially young people) of their limited powers, this undermines their effectiveness in preventing incidents of crime or anti social behaviour.

'It is frustrating because we can't really do the jobs to the best of our ability. People know we don't have proper back-up. We could be a lot more effective if we had the proper powers'

'We have no powers to deal with young people causing nuisance and we can only be visible and hope that has an effect. But the trouble is that the kids see the jackets and know we can't do anything and we can't take any action'

A round table discussion involving transport practitioners focused on the research findings from the staffing options study. Among the overall themes to emerge was that authority and control are important in signalling to potential offenders that their behaviour is not acceptable. The threat or use of sanctions can support such authority.

The Crime and Police Act 2005 laid out a new basis under which private individuals, including security officers, may arrest other people. Commenting on these changes, the Director for the Centre for Retail Research identified that there had been some uncertainty about the application of these changing powers (including from within the police) and highlighted the importance of security staff being confident about their precise powers of arrest to make an appropriate and legal response.

2.6.4 Railway Safety Accreditation Scheme

For the purposes of tackling crime and anti social behaviour, there is a range of powers linked to staff with a role requiring respect and authority. For example for the railway network:

- Regular BTP officers have full powers
- BTP special constables have full powers
- BTP community support officers have limited powers
- Security and other staff accredited through the Community Safety Accreditation Scheme (see below) have limited powers
- Rail staff have powers in respect of the byelaws

- Unaccredited security staff often have limited powers in respect of the byelaws

The Police Reform Act 2002 introduced powers for the BTP to establish a Community Safety Accreditation Scheme known as the Railway Safety Accreditation Scheme (RSAS). This allows for the accreditation of appropriate staff including those engaged in security style duties. The powers of accredited staff may include:

- Requesting the details of people behaving in an anti social manner
- Confiscation of alcohol and to tell people to stop drinking
- Issuing Penalty Notices for Disorder for example for trespass, stone throwing, causing alarm or distress, begging and other byelaw offences
- Issuing Fixed Penalty Notices including for graffiti and littering

Accredited staff have no formal powers of detention. There is a formal complaints procedure open to the public.

There are requirements for accredited staff to wear a uniform and an approved badge so they can be easily identified by the public and other staff. The information and guidance issued by the BTP for the RSAS states that uniforms have to be distinct from those of police officers to avoid any potential confusion. Uniforms also need to be worn wherever accredited people are on duty and 'they cannot exercise their duties in plain clothes'.

To be accredited, the training needs to be delivered to ACPO (Association of Chief Police Officers) standards. The training syllabus includes: legislation, diversity, interpersonal skills, risk assessment, conflict management, crime and incident scene management and using communication equipment. One of the accredited training providers identified the benefits of RSAS for public confidence is that 'acceptable standards of appearance, suitability and training have been achieved nationally'. For the accredited persons, it was that they 'carry out their duties with a renewed confidence in their abilities and wear a nationally recognised badge to demonstrate that they have achieved the standard required under ACPO guidelines'.

Southeastern was the first train company to have staff accredited under RSAS. An article on RSAS in the RSSB November 2007 Update commented that the uniform and RSAS badge are 'a

visible sign to the public that they are dealing with an individual' who has been properly vetted and trained'.

2.6.4.1 Enforcement of Railway Byelaws

Earlier in the report railway byelaws were referred to as formal statements of what is acceptable and required behaviour when using the rail network. It was commented, however, that despite their legal status governing the conduct of all persons while using the rail network, publicity directed at the public about their existence and the behaviour they require is generally minimal and this impacts on their effectiveness as a source of respect and authority.

There has been an initiative by Merseyrail that has raised the local profile of railway byelaws significantly. From February 2007 Merseyrail implemented a policy actively to target (and if necessary prosecute) passengers who use its network in a manner that contravenes the byelaws. Teams of security staff went out on the Merseyrail network, including some equipped with CCTV 'head cameras' that gather evidence for the possible preparation of cases for the magistrates' court. The initiative was in response to passenger feedback and as part of a wider approach tackling anti social behaviour, including those passengers who put their feet on seats.

The initiative was accompanied by publicity posters and leaflets, and public announcements. This was to make passengers aware of the initiative and give them an opportunity to behave as required by the byelaws. Prosecution was based on the section of the byelaw that refers to 'unacceptable behaviour' and a special protocol to prosecute was agreed with Liverpool magistrates' court.

As an extension of the scheme from the 15 March 2008, no advance warning was given when the byelaw enforcement officers board a train. From that date, anyone found to be in breach of the byelaws may be prosecuted without warning.

It is suggested in the publicity accompanying the initiative that Merseyrail is the only train company in the UK to be actively and consistently enforcing the national railway byelaws. From a peak of 300 incidents in spring 2007, the number of incidents where someone has been cautioned for a breach of the byelaws has fallen to 30 a month in February 2007. The Chair of Merseytravel's Rail Services Committee commented that:

'We wholeheartedly back the zero tolerance approach towards any infringement of the byelaws – an approach that has the full backing of the vast majority of the travelling public here on Merseyside. The results speak for themselves'

A multi agency approach involving Arriva Trains Wales, the BTP, South Wales Police and Community Safety Partnership has been launched to raise public awareness of the railway bye-laws. The aim is to use the bye-laws to discourage loitering and the drinking of alcohol at stations. The bye-laws state that when reasonable notice is, or has been, given prohibiting alcohol on any train service it is an offence for any person to be in possession of intoxicating liquor. The bye-laws also state that no person who is unfit because of being in a state of intoxication should enter or remain on the railway. Signs have been introduced to highlight the bye-laws and prohibit the consumption of alcohol on any station or train between Pontypridd and Treherbert. The initiative also involves visits to schools to raise awareness of young people about the dangers involved in drinking alcohol while on the rail network.

2.6.5 Other examples of the use of powers

There are other examples of measures taken to strengthen the use of staff powers:

- In summer 2006, Transport for London staff were given new powers that enabled them to take cases of anti social behaviour direct to the court so magistrates could issue Anti Social Behaviour Orders against offenders. The new powers were part of a package of initiatives to increase staff's ability to respond to anti social behaviour on the transport network and enhance the personal security of passengers and staff. The measure was part of package developed in 'Building on Success: London's Challenge for 2012 Olympics'.
- One TOC is targeting people who continue to evade their fares, despite court appearances, and do not pay their fines by issuing exclusion letters which will prevent them from travelling on its network. Offenders will be brought before a civil court for a hearing based on previous offences and warning letters and in front of the courts, the TOC's prosecutor will issue an exclusion letter which prevents them from travelling for a period of time. Their details and a photograph will be issued within the confines of station

booking offices (not on public display) and at railway depots advising staff that the individual shown (including his/her name) are excluded from the network. If they still appear on the network and are seen by staff, they will report the details (time/place etc) and any CCTV footage to the TOC's prosecutions team. The individual will then be written to and brought before the courts, this time to prosecute them for trespass and breach of an Exclusion Order.

