

MDA No.: 1813

Title: Hate Crime and Violence Against Women and Girls on London's Public Transport

1. Executive Summary

- 1.1 At the Police and Crime Committee meetings on 5 November, 3 December and 17 December 2025 the Committee resolved that:

Authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output arising from the discussion.

- 1.2 Following consultation with party Group Lead Members, the Chair agreed the Committee's report, *Hate Crime and Violence Against Women and Girls on London's Public Transport*, as attached at **Appendix 1**.

2. Decision

- 2.1 **That the Chair, in consultation with party Group Lead Member, agrees the Committee's report, *Hate Crime and Violence Against Women and Girls on London's Public Transport*, as attached at Appendix 1.**

Assembly Member

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Printed Name: Marina Ahmad AM, Chair of the Police and Crime Committee

Date: 23 March 2026

3. Decision by an Assembly Member under Delegated Authority

Background and proposed next steps:

- 3.1 The terms of reference for this investigation were agreed by the Chair, in consultation with relevant party Lead Group Members, on 8 October 2025 under the standing authority granted to Chairs of Committees and Sub-Committees. Officers confirm that the report and its recommendations fall within these terms of reference.
- 3.2 The exercise of delegated authority approving the report will be formally noted at the Police and Crime Committee's next appropriate meeting.

Confirmation that appropriate delegated authority exists for this decision:

Signature (Committee Services): 

Printed Name: Lauren Harvey, Principal Committee Manager

Date: 19 March 2026

Financial Implications: NOT REQUIRED

Note: Finance comments and signature are required only where there are financial implications arising or the potential for financial implications.


Signature (Finance): Not Required

Printed Name:

Date:

Legal Implications:

The Chair of the Police and Crime Committee has the power to make the decision set out in this report.

Signature (Legal): 

Printed Name: Rory McKenna, Monitoring Officer

Date: 23.03.26

Email: rory.mckenna@london.gov.uk

Supporting Detail / List of Consultees:

- Susan Hall AM (Deputy Chairman)
- Zoë Garbett AM
- Gareth Roberts AM
- Alex Wilson AM

4. Public Access to Information

- 4.1 Information in this form (Part 1) is subject to the FoIA, or the EIR and will be made available on the GLA Website, usually within one working day of approval.
- 4.2 If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.
- 4.3 **Note:** this form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 - Deferral:

Is the publication of Part 1 of this approval to be deferred? **NO**

If yes, until what date:

Part 2 – Sensitive Information:

Only the facts or advice that would be exempt from disclosure under FoIA or EIR should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form? **NO**

Lead Officer / Author

Signature: *J Roker*

Printed Name: Janette Roker

Job Title: Senior Policy Adviser

Date: 19 March 2026

Countersigned by Executive Director:

