

# LONDON ASSEMBLY

**City Hall**  
Kamal Chunchie Way  
London  
E16 1ZE  
Tel: 020 7983 4000  
[www.london.gov.uk](http://www.london.gov.uk)



**Keith Prince AM**  
**Chairman of the Transport Committee**

Sadiq Khan  
Mayor of London  
(Sent by email)

1 March 2024

Dear Sadiq,

I am writing to share the conclusions and recommendations of the Transport Committee's investigation into personal security issues on London's transport network. This is one component of a two-part investigation the Committee has undertaken into transport safety in London. The Committee held a meeting on this topic on Thursday 30 November 2023,<sup>1</sup> which included the following guests:

- **Siwan Hayward OBE**, Director of Compliance, Policing, Operations and Security, Transport for London (TfL)
- **Mandy McGregor**, Head of Policing and Community Safety, TfL
- **Alex Smith**, Head of Campaigns, London TravelWatch
- **Chris Casey**, Chief Superintendent, Divisional Commander, British Transport Police (BTP)
- **Christina Jessah**, Acting Detective Chief Superintendent, Operational Command Unit Commander, Roads and Transport Policing Command, Metropolitan Police Service (Met Police).

---

<sup>1</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023.

The Committee's investigation was also informed by two research reports undertaken by London TravelWatch; a January 2022 report focusing on personal security in relation to the experiences of individuals travelling in London;<sup>2</sup> and a November 2023 report on the safety of LGBTQ+ people on London's transport network.<sup>3</sup> The Committee's investigation builds on London TravelWatch's conclusions, with nine recommendations covering the following areas:

1. The need for **consistent messaging across all personal safety campaigns**.
2. The need to **establish a simple online mechanism for passengers to report crime** and antisocial behaviour.
3. The need to **assess the relationship between staffing levels, crime incidents and customer comfort** to determine future funding and resource allocation.
4. The need to **enhance the accessibility of crime data** for transport network users.
5. The importance of **diversity amongst police staff**, including female representation and the importance of continuing to **engage with community representatives from diverse communities** to enable a co-designed approach to transport policies and tailored support.
6. The opportunity to make **reporting places that feel unsafe easier** on the transport network so that they can be addressed.
7. The need for a **consistent approach to the retention of CCTV footage** and the importance of **reliable 4G and 5G coverage** across the transport network for reporting incidents.

### **1. Consistent messaging across all personal safety campaigns**

TfL has undertaken high profile campaigns against sexual harassment for over a decade. TfL's latest campaign, the 'Bystander Awareness Campaign', delivered in partnership with British Transport Police and the Met Police, was launched in January 2023 and focuses on encouraging Londoners to look out for others.<sup>4</sup>

Mandy McGregor, Head of Policing and Community Safety at TfL told the Committee that "around £600,000 has been allocated to the end violence against women and girls (VAWG) campaign"<sup>5</sup> and this annual funding has been "built into" TfL's business plan for the next five years, "with an inflationary increase."<sup>6</sup> The Committee is pleased to see TfL's ongoing commitment to continuing such campaigns in the medium term.

London TravelWatch told the Committee that it welcomed the new TfL campaign, but highlighted how there could be greater consistency in messaging and wording across different transport stakeholders in London, stating:

"There is still potentially work to be done across the wider industry to make sure it is a unified message. They are all good campaigns in their own right, but there are some slight

---

<sup>2</sup> London TravelWatch, [Personal Security on London's Transport Network Report](#), January 2022.

<sup>3</sup> London Travel Watch, [Out in London \(LGBTQ+ People's Safety on London's Public Transport Network\) Report](#), November 2023.

<sup>4</sup> TfL, [New campaign encourages customers to look out for sexual harassment and support others on public transport - Transport for London \(tfl.gov.uk\)](#), January 2023.

<sup>5</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 22.

<sup>6</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 22.

differences in the advice on some of the TfL campaigns [compared] to some on national rail companies. Not that either of them are wrong and it is all useful information for passengers, but it can cause a bit of confusion when one is saying I should do this and one is saying I should do that, which one should I do.”<sup>7</sup>

- **Recommendation 1:** TfL should continue to work with London TravelWatch, the Rail Delivery Group, the Met and BTP to ensure that there is consistent messaging throughout all active bystander campaigns to reduce the potential for confusion among passengers.