- London Underground and the British Transport Police have established the first workplace violence unit to provide specialist support for Underground workers who have been the victim of an assault. The unit will conduct investigations into incidents and aims to increase the number of successful prosecutions. It will help victims through the Criminal Justice process, including accompanying them to court.

- In recent years, there has been a growth in the number of street and neighbourhood warden scheme in place. The Manchester street wardens are a good example of a scheme that has combined the role of customer reassurance and care with enforcement. The wardens have a range of powers at their disposal, including for enforcement.

A key factor affecting these powers of staff to help develop respect and command authority is whether the public is aware of them. It depends on whether and how effectively the role of staff is communicated to the public and, in the context of this study, to those using the rail network. This will be an issue that will be explored through the focus group discussions with passengers but the limited information that is available suggests passengers may have a low awareness of: initiatives for tackling crime and disorder; the remit of staff that are engaged in delivering those initiatives; and what their role and powers are.

2.6.5.1 Uniform

There is only limited evidence from the literature on the role that is signalled by style of uniforms. A study conducted for the Correction Service in Canada (1989) identified that 'the uniform itself is endowed with considerable force and is seen as the source of the correctional officer's strength'. It drew on earlier research that identified more widely that uniform 'articulates role-identity for the wearer and facilitates role performance'. In respect of its influence on people, again it was earlier research that

demonstrated that uniform can help to affect compliance with orders or instructions but that it can also trigger aggression against the person who is wearing it. The Canadian research identified that in the service sector, particularly for front-line staff, a uniform represents a statement of corporate identity, unity of purpose and corporate allegiance.

To be most effective, it is important that staff appear smart and approachable and are able and willing to offer assistance when required. An example of the deliberate use of the style of uniform to create a sense of customer care is the conductors on the Nottingham Express Tramway system (NET). The conductors are employed to encourage payment of fares, create a feeling of safety and in turn increase use. Starting with conductors the NET has created an image of a 'cared for system' and making a statement of ownership. Whilst on the trams, the conductors wear low visibility uniforms and the use of peak caps has been avoided as, it is believed, this would signal security and not customer care.

To improve the visibility of staff and public recognition, London Underground decided that all staff in contact with the public should wear high visibility vests when on duty and this led to an immediate increase in passengers' recognition of the presence of station staff.

2.6.5.2 Campaigns within transport to raise public awareness

Public communication campaigns use the media, messaging and an organised set of communication tools to generate specific outcomes in a large number of individuals and in a specific period of time. Public communication campaigns are an attempt to shape behaviour towards desired social outcomes such as sensible drinking of alcohol, cessation of smoking, and recycling of refuse. Commercial communication campaigns often rely solely on advertising and other communication through media channels, but this is rarely the case for public sector campaigns that often use publicity in combination with other channels such as community based interventions.

The various literature about public communication campaigns makes a distinction between campaigns based on their primary goals that are striving to change individuals' behaviour to counteract social problems and those that are intended to have a positive impact on lifestyles (such as sensible drinking, recycling). The second type of campaign focuses on creating public pressure

that will lead to changes in policy or activity. Such 'public will' campaigns are likely to work on two fronts: to communicate with the public directly; and to seek to work with the media and influence how situations are reported.

Increasingly, there are examples of campaigns that seek as an outcome both to change individuals' behaviour and to change the policy or actions of those in authority. For example, campaigns such as that of the RMT to tackle violence against transport staff which seeks not only to raise awareness of the issue among the travelling public and positively influence its behaviour but also to raise awareness of the seriousness of the problem with government for a policy response.

Most of the campaigns that are considered below have the primary goal of raising public awareness positively to change behaviour. In the rail industry three of the main campaigns to raise public awareness have centred on:

- Preventing violence against staff
- Tackling fare evasion
- Encouraging safe use of the railways

2.6.5.3 RPSG campaign against staff assaults

With regard to staff assaults, as well as producing a good practice guide for use by managers, RPSG conducted a poster campaign in 2005 to highlight that assaults against staff are unacceptable. Striking posters carried the message and were displayed at staffed stations across the network (and still are at many).

A survey of rail passengers identified that the campaign had been successful in raising public awareness of the scale and seriousness of the problem. Research with passengers identified that almost half of all rail users recognised the posters when shown an example and understood the message that it was trying to convey. In addition, 28% of passengers recalled the posters without any prompts and two thirds considered the campaign and posters as effective.

2.6.5.4 'Safety 365' Conflict Management Campaign

Network Rail is running a 'Safety 365' Conflict Management Campaign that is designed to raise public awareness that it will actively seek the strongest penalties in response to abusive behaviour towards its staff. The campaign began in December 2007 to coincide with the Christmas season when tensions rise due to higher levels of stress and increased alcohol consumption. The publicity for the public uses images of Network Rail employees with cuts and bruises to their faces and the strap-line

"I'm here to help you…" The publicity for staff is placed in the station staff rooms and ask them not to retaliate when confronted with abusive behaviour but attempt to use interventions that will defuse situations and resolve conflict. The campaign is running in parallel with the BTP 'Lock Stock' campaign which works with the train operators and those in the criminal justice system to push for stronger penalties against any type of abusive behaviour towards rail staff.

2.6.5.5 Track Off

Track Off is an education initiative managed by the RSSB on behalf of the rail industry. The main aim of the campaign is to raise public awareness, especially among young people, of the dangers and consequences of railway crime, including track trespass. The key message of the campaign is that railway crime can have serious consequences not only for the perpetrator but also for staff and the travelling public. The campaign provides free educational resources to organisations that then spread the message on their behalf to schools, colleges, youth centres and community groups. With more than 20,000 schools in Great Britain located within a two mile corridor of the railway, the Track Off website provides a valuable teaching resource as well.

2.6.5.6 No Messin'!

In addition to Track Off, Network Rail has a No Messin'! campaign that uses innovative material through a website to promote activities among young people and encourage them not to trespass on the railways.

2.6.5.7 Don't run the risk' level crossing campaign 2007

There are 9,000 level crossings in Great Britain including 7,700 on the national rail network of which more than 5,000 allow vehicles to cross. The campaign was launched by Network Rail in May 2006 to reduce the risk of injury or death at level crossings by raising public awareness and educating and influencing the behaviour of users of level crossings.

In 2006 the campaign's safety messages were estimated to have reached 38.5 million people and in 2007, the campaign was targeted at 'hotspots' and at the groups most at risk i.e. those aged 18 to 24 or over 65 years. The messages were delivered through TV, radio and online advertising, direct mail and ambient media (such as posters in bus shelters) and so-called viral marketing that is providing advertising that encourages recipients to spread the message, typically by email. There are also awareness events where users are directly contacted. Communication with older people included emotive local press

advertising, leaflet drops to households and events and other community activity at post offices, community centres and places of worship. Young men were targeted with an online music video, hosted on a social networking website, which had a high rate of hits. In addition, Network Rail also ran a national TV and radio advertising campaign.