Signature: *Hew*

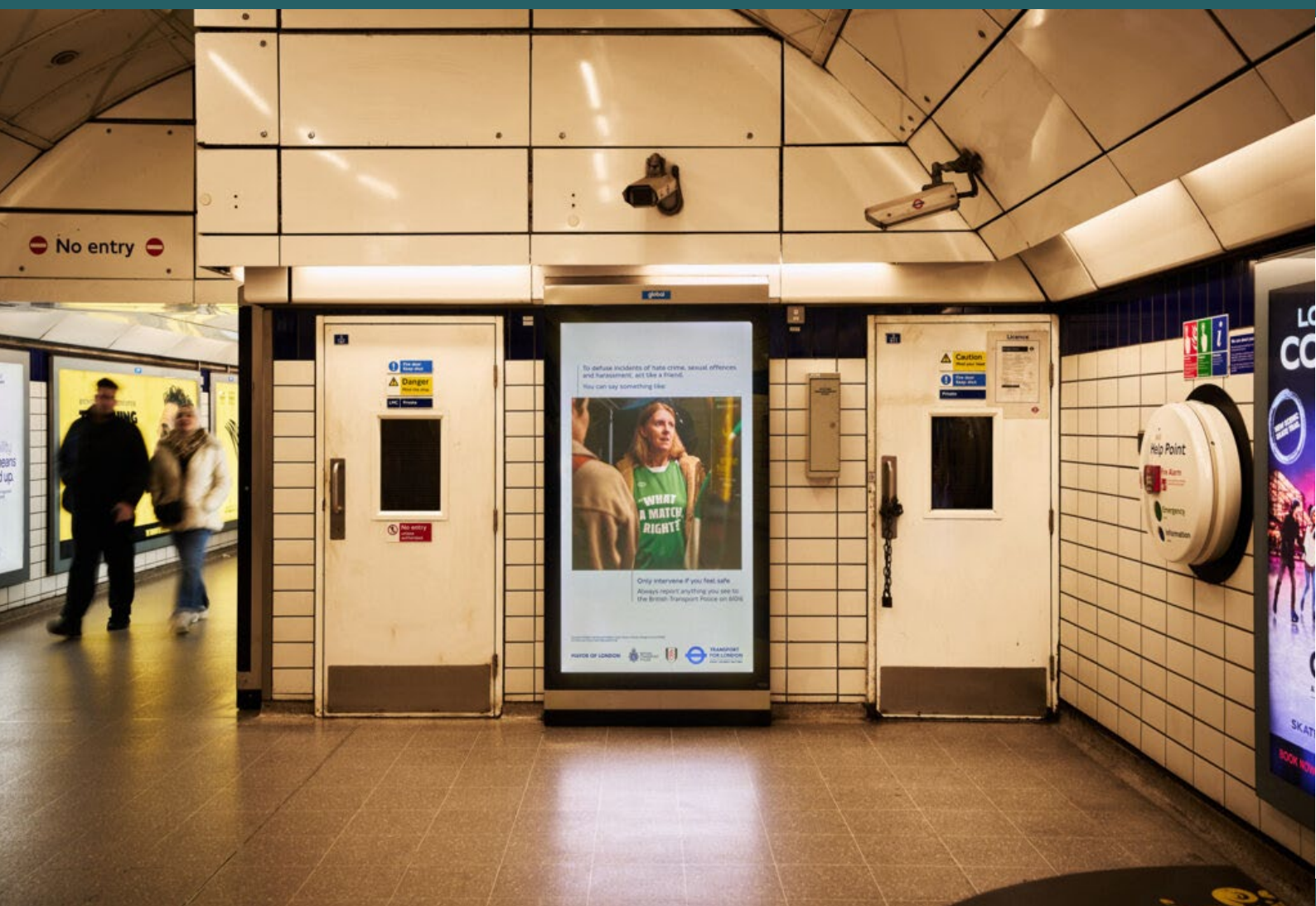
Printed Name: Helen Ewen

Date: 20 March 2026

Hate crime and violence against women and girls on London's public transport

Police and Crime Committee

March 2026



Police and Crime Committee



The London Assembly Police and Crime Committee examines the work of the Mayor's Office for Policing and Crime (MOPAC) and investigates issues relating to policing and crime reduction in London.

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Foreword



Marina Ahmad AM
Chair of the Police and Crime Committee

London has one of the most extensive transport networks in the world, with over nine million trips made daily across buses, Tube, tram, rail, and river services. Public transport enables millions of residents, workers, and visitors to travel efficiently, supporting everything from daily commutes to tourism.

Public safety and confidence across the transport network are not only imperative to supporting London's economy; it is a right for Londoners to travel without fear.

When this Committee began its investigation into hate crime and violence against women and girls on London's public transport, we expected to find a problem. What we found was a crisis; one that is larger, more entrenched, and more damaging to Londoners' lives than the official figures alone reveal.

The statistics themselves are serious enough. Recorded hate crime on the network has more than doubled in a decade. In 2025, British Transport Police recorded nearly 4,600 violence against women and girls (VAWG) offences and 1,724 hate crimes.

But numbers only tell part of the story. What struck me most forcefully was the human picture behind them: the woman who quit her job after being assaulted on her commute home, the young boy who now takes a longer commute to school in order to avoid the train on which he was robbed, the Muslim women who remove headscarves before travelling, the disabled women who have stopped using public transport altogether. Despite increased reporting, just three per cent of VAWG cases and two per cent of hate crimes resulted in a charge or summons. In two thirds of hate crime cases, no suspect was identified at all. Our investigation highlighted that the response and support provided to victims, across policing, transport, and victim support, has often felt inadequate. Victims are passed between agencies. Cases are closed without resolution. Specialist knowledge is inconsistently applied. And, at times, there does not seem to be coherent strategy binding the efforts of TfL, the Met, BTP and their partners into something that victims can rely on.

Tackling hate crime and violence against women and girls on London's public transport requires both systematic and societal changes. I welcome the efforts and actions of the Mayor in recent years to tackle hate, intolerance and extremism in London.

The eleven recommendations set out in this report are our contribution to making London's transport network safer for everyone who uses it, through a practical, evidence-based, and focused approach intent on delivering change that Londoners can actually feel.

In a world that feels more hostile and divided than ever, we all need to play our part in making sure London remains the safe, tolerant and welcoming city that it has always been.

Executive Summary

Hate crime and violence against women and girls (VAWG) on London's public transport network are not isolated or rare occurrences. While overall recorded crime on the network remains higher compared with pre-pandemic levels, hate crime has risen in the most recent reporting period and sexual offences remain at significant volumes. At the same time, national data shows wider increases in hate crime and describes VAWG as a "national emergency".¹ As misogynistic violence against women exists in society at large, London's transport system is not immune from it. However, public transport's enclosed, shared and often unavoidable nature can intensify vulnerability and impact.

Recorded offences tell only part of the story. The Committee heard consistent evidence that underreporting remains widespread. Many victims do not believe reporting will lead to meaningful action. Others are uncertain whether what they experienced meets the threshold for crime. For some communities, particularly disabled people, LGBTQ+ Londoners and ethnic minority Londoners, trust in policing and institutions is lower, shaping whether individuals feel able or willing to seek help.

London benefits from established partnership working between Transport for London (TfL), the Metropolitan Police Service (Met), British Transport Police (BTP) and the City of London Police (CoLP). Prevention initiatives are in place, including bystander campaigns, school-based education programmes, staff training and environmental design measures. However, the Committee heard that these efforts are not yet delivering the level of confidence or consistency Londoners need to travel safely on the transport network.

Across the investigation, the Committee identified the following challenges:

- Low confidence in reporting and outcomes, with many victims uncertain whether incidents will be taken seriously or lead to meaningful action.
- The true scale and nature of hate crime and VAWG on public transport is not fully understood, with underreporting and gaps in data limiting the ability to identify risks and target action.
- Victims do not always receive coordinated support after reporting, with inadequate referral pathways to specialist organisations.
- Limited long-term evaluation of prevention initiatives, making it difficult to understand what works in reducing hate crime and VAWG.
- Efforts to tackle hate crime and VAWG on public transport lack a single strategic framework, limiting coordinated action across organisations.

Throughout the investigation, community organisations demonstrated their value not only as support providers, but as holders of critical insight into lived experience, emerging risks and barriers to reporting. The Committee considers stronger, structured collaboration with these organisations essential to improving both trust and effectiveness.

The Mayor's newly established Transport Hate Crime and VAWG Taskforce provides a timely opportunity to address these gaps. To succeed, the Taskforce must move beyond coordination

¹ National Police Chiefs' Council, [Call to action as VAWG epidemic deepens](#), 23 July 2024

of activity towards a clear, measurable programme of change. This includes developing a coherent London-wide framework, strengthening reporting pathways and victim support, embedding specialist expertise, evaluating prevention interventions rigorously, and ensuring accountability for delivery.