## 2. **A consistent approach to reporting**

London TravelWatch in its 2022 report encouraged TfL to provide app-based reporting for their transport services.<sup>8</sup> Responsibility for policing London’s transport network sits across several agencies which have different reporting mechanisms for transport users to submit details of incidents or concerns. The Metropolitan Police Service is responsible for London’s bus network;<sup>9</sup> British Transport Police (BTP) is responsible for the railway network across the UK, including the tube;<sup>10</sup> and the City of London Police is responsible for the safety and security of both residents and commuters in the City of London.<sup>11</sup>

BTP introduced the Railway Guardian app in July 2022,<sup>12</sup> which allows users to report crimes or concerns on the rail network, share journeys with trusted contacts, and get access to news, guides, or support.<sup>13</sup> Chris Casey from BTP told us that “The brand recognition [of the Railway Guardian App] is good and is getting better, but there is still more to do in that space.”<sup>14</sup>

However, the Committee heard that while different organisations are exploring reporting mechanisms for their respective jurisdictions, there is risk of duplication or confusion. Alex Smith of London TravelWatch told the Committee that they “welcome the [Railway] Guardian app”, but had concerns that “If everyone has a different app, are people going to bother downloading it? Will they know which one to use? Will that inadvertently make it more difficult?”<sup>15</sup>

Mandy McGregor said that she recognised the importance of making it “clearer for customers regardless of where they are travelling on what modes how to report and then direct them

---

<sup>7</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 21.

<sup>8</sup> London TravelWatch, [Personal Security on London's Transport Network Report](#), January 2022.

<sup>9</sup> [Role and responsibilities | Metropolitan Police](#)

<sup>10</sup> [British Transport Police \(BTP\) \(parliament.uk\)](#) p. 5.

<sup>11</sup> [Transport policing - Transport for London \(tfl.gov.uk\)](#)

<sup>12</sup> [Community Rail - British Transport Police launch Railway Guardian app encouraging bystanders to report sexual harassment on the railway](#)

<sup>13</sup> [BTP Railway Guardian App](#)

<sup>14</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 23.

<sup>15</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 26-27.

through to the right channels.”<sup>16</sup> The Committee is clear that there is a need for a single, simple online mechanism for reporting crime and antisocial behaviour on London’s transport network.

- **Recommendation 2:** TfL should implement a ‘one-stop shop’ for reporting incidents and concerns on public transport in London. This should include working with the BTP and Met Police to agree a common reporting strategy to include all transport modes, including buses through the same app or web portal, as well as offline options. TfL should ensure this is clearly communicated, including through the use of QR codes for easy download, and also appropriately integrated within the TfL Go App and website.

### **3. Staffing and crime**

During our investigation we heard how important staff are to people’s perceptions of safety. Alex Smith of London TravelWatch told the Committee “staffing across the board is important to people travelling” as it provides comfort, deterrence against low level crime, a source of assistance, and a safe space for a person to go to.<sup>17</sup> In order to determine future investment in transport network staffing and resources, more work could be done to further explore the relationship between the level of staffing and the frequency of safety incidents by commissioning detailed research into this area. This could be then used to assess the case for further investment in staffing in key locations in future.<sup>18</sup>

- **Recommendation 3:** TfL should undertake in-depth analysis of the relationship between staffing levels, crime incidents and customer perceptions of safety to evaluate changes over the past five years. This analysis should be published and shared with the Committee by September 2024.

### **4. Data on crime and safety**

The Committee notes that up until 2021, TfL published annual crime reports in its “TfL Crime and Antisocial Behaviour Bulletin”. This Bulletin provided a summary of cases from 1 April – 31 March each year. These are still available from the “Safety & Security” section of TfL’s website.<sup>19</sup> However, since 2021, Crime and Anti-Social Behaviour reports have been published on a six-monthly basis as part of an appendix to the Customer Service and Operational Performance Panel. These are more difficult to locate online, with no link from the “Safety & Security” page. The Committee thinks there would be value in these reports being better signposted, for greater transparency and ease of access for Londoners.

The Committee heard that in addition to the six monthly crime bulletins, TfL had undertaken initial work to develop an interactive dashboard with transport data that is intended to inform “the people of London about what is happening across the network.”<sup>20</sup> This was originally planned to be launched in the summer of 2023, and while Siwan Hayward told the committee that some skeleton work had been done, more work was needed to make sure the dashboard

---

<sup>16</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 25

<sup>17</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 13.