In follow up research, the TV campaign was recalled by up to 73% of car drivers aged 18 to 44 and 61% of the over 65s. That research also identified that the campaign had successfully contributed to further shifts in attitudes towards level crossings, especially amongst young people. The campaign ran in parallel with other initiatives to help improve safety at level crossings and also highlighted the issue with key political stakeholders.

2.6.5.8 Reducing suicides and working with the Samaritans

This is a campaign organised by RSSB to reduce the number of suicides on the railway network and brings train operators together with the Samaritans. The aim is to deliver consistency in the messages and approach and to raise awareness of the Samaritans as a source of help. It includes training for front-line staff, developing media guidelines on the reporting of suicide, managing passengers and other members of the public using the railway, and responding to people in distress. Southern Railway and One (now National Express East Anglia) have been working with the Samaritans following their concern at the number of suicides on their rail network.

A four-way approach has been developed on the basis of previous research and includes:

- Signs and posters
- Staff training
- Pooling of information
- Working with the local media

A psychologist gave advice on the message and positioning of posters and signs to ensure that vulnerable people would view them without feeling stigmatised or threatened. Internal communication in the training of front-line staff was also important as having the posters displayed at stations could possibly lead to an increase in the number of people approaching staff and they needed to be aware of the project and its objective. Samaritans provided the posters free of charge. There will be a three year evaluation of the project from April 2008.

The campaign includes an element of training for front-line staff. It was suggested that having the posters identifying sources of help displayed at the stations could result in more people seeking assistance from front-line staff and they needed to be aware of the project and its objective.

2.6.5.9 Campaigns to tackle fare evasion

There have been a number of campaigns delivered by TOCs, Passenger Transport Executives and Transport for London to ensure people are aware of their obligation to travel with a ticket valid for their journey and of the consequences of not doing so. As an example an enforcement drive by Nexus to tackle fare evasion on the Metro network included a major publicity campaign on the network under the slogan 'Lie Detector' to show the public that Nexus staff would be using handheld computers to check people's details and issue fines. In addition, so-called 'name and shame' posters are displayed across the network to publicise those who have been taken to court and successfully prosecuted for non-payment of penalty fares.

In October 2007, TfL launched a new campaign to help tackle on-bus fare evasion. Posters showing actors in 'mug shots' as fare evaders were used with descriptions of where they were caught on the network and to make sure that people were aware that they risk a criminal conviction as well as a £1,000 fine.

2.6.5.10 Zip It

'Zip It' was an anti theft campaign during the 2007 festive season involving the BTP, Metropolitan Police Service and the City of London Police. To raise awareness of the risks and how these could be minimised, police officers handed out crime prevention oyster card wallets that gave tips on how to keep possessions safer. The wallets were handed out at key locations in central London, including main railway stations and officers focused on people who they observed were not keeping their belongings as safe as they should and encouraged them to 'Zip It'. The campaign was led by the BTP and was the first time that all three forces had come together to deliver a campaign.

2.6.5.11 Successfully tackling crime and disorder

The BTP and TfL-sponsored Transport Operational Command Unit (TOCU) of the Metropolitan Police were engaged in using the media proactively to publicise the successes accomplished in reducing crime and disorder on the network. Communication strategies were developed to publicise successful convictions for staff assaults and ASBOs more effectively as a means of deterring offenders. TfL has also used publicity campaigns on

staff assaults to create awareness and instil confidence in staff. Signs and posters are displayed on the network that publicise TfL's position on safety and security for passengers and staff and use of CCTV.

To renew confidence in the Washington public transport system, the transit authority launched an information campaign in 2002 that was designed to build public knowledge and awareness on efforts to safeguard passengers, staff and the infrastructure. It aimed to encourage staff and customers to participate actively in a public awareness programme, especially to prevent security incursions aimed at the public transport environment. The campaign included a series of eight message-branded rail and bus cards that were employee-focused and, for the public, press releases, outreach events, website notifications, company newsletters and posters. Following the campaign, patronage increased for both bus and rail systems and a survey identified greater proportions of passengers feeling safe using the public transport system.

2.6.5.12 Campaigns to encourage respect for Public Transport

Nottingham City Council in partnership with transport operators, the police and others launched a campaign in July 2004 for Respect for Public Transport. The campaign objectives were to promote and communicate to passengers and staff information about initiatives taken to improve the safety and quality of public transport. It also had the objective of establishing acceptable codes of behaviour on public transport in Nottingham and increasing use of public transport by existing passengers and new users. The Respect for Transport Charter was publicly launched at an event.

Through the respect campaign, there have been on-going initiatives to reduce negative perceptions and opinions of the public towards public transport and reduce opportunities for crime and anti social behaviour. The enhancement of staff skills to improve the public transport travel experience was an important part of the campaign and included providing staff with the ability to address the anti social behaviour of passengers effectively. The local rail company was one of the campaign's partners.

In 2003 a scheme for 'respecting the bus space' was introduced in Valenciennes (France) and included a communications strategy targeting passengers to improve:

- Mutual respect – between the driver and passengers and between different generations of passengers
- Respect for the rules – in particular on two rules that were commonly overlooked i.e. the smoking ban and the need to travel with a ticket
- Respect for the buses and equipment – with a strong staff presence to tackle deliberate damage to buses, bus stops and bus shelters

The scheme was rolled out gradually across the city's routes with a focus on each bus serving a specific route for a period of one to three weeks, facilitating a dialogue between staff and passengers. A survey on routes taking part in the 'respecting the bus space' scheme revealed that the initiative was well received by passengers with fare evasion falling substantively and the number of security related incidents falling by a third.

The public transport authority in Paris (RATP) launched a Respect Campaign in October 2006 to improve the on-bus experience of passengers and encourage them to respect the decisions of the bus driver. The publicity that was on-bus and in bus shelters for the 'Bus Attitude' campaign spelt out the responsibilities of the passenger in order to have a calm and comfortable journey.

Prior to the latest campaign RATP had regularly developed campaigns to influence passenger behaviour positively with an earlier Respect campaign in 1997 and one about tackling violence and anti social behaviour in 1998. The current campaign was in response to awareness by passengers and staff of a growing lack of respect on public transport in Paris. To tackle the problem, RATP developed a three phased publicity campaign. Initially there was a poster campaign that showed a number of situations of anti social behaviour on public transport and asked passengers and staff to give their views through a website. This element of the campaign asked for opinions on five main topics with the focus on respect for:

- Individuals and their differences
- Property
- Paying fares
- Rules and security directives from staff
- Principles of courtesy

To contribute to the debate and encourage people to give their opinions, the website included use of animation to illustrate the situations that can arise on public transport and interviews with RATP staff, passengers and other stakeholders. The findings from the campaign were used to develop a publicity campaign promoting constructive views about respect on public transport.