Hate crime and VAWG undermine not only individual safety, but confidence to travel and trust in public institutions. If London is to remain a city where everyone can move freely and safely, prevention must build confidence, as well as reduce harm.

Recommendations

Recommendation 1

Transport for London (TfL), British Transport Police and the Met, and should establish a dedicated rapid response taskforce to ensure that reports of hate crime and VAWG on the public transport network are responded to within a reasonable, published timeframe. The taskforce should:

- operate across all transport modes, including buses
- be integrated with TfL's existing 24/7 joint control rooms to enable real-time deployment
- set and publish minimum response time targets for in-progress incidents

TfL should investigate all instances where the target response time is not met, and report findings alongside performance against these targets.

Recommendation 2

Transport for London should commission and publish an annual, London-wide survey on experiences of hate crime and violence against women and girls on public transport. This should capture lived experiences of passengers, including harm that goes unreported and is therefore absent from recorded crime data. The survey should:

- disaggregate findings by protected characteristic, age, and mode of transport
 - measure confidence in reporting mechanisms across different communities
-

Recommendation 3

Transport for London, British Transport Police and the Met should jointly review how victims of hate crime and VAWG are supported at and following the point of reporting. This review should examine whether victims are consistently connected to appropriate support and receive meaningful follow-up on their case. Findings should be shared with the Committee by the end of March 2027.

Recommendation 4

With non-crime hate incidents no longer being investigated, the Met should set out how behaviours falling short of criminal thresholds will be consistently recognised, recorded and monitored, including any impact on reporting and victim confidence.

Recommendation 5

Transport for London and policing partners should collect, disaggregate and publish crime data across public transport modes in London by gender, gender identity, sexual orientation, disability, ethnicity and age to better understand victimisation and levels of risk. This data should also disaggregate by specific tube lines and bus routes.

Recommendation 6

Transport for London should scope the feasibility of a longitudinal evaluation model for Project Guardian, tracking cohorts over time to assess changes in attitudes towards sexual harassment and misogyny, and the cost-effectiveness of the programme.

Recommendation 7

Transport for London (TfL) and policing partners should introduce mandatory training for TfL frontline staff and bus drivers in recognising and responding to hate crime and VAWG. This training should be co-designed with specialist organisations with expertise in hate crime and VAWG.

Recommendation 8

Transport for London should expand its women's safety audit model to incorporate the experience of communities affected by hate crime, including disabled, LGBTQ+ Londoners and faith communities, into design decisions.

Recommendation 9

Transport for London and the Met should publish an evaluation of the bus shelter CCTV pilot, including footage retrieval rates, evidential quality and case progression and investigative outcomes. This evaluation should be shared with this Committee upon its completion.

Recommendation 10

The Mayor's Transport Hate Crime and VAWG Taskforce should develop and publish a single, London-wide framework for tackling hate crime and VAWG on public transport. This framework should set out clear objectives, delivery leads, milestones and measurable indicators of success.

Recommendation 11

The Mayor's Transport Hate Crime and VAWG Taskforce, working with policing partners and Transport for London, should establish automatic referral pathways to specialist community organisations at the point of reporting across all public transport modes. This should include agreed protocols and regular monitoring of referral volumes and outcomes.

Hate crime, VAWG and safety on London's public transport

With millions of people from different backgrounds and communities travelling across the capital every day, London's public transport network plays a central role in daily life and should reflect the Mayor's ambition that "every journey should be safe – and feel safe".² No one should feel that using public transport puts them at risk.

However, for many Londoners, in particular women and girls, disabled people, members of faith communities, and LGBTQ+ Londoners, this is not the reality. The Committee heard that these groups experience disproportionate levels of hate crime and harassment on the network. Many told us that they have little confidence they will be taken seriously or that any action will be taken if they report their experience.

Data provided to the Committee by British Transport Police (BTP) illustrates why this lack of confidence is well-founded.³ In 2025, 4,593 VAWG offences were recorded across the transport network, yet only around three per cent resulted in a charge or summons, while around 58 per cent of cases identified no suspect.⁴ The picture for hate crime is similarly stark: 1,724 offences were recorded in 2025, with only around two per cent resulting in a charge or summons and 66 per cent identifying no suspect.⁵

Recorded crime on London's public transport network is now around 46 per cent higher than before the pandemic.^{6 7 8} In 2025, an average of 24,192 offences were recorded across TfL services compared with a pre-pandemic⁹ average of 16,544 offences. This rise is contributing to a growing sense of concern about how safe people feel when travelling across the network.

Within this broader picture of crime on public transport, the Committee identified hate crime and VAWG offences as areas of particular concern. TfL data shows 1,667 hate crime offences were recorded between July and December 2025, a 9.8 per cent increase on the same period the previous year, while over 1,800 sexual offences were recorded in 2025.¹⁰ These figures are likely to understate the true scale of harm, as many incidents go unreported.¹¹

² Mayor of London, [Police and Crime Plan 2025-2029](#), 28 March 2025

³ BTP data covers the rail-based TfL network, including the London Underground, London Overground, Elizabeth line, Docklands Light Railway and London Trams. It does not include buses.

⁴ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

⁵ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

⁶ Transport for London, [Transport crime and antisocial behaviour \(January - June 2025\)](#), August 2025

⁷ Transport for London, [Transport crime and antisocial behaviour statistics \(July - December 2025\)](#), February 2026

⁸ Transport for London, [Quarterly Customer Services and Operational Performance Report - Quarter 2 2022/23 - Crime and Anti-Social Behaviour](#), December 2022

⁹ The pre-pandemic average is the average of the preceding three financial years FY17/18, 18/19 and 19/20.