<sup>18</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 4.

<sup>19</sup> [Safety & security - Transport for London \(tfl.gov.uk\)](#)

<sup>20</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 8.

adds value. In the interest of providing accessible and useful information to transport network users, the Committee welcomes the development of an interactive dashboard to supplement existing data, and would like this work to be completed and available to Londoners.

- **Recommendation 4:** TfL should ensure a complete and up-to-date archive of the new “Six-month Crime and Anti-Social Behaviour (ASB) Reports” is kept in the “Safety & Security” section of the TfL website alongside the previous “TfL Crime and Antisocial Behaviour Bulletins”.
- **Recommendation 5:** TfL should implement the planned interactive dashboard by September 2024 to allow Londoners to access and understand the latest crime data on the transport network. This should be tested with Londoners to make sure it is easy to use, comprehensive and prominent in an appropriate part of the TfL website.

## **5. Serving and working with diverse communities**

There is currently a lack of diversity and female representation on the frontline of Police staff on the transport network. Chief Superintendent Chris Casey, representing the BTP, told the Committee that for the BTP “female representation is incredibly poor. We have the lowest female representation in the country if you look at the police forces. It is something that we have been working hard on.”<sup>21</sup> Acting Detective Chief Superintendent Christina Jessah of the Metropolitan Police Service told the Committee that women make up around 35 per cent of the Metropolitan Police Service.<sup>22</sup>

We heard about initiatives from our guests to increase female representation in frontline forces. BTP told us about its recently adopted part-time officer recruitment initiative. We also heard about TfL’s efforts to encourage diverse uptake in the transport support and enforcement officer (TSEs) positions through offering flexible, family-friendly working models.<sup>23</sup> The Committee welcome these efforts to support greater female representation in frontline forces.

Alex Smith from London TravelWatch told the Committee that experiencing unsafe behaviour while travelling “is an issue across all demographics, but there are particular groups who are particularly impacted by this.”<sup>24</sup> One in five LGBTQ+ respondents in a November 2023 London TravelWatch report had been subjected to hate crime on public transport in the last year;<sup>25</sup> and 38 per cent of disabled people had experienced hate crime or harassment while travelling in the past three years.<sup>26</sup> Additionally, London TravelWatch identified that LGBTQ+ people have low confidence in the current processes of reporting negative experiences to the Police, with 49 per

---

<sup>21</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 31.

<sup>22</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 31. Note: Christina Jessah confirmed in writing to the Committee that this refers to the whole of the Metropolitan Police Service, not just the Command.

<sup>23</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 31.

<sup>24</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 9.

<sup>25</sup> London Travel Watch, [Out in London \(LGBTQ+ People's Safety on London's Public Transport Network\) Report](#), November 2023, p. 18.

<sup>26</sup> London TravelWatch, [Personal Security on London's Transport Network Report](#), January 2022, p. 29.

cent of LGBTQ+ respondents saying that the presence of Met Police does not make them feel safer on public transport.<sup>27</sup> These figures were reflected in The Baroness Casey Review into the standards of behaviour and internal culture of the Metropolitan Police Service which also noted “overt discrimination, mistreatment and abuse of LGBTQ+, women and Black, Asian and ethnic minority officers and staff.”<sup>28</sup>

To ensure the voices of London’s diverse population are heard, Alex Smith from London TravelWatch told the Committee that “codesign is the ideal and, when you cannot do that, meaningful consultation with people, again, just to make sure that policies that are implemented and things that are put into place will work as best as they can for the people who will be protected by them.”<sup>29</sup> The Committee heard from both the Met Police and British Transport Police of examples of where this has been done, and ideas for how this could be extended further.<sup>30</sup>

- **Recommendation 6:** TfL, the Met Police and BTP should continue to encourage diverse employment on the frontline. To support this, the Committee recommends that TfL, the Met Police and BTP carry out a review of how their policies to encourage diverse employment to frontline positions are working, and share with the Committee an action plan for how each organisation will increase diversity to frontline positions by July 2024.
- **Recommendation 7:** Recognising the varying perceptions of Police amongst some communities, the Mayor should ensure that TfL continues to show leadership in engaging and consulting with community and representative groups so policies and support around personal security are codesigned with organisations, communities, and representative groups.