In Brussels, the municipal transport company decided to give bus drivers a greater presence, improve relations with passengers and reduce fare evasion by ensuring that passengers only board at the front of the bus. A communication campaign was held with drivers and subsequently with school children and adults to encourage respect and to abide by the rules of travel. At the start, volunteers from the transport company were at hand to invite the public to board at the front and explain the initiative's aims. Besides increasing customer satisfaction with bus travel, the use of volunteers from the company helped to make all personnel feel involved and for those not engaging in driving to better understand the responsibilities of their bus driver colleagues.

2.6.6 Campaigns in other sectors

2.6.6.1 The NHS Zero Tolerance Campaign

The campaign was launched in October 1999 with the intention of raising awareness amongst the public that violence in the NHS will not be tolerated and to give staff a pledge that violence will be tackled. There were posters and leaflets to raise awareness among the public and a resource pack for managers as a practical tool to help them meet the targets of reducing violence in their workplace by 20% in 2001 and 30% by 2003. All zero tolerance information was produced with advice from staff in the NHS, professional organisations and staff side representatives.

In a 2007 survey of doctors undertaken for the British Medical Association on violence in the workplace, respondents were asked for their views on the NHS Zero Tolerance Campaign. Many respondents reported the display of NHS zero tolerance zone posters or notices within their workplace but for some the existence of such policies was only 'lip service' and seldom implemented. Less than half of all respondents (47%) thought it was feasible to adopt and implement a policy of zero tolerance towards violence with 33% commenting that they did not think it was practical. Hospital doctors were the least likely to think the implementation of such a policy was feasible.

For the third of doctors who thought that such a policy was not feasible, this was mainly due to the paramount importance of the duty of care accepted by doctors towards their patients. Others regarded the Zero Tolerance policy as ineffectual and unrealistic, and argue that dealing with violent and abusive patients is an accepted part of the role of the medical profession. The comments quoted in the report include:

> *'I have been sworn at, shouted at, thrashed out at, by a disturbed patient – I do not consider this as violence'*

> *'It is a silly slogan. Our job is to look after people, some of whom may become abusive and/or violent'*

> *'We always have to have a level of tolerance, so 'zero tolerance' is a crazy concept and encourages staff to over react and escalate situations which need careful management'*

For those respondents who thought it was feasible, it was argued that persistent and strict enforcement of the Zero Tolerance policy must be a priority. For it to work, the policy and how it is enforced must be made clear to all patients and other members of the public. Other suggestions for making the implementation of the policy more effective included improved support from security staff and/or police and making the perpetrators of violence accountable for their actions and accept the consequences. Awareness of the potential consequences could deter future perpetrators and this could include a campaign that includes publicity for cases where violent perpetrators have faced prosecution.

It was suggested that one of the sources of the violence was that patients' expectations are unrealistic and this is reinforced by the media. Negative criticism of healthcare professionals by the media only serves to justify violent or abusive behaviour. In response it was suggested that increasing awareness and improving public perceptions regarding the limits of the system and promoting realistic expectations were seen as crucial. Among the other suggestions was a need for a culture shift to take place amongst staff from one of acceptance to one of intolerance of violence and abuse in the workplace. Other suggestions included: improved training and better security measures, including safer working environments.

2.6.6.2 Kent NHS Campaign: your choice of treatment

Your Choice of Treatment campaign was launched in March 2008 – in the previous year, 67 members of the Trust's ambulance staff had been physically assaulted. The campaign aims to target the minority of people who abuse health professionals and sends a clear message – if you choose to assault NHS staff, you will face prosecution and possibly prison. Posters are being displayed in a variety of settings including roadside billboards, mobile billboards, rail platforms and in the washrooms of clubs and pubs. There is also use of local radio.

2.6.6.3 When the customer isn't right

From September 2004 in Scotland a public awareness campaign was launched on the unacceptability of assaulting people at work. The campaign focused on the theme of respect and mirrored a Scottish 'zero tolerance' campaign against domestic violence. It used poster advertising and television and featured articles in the press.

2.6.6.4 Freedom from Fear Campaign by USDAW (Union of Shop, Distributive and Allied Workers)

The Freedom from Fear campaign was launched in 2002 with the objective of tackling violence, threats and abuse against shop workers. Among the elements of the campaign was one to raise awareness among the shopping public that violence, threats and abuse against shop workers are unacceptable behaviour. It also hoped that the campaign would give shop workers the confidence to speak out and not accept abuse as part of their job. USDAW hold annual respect for shop workers events to promote the campaign and have the support of major retailers and the government.

2.6.6.5 Campaign to prevent violence against betting office staff

In March 2008, a campaign was launched in Scotland to stop violence against betting office staff. The campaign will rely on posters in betting shops and has the support of the Scottish TUC, Retailers Against Crime and the Health and Safety Executive.

2.6.6.6 Violence against bar, club and pub staff

The Tackling Alcohol-related Street Crime (TASC) project was a police-led multi agency initiative, launched in 2000, and with the aim of reducing alcohol-related crime and disorder in Cardiff. Its interventions included:

- Measures aimed at improving the quality and behaviour of door staff
- A training programme for bar and pub staff (Servewise)
- A programme of education about the risks of alcohol delivered to school age young people

- Measures aimed at publicising the problem of alcohol-related crime and disorder
- Focused dialogue between the police and members of the licensed trade

The TASC project launched a number of advertising initiatives that were designed both to advertise the project and to highlight the issue of alcohol-related violence. In all its communications, a strong emphasis was put on the value of a partnership approach. The project developed its own poster and ran a prominent campaign advertising the project and 'safe drinking' on the sides of buses and in the local press and through local radio. The campaigns were chosen to run at times when there was expected to be a high risk of alcohol-related violence.

All Bar None is a nationally recognised award scheme which aims to tackle alcohol related violence, curb irresponsible drinking and promote safely managed licensed premises. The scheme does this by recognising and rewarding licensed premises which: have maintained a minimum standard; provide good management; provide a safe and enjoyable environment for customers; discourage binge drinking; and prevent alcohol related crime and disorder.

The HSE and local authorities are developing a toolkit to help manage violence in licensed and retail premises. The toolkit provides practical advice on how to conduct a risk assessment and take action to prevent or control work-related violence. It also contains information on a wide range of control measures and good practice.