¹⁰ Transport for London, [Transport crime and antisocial behaviour statistics \(July - December 2025\)](#), February 2026

¹¹ Transport for London, [Safety and Security Panel](#), 2 September 2025

Increases in recorded hate crime and VAWG on the network do not necessarily reflect a straightforward rise in incidents. TfL has invested in campaigns designed to encourage reporting, including the "Act Like a Friend" bystander campaign and a revamped online reporting tool, and there are signs that these efforts are beginning to reach some passengers. However, as the evidence in this report makes clear, significant barriers to reporting remain, and recorded figures still fall well short of capturing the true scale of harm on the network. Hate crime and VAWG on public transport do not occur in isolation; they reflect wider societal trends. Hate crime increased nationally in the year to March 2025, rising 2 per cent to 115,990 offences – the first increase in three years.¹² Spikes in race and religion-related offences have been linked to periods of national and international tension, including disorder in summer 2024 across towns and cities in England¹³ and the conflict in Israel and Gaza.¹⁴

Similarly, in July 2024, the National Police Chiefs' Council (NPCC) and the College of Policing described VAWG as a "national emergency". More than one million VAWG-related crimes were recorded nationally in 2022/23, representing 20 per cent of all police-recorded crime, and a 37 per cent increase since 2018.¹⁵

London's public transport network

Transport for London (TfL) manages the London Underground, buses, DLR, London Overground, Elizabeth line, London Trams and some river services.

Policing is delivered by:

The Metropolitan Police Service (buses and roads),

British Transport Police (rail and Underground),

City of London Police within the Square Mile.

Against this background, the Committee decided to examine hate crime and VAWG on London's public transport network in more detail. A public survey commissioned by the Committee shows that worry about harassment, hate crime and sexual violence on public transport is widespread among Londoners. In each case, a substantial minority of people told us that they are either *very* or *fairly worried* about experiencing these forms of harm while travelling.

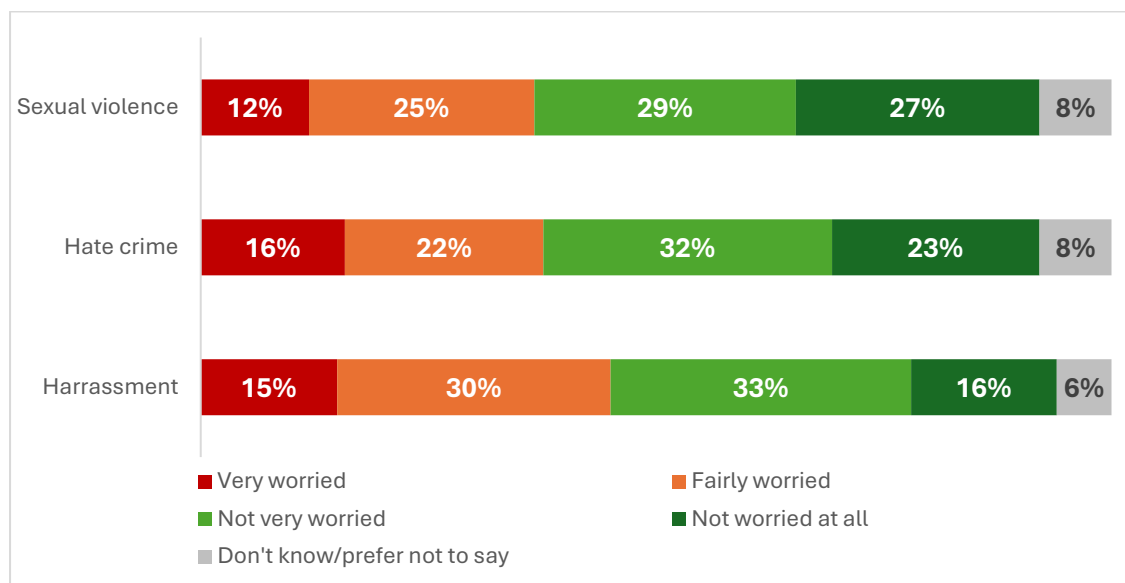
¹² Home Office, [Hate crime, England and Wales, year ending March 2025](#), 9 October 2025

¹³ Following the Southport murders on the 29 July and the subsequent disorder and related protests in certain towns and cities across England

¹⁴ Home Office, [Hate crime, England and Wales, year ending March 2025](#), 9 October 2025

¹⁵ National Police Chiefs' Council, [Call to action as VAWG epidemic deepens](#), 23 July 2024

Figure 1: Extent to which Londoners are worried about experiencing certain crimes on public transport (% of respondents)¹⁶



The Committee’s investigation took place in the context of the Mayor’s commitment, set out in his Police and Crime Plan 2025–29, to establish a Transport Hate Crime and VAWG Taskforce. This Taskforce is designed to strengthen partnership efforts to tackle hate crime and VAWG on public transport, including disability hate crime.¹⁷ In light of the first meeting of the Taskforce, which took place on 6 October 2025, Seb Dance, Deputy Mayor for Transport, has said:

“The Taskforce was created following a commitment from the Mayor in response to rising reports of unacceptable hate crime on the network. It brings together stakeholders with professional expertise and lived experience to ensure efforts to tackle hate crime and VAWG are well-informed and supported by affected communities.”¹⁸

This report sets out what the Committee has learned about risk, experience and confidence to travel on London’s transport network. It also highlights where the Mayor’s Taskforce could add the greatest value to deliver meaningful change.

¹⁶ Polling undertaken by YouGov for the London Assembly between 21 October and 27 November 2025. Responses from 1,058 London residents aged 18+ have been weighted to be representative of all London adults. Question: “To what extent, if at all, are you personally worried about experiencing the following when travelling on public transport in London? [Sexual Violence, Hate Crime, Harassment]”.