## **6. Infrastructure and safety**

It is possible to design station infrastructure to reduce the occurrence of crimes. The Committee heard how this was incorporated into the design of the Elizabeth Line with its big platforms, light and bright stations and high-quality CCTV cameras.<sup>31</sup> However, much of the tube network is Victorian, and even stations built in the 1970s are now 50 years old and do not have modern features. Chris Casey told the Committee that one way to address personal safety challenges is to “design it in a way that makes people feel safer”.<sup>32</sup>

Siwan Hayward OBE from TfL told the Committee that there is “an investment programme across many lines, to improve the standard, the quality and the fabric of London’s Tube trains

---

<sup>27</sup> London Travel Watch, [Out in London \(LGBTQ+ People's Safety on London's Public Transport Network\) Report](#), November 2023, p. 7.

<sup>28</sup> Metropolitan Police, [BARONESS CASEY REVIEW Final Report \(met.police.uk\)](#), March 2023, p. 330.

<sup>29</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p 42-43.

<sup>30</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p 13

<sup>31</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 9.

<sup>32</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 10.

and stations” and that they are part of schemes to “consider where improvements could be made for a place to feel safe and secure.”<sup>33</sup>

London TravelWatch has identified several additional measures that could be taken to enhance passenger safety at night include increasing the frequency of late-night bus and rail services and increasing staff presence during night hours.<sup>34</sup> Practical tools could also be utilised more effectively to allow network users to report incidents of TfL infrastructure being unsafe or needing attention from authorities. Currently there is the Metropolitan Police’s StreetSafe reporting service,<sup>35</sup> but this is not tailored to locations within the public transport network.

- **Recommendation 8:** The Mayor and TfL should develop an accessible online reporting portal for passengers to identify locations where they currently feel unsafe. This could be used to implement interventions to increase safety in these areas, with feedback provided to users for accountability on actions taken in response.

## 7. CCTV and WiFi

According to London TravelWatch there is an inconsistency in CCTV retention periods across London’s transport network, “from as little as 2 days to 28 days, making it an inconsistent tool for gathering evidence.”<sup>36</sup> The Committee heard that TfL is working to upgrade the condition of its CCTV infrastructure, including to improve the availability and retention of CCTV to align with the 31 day retention standard set by the Home Office.<sup>37</sup> However, Mandy McGregor stated that TfL “do not have the budget to replace all CCTV at one time but, as the systems are due to be replaced, upgraded, then we will take every opportunity we can to bring them into the 31 days.”<sup>38</sup>

Additionally, the availability of WiFi across the network poses a challenge to timely incident reporting. The 2022 London TravelWatch report noted that “WiFi provides a crucial link for users of the underground, for reporting incidents and contacting friends and family. TfL has already committed to installing WiFi on all London Underground lines by 2024. This deadline should not be missed.”<sup>39</sup>

- **Recommendation 9:** The Mayor should ensure that CCTV retention periods across the TfL network are increased to 31 days as soon as practicable, and accelerate the roll out of 4G and 5G coverage across the whole network to aid real-time reporting. The Mayor should write to the Committee by April 2024 about current status and the detailed timeline for reaching these goals. Once TfL has achieved 31 days retention, it should update the Committee and set out how it will ensure customers are suitably informed.

---

<sup>33</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 12.

<sup>34</sup> London TravelWatch, [Personal Security on London’s Transport Network Report](#), January 2022

<sup>35</sup> [StreetSafe \(streetsafetool.com\)](#)

<sup>36</sup> London TravelWatch, [Personal Security on London’s Transport Network Report](#), 2022, p. 23.

<sup>37</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 35.

<sup>38</sup> London Assembly, [London Assembly Transport Committee Meeting](#), 30 November 2023, p. 35

<sup>39</sup> London TravelWatch, [Personal Security on London’s Transport Network Report](#), 2022, p 23

Transport safety is a multi-faceted and important issue, which impacts Londoners on a daily basis. I hope that you will take these recommendations on board to ensure that there is a continued focus on improving personal safety for Londoners who rely on the transport network, and investments for continued improvements of the network to make it safer for all.

The Committee would welcome a response within six weeks from the date of this letter, and before the start of the pre-election period if possible.

Yours,

A handwritten signature in black ink, appearing to read 'Keith', with a horizontal line underneath the name.

**Keith Prince AM**  
**Chairman of the Transport Committee**