2.6.7 Ways in which staff are helped to respond appropriately to customers

Staff can be helped to respond appropriately to customers through:

- Making sure an appointed person is appropriate for the job, its role and tasks (advertisement, recruitment and selection)
- How the job is designed, for example the extent to which people work alone, or with colleagues (how accurately the job description fits the tasks?)
- Training both in induction and on-going (does it equip the member of staff with the appropriate level of knowledge and skills?)
- Availability of management guidance and support and employee engagement, linked to organisational culture

2.6.8 Recruitment and selection

- Communication of information about the organisation and staff's role, including any planned or unplanned changes

Recruitment is the process of identifying that an organisation needs to employ an individual, including deciding on the role and duties of the job, and identifying the skills, including interpersonal skills that are required to do the job effectively and efficiently. It is a commonly accepted principle of good practice that where and how the post is advertised should follow on from the job analysis.

Research conducted on conflict and violence in public houses in England described early examples of the use by breweries of selection techniques to identify and employ appropriate staff sensitive to the potential for conflict from and between customers. One approach examined candidates' experiences of conflict and violence and the strategies that they had employed to defuse such situations. The second approach used a self-completion procedure that involved responding to ten or twelve conflict scenarios presented visually. Trials of these procedures found them to be successful in discriminating between effective and ineffective managers (in terms of their ability to deal with conflict and violence).

In the focus group discussions for the staffing options study (2004), passengers identified different expectations from staff during the daytime (essentially customer care and information giving) and after dark (more about reassurance by providing a presence to deter anti social behaviour and ensuring those who were drunk or abusive did not access the network). However, that distinction did not appear to have been made through the recruitment process or the differing skills required for each.

Interpersonal skills are crucial for front-line staff and how they are identified and assessed should be an important part of the selection and interview process. This should not be (as sometimes appears) limited to their previous experience of engaging with the public. Assessing whether candidates will command respect and authority from the public would require testing their skills or aptitudes possibly through asking them to get involved in simulated work scenarios and getting them to complete personality and intelligence tests.

In the staffing options research, staff described how they were asked about their experience of working with the public with the recruitment process:

> *'That's what they asked in the interview, how I am talking to the public and getting on with them. They asked me what I would do if someone abused me. That happened to me before when I was working at the hospital but never here. I did tell them that I had done lots of jobs working with the public'*

However, there were other examples of staff who had little or no experience of working with the public before taking their present job but who said they enjoyed it and felt they were positive in their relationships with passengers:

> *'Before I took this job, I had never actually worked with the public before but I can't see any change here than when I was working in a warehouse. I get on with people fine'*

Some staff appeared to have expectations of their role from the job interview that they said had not been fulfilled and in practice the job had been more routine and limited in scope than they had expected. This led to feelings of disappointment and an evident lack of enthusiasm for their role.

The Connexions Service working with young people has a Jobs4U database that includes generic information for many different types of job. The post of railway station assistant describes briefly what the work is about (e.g. answering questions from passengers and helping them with luggage); the hours and environment; the salary and benefits; and the skills and personal qualities required. The latter include:

- being fit and energetic
- having a flexible lifestyle for shift and weekend working
- having a polite and friendly manner
- a good memory to know the times of trains and the cost of tickets
- a clean and smart appearance
- stamina
- good vocabulary and speaking voice
- being patient, as the public can be difficult at times
- mature and responsible
- calm in an emergency and able to take responsibility for customer safety
- good hearing and eyesight
- able to work on your own or in a team

- able to cope with boredom at slack times and the bustle of peak times.

Information on the Connexions database is also provided for the post of railway train conductor. It explains that the work can include checking passengers' tickets, making sure that passengers' are seated in the right area of the train, dealing with service enquiries and with any problems on the train such as those from rowdy passengers, and dealing with and reporting any on-train incidents. However, the list of skills and personal qualities required is much shorter than those listed for a station assistant and limited to:

- an awareness of safety and security, with good observational skills
- clear speech and good communication skills
- to be calm and have the confidence to work under minimal supervision
- to enjoy meeting members of the public and providing them with a good service

The Learndirect careers advice website includes information for those wishing to apply for employment as a member of train station staff and includes within the list of the qualifications and experience that employers will be looking for:

> *'Experience of working with the public in a retail or customer service environment could give you a definite advantage when applying for jobs'*

2.6.9 Training

There are a range of techniques that have been developed to assist people who have to deal with others in difficult situations, or with people who are behaving in a challenging way. These include techniques for talking (including persuasion and assertiveness) as well as listening skills, and talking and listening are brought together in negotiating skills. There are a number of training courses and text books that have been developed to support the learning of these.

There are a number of theories about human behaviour that underpin most of the training on offer:

- Neuro linguistic programming (NLP) - At the core of NLP is a wide range of methods and models for understanding how people think, behave and change. It can offer a flexible approach to training for empowering individuals and

organisations to adapt to a changing world. Its advocates identify that NLP training provides the skills to define and achieve outcomes or goals with a heightened awareness that allows individuals to remain flexible and maintain rapport with those around them.

- Assertiveness theory - Suggests that there are essentially three different ways in which people can relate to each other: aggressive; passive and assertive. Aggression is about dominance when a person imposes their will on another and in effect invading that person's personal space or boundary. Violence may be used but is not necessarily a component of all aggressive situations. Passivity is about submission and occurs when a person submits to another's dominance or aggression, putting their own wishes aside. In contrast, assertiveness is about finding a middle way between aggression and passivity that best respects the personal boundaries of all the partners.

- Transactional analysis (TA) – It is a method to improve communication and with a basis in social psychology outlines how we have developed and treat ourselves, how we relate to and communicate with others, and offers suggestions that will enable us to change and grow. The theory assumes that people can change and we all have a right to be in the world and accepted. It adopts a contractual approach. Such contracts can involve those about employment and the workplace with all parties prepared to state what they are prepared to do; whether they are willing and able to undertake what is being asked and whether it is appropriate; whether they have the competencies to deliver the contract; and what each party wants of the other.

Although individual approaches and training programmes have been subjected to evaluation, there does not appear from the literature to be a comparative assessment of the benefits and shortcomings of the different approaches that would help us to know which works best in developing shared expectations between customers and staff.

It is common practice for new employees to attend an induction training programme that usually includes an introduction to the industry and organisation, their role and responsibility and, for front-line staff, customer care and conflict avoidance training. In public transport, as in many other sectors, the main change in

training programmes has gradually shifted from technical skills to focusing on behaviour, customer care and service quality.

2.6.9.1 Conflict avoidance training

In the staffing options discussions, most staff had received conflict avoidance training:

> *'The company gave me conflict awareness training as a conductor which was helpful – it opens your eyes to what to expect. It showed us ways of dealing with difficult situations'*

However, not all staff with an enforcement or reassurance role said that they get the depth of public transport training useful for their role in dealing with passengers. Many said that they "learnt on the job".