¹⁷ Mayor of London, [Police and Crime Plan 2025-2029](#), 28 March 2025

¹⁸ LinkedIn, Seb Dance, [Last week Siwan Hayward and I chaired the first meeting of Mayor of London, Sadiq Khan’s new Hate Crime Taskforce, which will focus on tackling sexual offences and harassment, violence against women](#)

Public transport as an environment that encourages crime

Research and evidence provided to the Committee shows that public transport creates an environment in which certain forms of crime, including hate crime and VAWG, are more likely to occur.¹⁹

The specific risks associated with public transport

The Committee was informed that the intensity of proximity and confinement inherent in public transport makes hate crime and violence against individuals more likely. Nannette Youssef from the Runnymede Trust described hate crime on public transport as “unique because of the proximity that people have to each other on that form of transport”, noting that this makes transport a key site for exploring how hate crime manifests.²⁰ Dr David Wilkin, Criminologist and Associate Lecturer in Social Policy and Criminology, The Open University, similarly characterised public transport as “a pressure cooker” and “a microcosm of society”, where large numbers of people from different backgrounds are brought together in enclosed spaces.²¹ He explained that frustrations can escalate quickly in these settings, and that the inability to leave can intensify fear and vulnerability when incidents occur.²²

“You are not going anywhere until that train moves and reaches the next station”²³

Dr David Wilkin

Criminologist and Associate Lecturer in Social Policy and Criminology, The Open University

The confined nature of public transport increases the risk that visibility, language and perceived difference can act as triggers for hate crime. Dr Amy Clarke from University of Leicester noted that speaking another language or having an accent, for example, when talking to children or on the phone, “appears to be a trigger for hate and abuse” in public transport settings. These factors were described as heightening vulnerability in crowded or enclosed environments, reinforcing the need for constant alertness.²⁴

The crowded and fast-moving nature of public transport can make it difficult to immediately recognise or respond to VAWG, including harassment or assault. Susan Leadbetter explained that women and girls sometimes “were not sure if what was happening to them was harassment or assault because it was just so busy”, only realising what had occurred once they got off (the

¹⁹ Newton A, [Crime on Public Transport](#). In: Encyclopaedia of Criminology and Criminal Justice, November 2018

²⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

²¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p. 2

²² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p. 2

²³ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p. 2

²⁴ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.1

bus or Tube) and sought help.²⁵ She also highlighted that many women and girls, based on previous experiences or perceived risk, reported avoiding specific spaces on public transport, such as sitting on the top deck of buses. Charli Keely, from Our Streets Now, reflected on how such behaviour is shaped by long-standing social messages, noting that for many women and girls, experiences of harassment have historically been dismissed as “a compliment”, despite the harm caused.²⁶

Guests spoke about the loss of autonomy and control that can make public transport particularly frightening, especially for disabled women. For example, those using public transport often have limited ability to control their surroundings or travel choices. Louise Holden from Inclusion London, a pan-London disability equality organisation, described “something particularly frightening about having someone take over your wheelchair without your permission, without your consent, under the guise of helping you, when there could be unwanted sexual touch and the fear of being taken off somewhere that you really do not want to be”.²⁷ Louise went on to explain that when disabled women experience harassment or abuse, they may become “less likely to use public transport”, with some stopping altogether.²⁸ For those without access to alternative forms of transport, this can result in “very isolated and restricted” lives, limiting independence and participation.²⁹

Guests also highlighted the limited opportunities for escape or intervention when incidents occur. Louise Holden from Inclusion London highlighted concerns about being “stranded and not having any staff around that can intervene”, underlining how the absence of visible support can heighten fear and shape how people experience harm.³⁰ The constrained design and lay-out of buses and train carriages and platforms was described to the Committee as making it harder for passengers to avoid abuse or remove themselves from risk, particularly once a journey is underway.

How hate crime and VAWG affect safety, fear of crime and confidence to travel

Hate crime and VAWG on public transport affect far more than individual journeys. They shape patterns of movement, behaviour and access across the city, with lasting consequences for confidence to travel and overall wellbeing.

The harm experienced by individuals on public transport has wider and lasting impacts beyond the journey itself. Nannette Youssef from the Runnymede Trust emphasised that hate crime is “deeply intersectional”, affecting not only how people travel but also their ability to participate economically and socially, including accessing work.³¹ Iman Atta from Tell MAMA reinforced this point, cautioning against treating experiences on public transport in isolation: “You use

²⁵ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.7

²⁶ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.8

²⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.3

²⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

²⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

³⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.3

³¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

public transport to get to the workplace. You are already carrying that impact of what happened to you into your workplace or when you are going back home.”³²

Women’s experience of using public transport intersects with patterns of work, social and economic participation. Susan Leadbetter, Transport Consultant and Specialist in Gender-Sensitive Design at WSP, explained that women are often taking longer routes, and working shift patterns or lower-paid jobs.³³ She described interviewing a woman who worked night shifts in a bar and who, following an assault on her journey home, felt compelled to quit her job. This highlights that incidents on public transport can have “a ripple effect”, leading to economic consequences that are not always fully considered.³⁴

Fear can reshape everyday movement across the city for some Londoners. The *Out in London* report (2023), a London TravelWatch report examining the experiences of LGBTQ+ communities on public transport, found that nearly seven in ten respondents reported that safety concerns prevented them from going to places they would otherwise like to visit in London.³⁵ Similar patterns were described to the Committee by Iman Atta from Tell MAMA, who explained that visibly Muslim women may “take off their headscarves so that they are not visibly seen as Muslim for them to use public transport”, alongside changing routes or travel patterns.³⁶

Throughout the Committee’s investigation, guests described how travelling on London’s public transport generated a “constant state of vigilance”.³⁷ Drawing on findings from *Out in London*, Kai O’Doherty from Galop explained that, for many LGBTQ+ people, this vigilance is shaped by the expectation of possible victimisation. They described “a constant sense of fear”, with “two in three always feeling that constant threat while on public transport in London, with two in five saying they feel uneasy or on edge”.³⁸