Research for the RSSB on conflict avoidance training for front-line railway staff had the objective of providing the industry with guidance on the most effective design, approach, style and content of such training. Among the conclusions of the research were:

- There is evidence of some good quality training being delivered but the quality is highly variable and there is a need to develop industry standards to promote greater consistency while allowing flexibility to plan and delivery training consistent with available resources and needs of staff
- Such training could a be valuable opportunity to raise awareness of company workplace violence policies and encourage staff to take more seriously and report verbal assaults and threats
- The quality of trainers is often key to the effectiveness and impact of the training on staff. It was suggested that there is scope for developing national criteria for the selection and training of trainers to maximise effectiveness of delivery
- Not all staff are receptive to training or classroom situations and trainers need to be credible with their audience and other methods of delivery should be considered.
- On the design of courses, it was suggested that: annual reviews should take place to ensure content is up to date and appropriate; staff should be involved in such reviews to give their views; group size should be limited to 12 to 15 participants; and there should be sufficient time for staff to raise and discuss issues.

- Information and preparation for the training should be provided to staff prior to the session or course.
- Trainers should use real-life scenarios, including those raised by staff, to help translate theories and concepts into practical guidance and advice
- Refresher courses should be provided after the initial conflict management training course

SWeRVe (Stop Workplace Related Violence) is an education package produced by the RPSG to help rail companies train their staff to effectively manage workplace related violence against staff. It includes a DVD and a Power Point presentation for trainers to use on conflict management courses for front-line staff. It was launched in September 2006. The DVD consists of six scenarios that can occur and escalate into a threatening, abusive or violent situation. The scenarios include:

- Passenger on a train with the wrong ticket
- Passenger at the station barrier as the train is about to depart
- Business passengers who become irate at the late running of a service
- Anti social behaviour on a train
- Rowdy football fans

Each episode is repeated with hints of how the situation could have been better managed to avoid or reduce conflict. It is intended that each scenario facilitates a discussion to explore the experiences of those on the course and equip them with the skills to help them face similar situations.

Network Rail has successfully piloted the conflict management training scheme and, during 2008, it is being rolled out to staff at the 18 stations that they manage.

2.6.9.2 Accreditation schemes

The RSAS accreditation process requires that the BTP are satisfied that the person is capable of performing their role and has been trained to a sufficient standard. The training programme required for accreditation includes the following elements:

- diversity and social inclusion
- interpersonal skills
- risk assessment and personal safety
- conflict management and assertiveness
- recording incidents and details of incidents

- crime and incident scene management
- dealing with emergencies and incidents

A number of taxi marshal schemes have received the Security Industry Authority (SIA) national certificate that involves an accredited training element including specialist training in defusing conflict situations and exercising an authoritative role.

2.6.10 Management support and employee engagement

A key factor for employee engagement and satisfaction is the extent to which they feel supported by an organisation's management. Many research studies, often focusing on front-line staff in the public and private sector, have highlighted the paucity of management support and the extent to which this undermines the confidence and ability of employees to deliver their required role and interact positively with their customers. The culture of an organisation, including the extent to which management and staff share values, will have a direct and substantive impact on the extent to which staff feel supported and valued. This in turn will have a direct impact of staff's commitment to the organisation and retention rates.

Annual surveys of employee attitudes in the UK are conducted by the Chartered Institute of Personnel and Development (CIPD) The 2007 survey found that annual labour turnover was 18.1% overall and higher in the private sector at 22.6%. Over 70% of employers believe that staff departure from an organisation has a negative effect on performance. Change of career is deemed to be the most common cause of voluntary turnover with other reasons including promotion outside the organisation, level of pay and lack of career opportunities. The number of employers who experienced retention difficulties was 78% in 2007. The most frequently cited actions taken by employers to increase staff retention were: greater learning and development opportunities; improving the induction process; and improved selection techniques.

Within the next 12 or 15 years, 50% of the workforce in public transport across Europe will have reached retirement age. Staff annual turnover rates are high, especially in those countries (including Britain) where there is often ample choice of alternative job opportunities. For example, in England, the annual staff turnover rate is in excess of 50%. This clearly has implications for the importance of recruitment and selection policies for new staff

and the retention of existing staff that will engage with and share corporate values and visions.

2.6.11 Communication, internal and external

Communication is the way in which we transfer information and is fundamental to the role of front-line staff. Within the workplace there are two elements to communication: internal and external. Internal communication is about how workers within an organisation are provided with information, and externally how information is provided to customers and to the wider public.

2.6.11.1 Internal communication

During 2002, a European delegation with employer and union representatives led a study on the issues of insecurity on local public transport in five cities and its conclusions incorporated a series of generic recommendations to foster dialogue between social partners (employers and employees). The aim was to 'restore trust and transparency' between management and employees and, as such, the study did not focus on the views of public transport users. However, it did identify a number of issues in the staff/user relationship, including how to:

- Reconcile physical employee protection with the need for a customer service approach
- Encourage users to show a sense of solidarity with employees, in the event of a problem
- Better inform users about the conditions and aims under which public transport employees work

The study emphasised the importance of social dialogue and identified that the channels for communication between staff and management were:

> 'the first point in the cycle of trust and without it, the ties and cooperative action with other players will be weakened'

2.6.11.2 External communication

In their interaction with front-line staff in the rail industry, passengers often request information about services and any changes or delays to those services that could affect their onward journey. Research with passengers conducted for the Rail Passengers Council in September 2004 identified that station staff often dispensed service information that was out of date and did not have the benefit of accurate information about service delays or disruptions.

In the DfT staffing options research, discussions with passengers highlighted the priority given to staff providing travel information and having access to up-to-date and reliable information,

especially about any delays/cancellations and changes to the timetable. Station staff identified that they sometimes have problems obtaining up to date information, especially when services are cancelled or delayed, and this can be a source of annoyance to passengers:

> *"There is a problem with communication to passengers and staff about delays. They do not forward information to the stations about the length of delays or the reasons for the delays. If you cannot give information to people that makes them irate. Staff have got pagers and they should get messages, but it often doesn't happen"*

There are examples of measures to improve the provision of information to front-line staff. Rail Information Online is a web based service that provides information directly to staff. It is used by a number of TOCs. In commenting on the use of the technology, East Midlands Trains said that the system had been well received by front-line staff and, is 'easy to use by new entrants to the rail industry who have no prior knowledge of the old paper based retail manuals'. Chiltern Railways is the latest TOC to introduce the system from March 2008 to provide real time service information to staff in their ticketing offices and in a customer service role at stations. It is intended that the information will enable staff to swiftly and accurately respond to passengers' enquiries. The Rail Information Online service will be regularly updated as a means of equipping staff with up to date information on services and any delays.