Guests described how people respond to this state of vigilance by routinely adapting their behaviour to manage risk. Informed by evidence from LGBTQ+ communities, Kai O’Doherty told the Committee that “four in five LGBTQ+ respondents [...] modified their travelling behaviour, including disguising being LGBTQ+”. This included changing what they wear, eye contact and where they position themselves on trains in order to feel safer.³⁹

“For a long time, people had been told, ‘That is a compliment, and you should be taking it as a compliment’, when, in reality, those experiences are not compliments, they are harassment.”⁴⁰

Charli Keely

Head of Policy and Campaigns, Our Streets Now

³² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.13

³³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.4

³⁴ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.4

³⁵ London TravelWatch, [Out in London](#), November 2023

³⁶ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.13

⁴⁰ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.8

Fear of crime has practical and financial consequences. Tricia Hayes from London TravelWatch told the Committee that its research found “70 per cent of people were choosing not to travel, or not to travel at particular times of day, because they were worried about their personal security”.⁴¹ Drawing on evidence from *State of Girls’ Rights in the UK (2024)*, a report by Plan International UK, Charli Keely highlighted the existence of a “safety tax” for younger women and girls. She explained that “62 per cent of those aged 14 to 21 [are] taking taxis at least once a month to avoid public transport or walking due to fears of violence and harassment.”⁴² On average, this amounted to £44 a month, or £528 a year, with more than one in six reporting spending over £900 annually in an attempt to stay safe.⁴³

Guests also emphasised the emotional and psychological impact of hate crime and VAWG. Nannette Youssef from the Runnymede Trust highlighted that victims of hate crime often experience “greater post-victimisation distress that includes anxiety, depression and withdrawal, than victims of equivalent non-prejudiced offences.”⁴⁴

³⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.2

³⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.5

⁴⁰ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.8

⁴¹ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.6

⁴² Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.10

⁴³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.10

⁴⁴ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

Spotlight: Lived experiences of young people using London's public transport - *Insights from a school visit to Mulberry Academy Shoreditch*

As part of the Committee's investigation, Members visited a London secondary school and met with a group of Year 9 and A-Level Politics students in a listening-focused session. The discussion explored students' experiences of travelling on London's public transport, including perceptions of safety, experiences of harassment, and awareness of reporting routes.

Students spoke candidly about feeling less safe in darker or quieter settings, particularly at isolated bus stops and less busy stations, with DLR stops mentioned repeatedly. Several described changing routes, travelling longer distances, or avoiding certain areas altogether in response to previous experiences or perceived risk. Overcrowding on buses and trains was also raised, with students describing shouting, aggressive behaviour and alcohol use as factors that made journeys feel unpredictable and uncomfortable.

A recurring concern was the lack of visible staff or authority on parts of the public transport network in London. Students questioned whether help would be available if something went wrong and expressed frustration at what they saw as inaction by TfL staff or bus drivers during incidents. When the discussion turned to reporting, there was a clear sense of scepticism about whether reporting would lead to a meaningful response.

Students suggested improvements that could help make them feel safer. These included greater staff presence on platforms and transport settings, improved lighting and CCTV around bus stops, better training for TfL staff and drivers, and more visible authority to point to if help is needed.

The discussion provided a powerful snapshot into how young Londoners experience and navigate public transport in their everyday lives.

The reporting and trust gap: why harm goes unseen

Hate crime, harassment and sexual offences on public transport are widely recognised as underreported.⁴⁵ Many victims choose not to come forward due to uncertainty about how to report.⁴⁶ Tricia Hayes from London TravelWatch told the Committee that around 80 per cent of sexual offences on public transport go unreported. She cited victims' low confidence that information will be acted on or even recorded; their assumptions that incidents must be reported immediately to have value; and a sense that harassment happens too often to justify reporting.^{47 48}

Who to report to? Confusion over policing arrangements

London's transport system is jointly policed by the Met, BTP and the CoLP. TfL funds around 2,000 officers across these three police services to tackle crime and antisocial behaviour, and to ensure passengers feel safe when travelling in the capital.⁴⁹ However, the Committee heard that this landscape can also create confusion about where and how to report incidents, undermining confidence and deterring people from coming forward.

Evidence provided to the Committee suggested that policing arrangements are particularly unclear and fragmented on London's buses. Susan Leadbetter told the Committee that "buses are coming up a lot, particularly because, of course, BTP does not operate on buses", highlighting gaps in data collection. She added that when something happens on a bus, "women and girls [...] do not know what to do", reflecting confusion about reporting routes and available support.⁵⁰ She contrasted this with approaches elsewhere in the UK, highlighting the use of Transport Safety Officers and new training being introduced by some bus operators, and noted that "buses are definitely the biggest gap".⁵¹

Iman Atta from Tell MAMA explained how this uncertainty is experienced by Muslim communities in day-to-day life:

"We know that some do not know where to report. The confusion about jurisdiction, it is on a bus, it is on a train, it is on a Tube, and who do we report to, BTP, do we report to the MPS? Sometimes it is also the clarity around, is it my right to report, not my right to report."⁵²

⁴⁵ Transport for London, [Tackling sexual harassment and hate crime](#)

⁴⁶ West London Equality Centre (WLEC), [Why Are Hate Crimes Underreported?](#)

⁴⁷ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

⁴⁸ American Behavioral Scientist, Frank S. Pezzella, Matthew D. Fetzer, and Tyler Keller, [The Dark Figure of Hate Crime Underreporting](#), 2019

⁴⁹ Transport for London, [Transport policing](#)