The importance of communication as a basis for effectively tackling crime and disorder was evident in the RSSB and ATOC sponsored research for the management of football fans on the railway network. The behaviour of football fans can have a significant impact on medium and long haul train services and at stations and during every football season there are 3.5 million rail journeys specifically for the purpose of attending matches. Whilst much effort has been deployed by TOCs and the BTP in trying to control the behaviour of a small but significant minority who display abusive and sometimes violent behaviour, many rail staff believe that the risk has grown in recent years.

The research found that there are a range of current initiatives that are developed and delivered mainly by the BTP and TOCs but independent of the football clubs and fans. The lack of involvement by the football clubs and fans has meant that

measures are less effective in controlling 'opportunistic' anti social behaviour and crime that is usually fuelled by high levels of alcohol consumption and is identified as the cause of the increase in incidents and risk.

To develop control measures with the involvement of the football clubs and fans, two partnership bodies have been established. The Rail Football Forum is chaired by the Football Association and includes the BTP, ATOC, TOCs, Network Rail, associations representing football supporters and the Home Office. A second partnership (the Train Operator Football Alliance) involves those TOCs and Network Rail who have been affected by anti social behaviour and crime from football supporters. It is chaired by ATOC and includes individual TOCs, Network Rail, the BTP, Passenger Focus and RSSB. One of its aims is to provide a united voice for the rail industry in its representation at the Rail Football Forum.

2.6.12 Links between people, service and trust

There is evidence from the private and public sectors that customers' opinion about the quality and value for money of the service or product provided by an organisation impact both on their perceptions of that organisation and the manner in which they respond to staff. For example, information from the Australian Services Union in 2007 identified that an increase in air rage assaults on staff were linked to the negative experience of passengers travelling by budget airlines:

> *"Customers are waiting longer, they are frustrated and this increases the incidence of air rage"*

There is also evidence, especially from studies in the private sector, of a link between levels of customer satisfaction and staff satisfaction with the service that they provide. If the service is such that customers' realistic expectations are being met, then is also a likelihood that staff will feel a pride in the service they deliver. The link between staff satisfaction, customer satisfaction and profit was simplified into the 'Service Profit Chain':

Staff satisfaction > Customer satisfaction > Bottom line profit

A 2005 study of US private sector companies concluded that:

'There is a direct link between employee satisfaction and customer satisfaction, and between customer satisfaction and improved financial performance. It is an organisation's employees who influence the behaviour and attitudes of customers, and it is customers who drive an organisation's profitability through the purchase and use of its products'

Further research in Canada explored the application of the 'Service Profit Chain' to the public sector and in place of 'bottom line profit' identified links between employee engagement and customer satisfaction with public sector service delivery, and between customer satisfaction with services and their trust and confidence in public agencies delivering those services. These links were summarised as:

Engaged employees > Customers' service satisfaction > Trust and confidence in public agencies

The research found that satisfaction with services is a cause of higher trust in the agencies delivering those services. There is also a strong link between staff engagement (defined as a combination of staff satisfaction and staff commitment) and customers' satisfaction with services.

2.7 Conclusions

- There is very limited evidence from the literature on the relative importance of the different factors influencing customer perceptions of respect and trust.
- Features such as the availability of powers, appearance and the presence of interpersonal skills are commonly associated with a role to command respect and authority. However, what is not known is what weight customers place on these different features in their assessment of the capabilities of frontline staff.
- There is limited information on what passengers expect from frontline public transport staff and public perceptions on how those roles are delivered. In particular, the research reveals the daytime emphasis on customer care and the after dark emphasis on reassurance.
- Compared to that of customers, there is much less evidence from the literature on what frontline staff expect and their views on how staff can be best equipped to respond appropriately to customers.

- The literature provides evidence of the benefits for both customers and staff of identifying shared expectations with direct links between enhanced employee and customer satisfaction. There is little evidence, however, of the ways in which shared expectations can be identified and translated into practical measures to enhance the experience of customers and staff. The recently launched campaign by the National Consumer Council and Unison for 'Shared Solutions' is attempting to do this for the public sector by bringing together staff and customers in the same forum to identify shared expectations and practical measures for their achievement.
- The literature review reveals a range of initiatives from both within the rail industry and from other sectors which will be explored further in the next stage of this research project.

3 Research Methodology	The research methodology comprised:

- Six focus group discussions with customers, 3 being at rail stations where passengers reported a good relationship with both station and on-train staff, and 3 being at rail stations where this relationship was poorer.
- Interviews with 28 front-line staff across the country, in locations where there were initiatives in place to address the relationship between passengers and front-line staff.
- Interviews with managers – in the rail industry and elsewhere – who had developed initiatives to improve that relationship. A total of 30 case studies were explored in this way, 15 from the rail industry and 15 from other sectors.
- The preparation of draft materials, drawn from the case studies, for use by the rail industry in addressing the relationship between passengers and front-line staff.
- A workshop involving participants from the rail industry and other sectors to consider and comment on those draft materials.

The research process was overseen and guided by a project review group.

The following reports have been produced, setting out the findings of each stage of the methodology:

- Literature review, May 2008
- Focus group discussions with rail passengers and interviews with front-line staff, July 2008
- Exploring good practice within the rail industry, October 2008
- Exploring good practice within other sectors, October 2008

Key issues arising from the workshop are set out in Annex 2 to this report.

Together, the reports and workshop issues have informed the content, style and format of the guidance materials.

Research Methodology

4 Key findings from the research

4.1 Creating a positive relationship between passengers and front-line staff

This research echoed findings from the literature, in that there that there appears to be less respect now for figures in authority, not just on public transport but also in wider society.

The rail industry currently invests substantially in measures designed to assist front-line staff in dealing with conflict and aggression from passengers, most particularly through training. The guidance that has been produced as a result of this study is designed to enable companies to take a new perspective. Rather than reacting to the problem, companies are encouraged to create a more positive environment where conflict is less likely to occur. It is an approach that parallels 'primary prevention' in the health sector:

> *'taking action to build resilience and to prevent problems before they occur'.*

4.2 A framework for action

The interaction between passengers and front-line staff on the railway can be thought of as being at the level of the industry as a whole, an individual train operating company (TOC) or Network Rail, and the individual member of staff in question. How a passenger regards and treats that member of staff is likely to be influenced by their experience and perception of:

- The rail industry as a whole – messages from government and the media
- The individual TOCs and Network Rail – their experiences and the reputation of the company as a service provider
- The individual member of staff – the interaction with that individual, often in the context of a query, problem or complaint.

On the basis of the research, a pack of materials was prepared that addresses the relationship at the company and individual level, and is aimed at improving the behaviours of both passengers and front-line staff, for their mutual benefit. The diagram overleaf sets out which materials may be useful at each level.

All railway staff are entitled to be treated with respect, but must also demonstrate that as the public face of the railway it is their duty to assist legitimate users and when necessary protect them

from the unwanted behaviour of others. The materials have been prepared to address the attitudes and behaviour of both passengers and front-line staff. So, for example, they include guidance for staff about treating passengers as individuals, as well as guidance for managers about raising passengers' awareness of what is acceptable behaviour on their part.

4.3 Addressing the issue at industry level

On the whole the materials produced address the relationship between passengers and front-line staff at company and individual level. However, the research revealed the importance of also addressing the issue at national level. Customer perceptions of the railway are not only drawn from their knowledge and experience of individual companies or 'brands' but by their wider knowledge and experience of Britain's railways.

4.4 What passengers and front-line staff want from each other

Research reveals that passengers want front-line staff on the rail network to:

- be competent in their role, helpful and well-informed
- be visible and pro-active, especially when there are service problems
- be in uniform, smart, and polite in manner
- recognise that their focus should be the customer and meeting their needs
- recognise that passengers are individuals and have different needs
- recognise that not all passengers are familiar with the travelling environment, and may need patience and a clear explanation from staff
- know their limitations, and be honest about what they do and do not know

Fundamentally, passengers want value for money for their ticket, and front-line staff are likely to bear the brunt of any shortfall in this respect. Passengers may have an unrealistically higher expectation of the service than is actually available, in which case it is important to manage expectations at corporate level rather than leave it to front-line staff to deal with the consequences.

Front-line staff in any industry want to be treated with respect and dignity by service users. Front-line staff in the rail industry should be entitled to expect that passengers will comply with the railway bye-laws. Most passengers, while they may not know the detail of the bye-laws, behave appropriately because of their own

values and standards. For some, however, it may be helpful to be clear about what sort of behaviour is expected on the railway.

Having shared expectations can increase customer satisfaction with the service and staff satisfaction with their job. The research reveals that both passengers and front-line staff want:

- Services to run without delays or disruptions
- Accurate and up-to-date information about any factors affecting services
- To be safe and secure on the rail network
- To be treated with respect by the other.
-

4.5 Addressing a spectrum of behaviours

In the course of the research many managers and front-line staff highlighted the fact that few initiatives affect the behaviour of 'hard core offenders', for whom use of the criminal justice system is believed to be the only appropriate response. The materials produced were designed to help improve the relationship between front-line staff and the majority of passengers, that on the whole are law-abiding people although they may from time-to-time behave inconsiderately or irrationally.

In developing initiatives to address passenger behaviour, it is important to identify which behaviours – and therefore which passengers – are being targeted. In designing a public awareness campaign, Transport for London developed a spectrum of behaviour:

4.5.1 Spectrum of behaviours   Appropriate > Inconsiderate > Anti-social > Criminal

Key findings from the research

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Association of European Transport (AET)

Association of Train Operating Companies (ATOC)

British Medical Association

British Transport Police

Chartered Institute of Personnel and Development (CIPD)

Centro (West Midlands Passenger Transport Executive)

Connexions

Department for Transport

Fire Brigades Union

First Group

Go Skills

Greater London Authority

Greater Manchester PTE

Health and Safety Executive

Home Office

Institute of Customer Service

Institute of Personnel Management

Institute of Railway Operations

International Association of Public Transport (UITP)

Learn Direct

London TravelWatch

Merseytravel (Merseyside Passenger Transport Executive)

Metropolitan Police Authority

National Consumer Council

NHS Security Management Service

National Union of Rail, Maritime and Transport Workers (RMT)

National Union of Teachers

Network Rail

Nexus (Tyne and Wear Passenger Transport Executive)

No Messin'!

Nottingham City Council

Passenger Focus

Personnel Today

Portland Group

Rail Safety and Standards Board

Royal College of Nursing

Track Off

Trades Union Congress

Train Operating Companies

Transport for London (TfL)

South Yorkshire Passenger Transport Executive

Stagecoach

Strathclyde Passenger Transport Executive

Unison

West Yorkshire Passenger Transport Executive

Whitbread Trust

References

6 Annex 1: Measures commonly in place to reduce crime and disorder on the public transport networks include

- Use of CCTV camera surveillance, often with live monitoring arrangements, on stations and increasingly on trains
- Special operations by the British Transport Police
- Patrols at stations and on trains by the BTP and Community Support Officers
- Deployment of security personnel on stations and trains
- Staff dedicated to a deterrent and reassurance role such as Travelsafe Officers (South West Trains) and Rail Enforcement Officers (Southeastern)
- Secure Stations Scheme delivered by the DfT and BTP
- Help points on stations for emergency use and to access information about services
- Gating of access and exit points to station platforms to deter fare evasion and ticketless travel
- Physical improvements to stations to ensure clear sight lines and avoid as far as practical alcoves and blind corners that can provide hiding places for perpetrators
- Use of toughened glass at ticket office windows
- Providing staff with DNA spit kits to help detect perpetrators and provide evidence
- Alcohol Exclusion Zones around stations to deter the gathering of people who may misuse alcohol
- Legal remedies such as Dispersal Orders and conditions on Anti Social Behaviour Orders effectively to exclude known perpetrators from rail stations and the network
- Station adoption schemes

7 Annex 2: Key issues arising from the Workshop

- Many of the public see the industry as a whole. A bad experience with one TOC will impact on their perceptions of the rail industry overall.
- There needs to be an incentive for operators to have national vision – the National Rail Awards video is a good example of a positive vehicle to promote the industry. RSSB suggested revisiting the earlier research they did on this.
- Regular rail users are more likely to discriminate between their own TOC and others.
- Passenger want shared standards: to know that their basic requirements will be met by all TOCs across the country.

- Inconsistency of treatment (within a TOC and between TOCs) can be a trigger for conflict between front-line staff and passengers.
- Even though there may be variations in standards between TOCs, as with the airways there should be a common standard of behaviour.
- The materials prepared from this research address the issue at a 'primary' level, in terms of the World Health Organisation model. They are designed to create a safer environment, rather than reacting to problems.
- Some managers at corporate level do not recognise the kinds of behaviour that their staff have to encounter on a daily basis, and are therefore unlikely to be receptive to the messages from this research.
- It is important to get the messages through at corporate level, since no measures aimed at front-line staff will be successful if they are not reinforced at all levels of the company. The Rail Personal Security Group (RPSG) may be a conduit for this.
- RSSB need to engage the marketing, communications and Human Resource departments of the TOCs and Network Rail in order to promote the materials produced from this research.
- The term 'customer' appears to be preferred to 'passenger' for the purposes of this guidance. It recognises the contractual relationship, and that the customer is not just being transported but has purchased a service. Moreover (for the first nine papers at least), it speaks to the audience.
- It would be desirable to draft a paper that sets out what is expected of passengers (e.g. pay their fare, treat other passengers and staff with respect and consideration) alongside what is expected of front-line staff.