⁵⁰ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.22

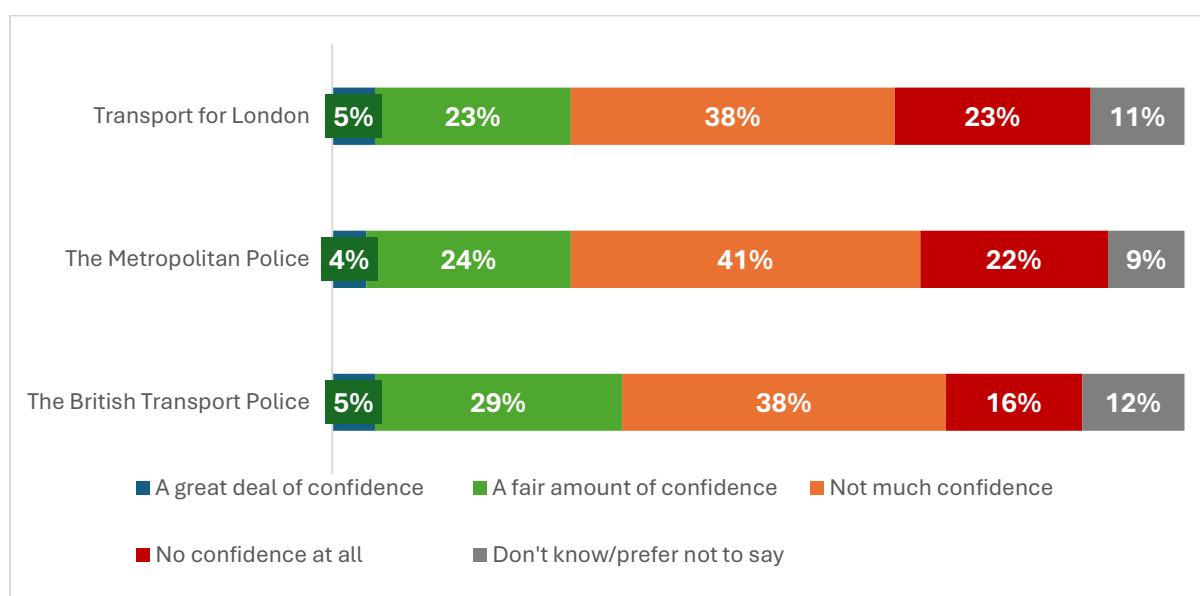
⁵¹ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.22

⁵² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.11

Trust, confidence and barriers to reporting crime

Polling commissioned by the Committee indicates that confidence in authorities to tackle hate crime and VAWG on London’s public transport remains limited. Results show that 54 per cent of respondents said they had either “not much confidence” or “no confidence at all” in the BTP to address these issues. Confidence in the Met was lower still, with 63 per cent expressing little or no confidence, and 61 per cent said the same of TfL. Guests representing frontline organisations, academics and statutory bodies all emphasised to the Committee that many incidents never enter formal systems, despite occurring frequently and having lasting impacts on victims’ wellbeing and confidence to travel.

Figure 2: Confidence of Londoners in TfL and the police to tackle hate crime and violence against women on public transport (% of respondents)⁵³



Low reporting rates are closely tied to wider patterns of mistrust in policing, particularly among communities most affected by hate crime. Nannette Youssef from the Runnymede Trust expressed “serious reservations about the role of police in tackling hate crime incidents in London”, referencing the recent Panorama documentary highlighting incidents of racism, misogyny and use of force at Charing Cross Police Station and Baroness Casey’s 2023⁵⁴ review into culture and standards of behaviour within the Met.⁵⁵ She argued that for women and Black, Asian, and Minority Ethnic communities, this context “is going to feel very far from confident in reporting incidents of hate crime”.⁵⁶ She also highlighted a trust gap, noting that nationally trust in the police stands at 42.6 per cent among white British respondents, compared with 32.1

⁵³ Polling undertaken by YouGov for the London Assembly between 21 October and 27 November 2025. Responses from 1,058 London residents aged 18+ have been weighted to be representative of all London adults. Question: “How much confidence, if any, do you have in the following to tackle hate crime and violence against women and girls on public transport in London? [TfL, Met police, BTP].”

⁵⁴ Baroness Casey Review, [An independent review into the standards of behaviour and internal culture of the Metropolitan Police Service](#), March 2023

⁵⁵ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.6

⁵⁶ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.6

per cent among people of other ethnicities, with implications for who feels able to report racially motivated hate crime.⁵⁷

London-specific polling reflects a comparable trust gap in relation to the Met. A 2023 YouGov survey found that ethnic minority Londoners were less trusting of individual Metropolitan Police officers, with 50 per cent saying they did not trust them, compared with 37 per cent who said they did tend to trust them.⁵⁸

Crimes can also remain unreported for psychological reasons. Victims and witnesses of crime can suffer psychological trauma; and there is potentially a wider problem of hate crime and VAWG becoming increasingly normalised.

Guests with experience of supporting victims described to the Committee how fear of not being believed or taken seriously is a major barrier to reporting both hate crime and VAWG. Louise Holden from Inclusion London told the Committee that, in research conducted through the London Deaf and Disabled People's Hate Crime Partnership, "over half of women that were coming to us for support [...] did not want to report to the authorities", citing "fear of being believed and a lack of adequate and appropriate support when someone does report."⁵⁹ Nannette Youssef from the Runnymede Trust similarly described how victims often feel "very unsupported in the process through poor reporting mechanisms [and] lack of being taken seriously by authorities".⁶⁰

Victims of sexual harassment and violence can be prevented from reporting crime by feelings of shame, embarrassment or fear. Charli Keely from Our Streets Now described how young people often experience their concerns being minimised or dismissed, with a "huge, huge impact" on trust.⁶¹ She highlighted findings from Operation Soteria, focussing on how police investigate rape and serious sexual offences,⁶² showing that 73 per cent of victims of rape and serious sexual offences in public spaces reported worsening mental health as a result of their experience with the police or the reporting process, including one victim who said they were "more traumatised by the experience of being investigated for my own rape than the rape itself".⁶³

The trauma of witnessing crime can also prevent people from reporting it. Dr David Wilkin described how, in the immediate aftermath of an incident, many people want to "flee the scene" and are "not in a mood to report" or engage with formal processes, needing time to recover and reflect.⁶⁴ Data provided by BTP illustrates the scale of victim disengagement. In 2025, BTP recorded 4,593 VAWG-related offences. Of these, 983 cases, 21.4 per cent, were

⁵⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.10

⁵⁸ YouGov, [By 51% to 42%, Londoners don't trust the Metropolitan Police](#), 10 February 2023

⁵⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

⁶⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.4

⁶¹ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

⁶² Operation Soteria is a UK-wide, Home Office-funded initiative to fundamentally transform how police investigate rape and serious sexual offenses (RASSO) by creating a new, suspect-focused National Operating Model (NOM) to increase charges, improve victim support, and professionalise the entire process, moving away from victim-blaming tactics and ensuring better use of intelligence and digital forensics.

⁶³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

⁶⁴ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.2

closed due to evidential difficulties where the victim did not support further action. In contrast, only 148 cases, 3.2 per cent, were recorded as “victim supports action”.⁶⁵ A similar pattern is visible for hate crime. Of 1,724 recorded offences, 283 cases, 16.4 per cent, were closed because the victim declined, withdrew or was unable to support the investigation, while just 47 cases, 2.7 per cent, were recorded as having victim support for action.⁶⁶ Most cases fell into other investigative outcomes, including where no suspect was identified, highlighting the wider challenges of securing positive outcomes even when incidents are reported.

We also heard that people can be deterred from reporting hate crime and VAWG because abuse is becoming increasingly frequent and normalised. Dr Amy Clarke from University of Leicester told the Committee that “about one in four victims come forward and report” and emphasised that a lack of awareness and the normalisation of hate play a significant role in suppressing reporting. Andy Fearn from Protection Approaches described similar findings from research with East and Southeast Asian communities in London. He told the Committee that only one in ten victims reported incidents to the police.⁶⁷ Among those who did not report, 63 per cent said they believed it would not be taken seriously, 51 per cent thought that the police would do nothing, and one in four did not know where or how to report.⁶⁸ He explained that negative experiences, including cases being closed quickly or victims being turned away, spread rapidly within communities, reinforcing the perception that “nothing happens” and discouraging others from coming forward.⁶⁹

Responding to the challenge

At the Committee’s 17 December 2025 meeting, representatives from the Met, BTP, CoLP and TfL, acknowledged these challenges, and described efforts they are taking to build confidence to report. This includes the use of simpler reporting routes and faster responses to incidents.

Chief Superintendent Chris Casey from BTP highlighted significant growth in the use of the 61016 text service⁷⁰, a dedicated 24/7 text number allowing passengers to discreetly report non-emergency, anti-social behaviour, or suspicious incidents on the UK rail network, with around a quarter of a million texts received in 2024 and similar numbers recorded in 2025.⁷¹

BTP emphasised efforts to build confidence in reporting by demonstrating visible outcomes. Chief Superintendent Chris Casey told the Committee that BTP had focused on “promoting the results that we get”, including using social media to show that “somebody texted us, we met them two stations down the line, we have arrested the offender, and they are in our cells now”, in order to give people confidence that reporting will lead to action.⁷² BTP also outlined

⁶⁵ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

⁶⁶ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

⁶⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.7

⁶⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.7

⁶⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.7

⁷⁰ The British Transport Police 61016 service is a text number, allowing passengers to report non-emergency crime, harassment, or suspicious behaviour on trains and at stations.

⁷¹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.2

⁷² Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.11

proactive measures, including accompanying victims on journeys to identify offenders and public awareness raising campaigns focussing on reporting incidents of sexual harassment and VAWG.⁷³

In written evidence, TfL noted that it is working to make reporting safer, clearer and more accessible for victims of hate crime and VAWG. It said to the Committee that “feedback from our customers and stakeholders shows that reporting of hate crime and VAWG is still a challenge”⁷⁴, and outlined steps it has taken to address this. For example, in November 2025, TfL launched a revamped online safety and security reporting tool, including a link through the TfL Go app.⁷⁵ The tool guides users through three initial questions on urgency, incident type and transport mode before directing them to the appropriate reporting route, including the relevant police service where appropriate. Depending on the type of report, TfL has also introduced two new forms: a 'safety' form for safety-related concerns, or a 'security and safeguarding' form for crime, antisocial behaviour, or concerns about vulnerable people.⁷⁶

However, online reporting tools may not be accessible or suitable for everyone. In written evidence, Professor Andy Newton from Nottingham Trent University noted that “awareness of reporting mechanisms is low”, that “the digital divide means that app-based solutions are not universally accessible”, and that “distrust in whether reports will lead to meaningful action further discourages reporting”.⁷⁷ He also highlighted that “inconsistent definitions result in misclassification, such as harassment being logged as anti-social behaviour”, limiting the visibility of harm. He argued that improving trust and data quality requires “inclusive and standardised” mechanisms, including “multi-channel reporting options – such as apps, text, phone, and in-person”.⁷⁸

While the work of the police and TfL to increase reporting is welcome, the resounding message from our evidence was that confidence remains fragile, particularly among those with previous negative experiences or limited trust in authorities. Persistent delays in response, lack of visible staff and uncertainty about what constitutes a reportable incident are contributing to high levels of underreporting across both hate crime and VAWG.

We believe that a robust response to incidents of hate and VAWG depends on improving data on trust, confidence and lived experience. Gaps in public trust of the police, fear of not being believed and previous experiences that are overwhelmingly negative all contribute to underreporting. A clearer understanding of passenger confidence, perceptions of safety and barriers to reporting is needed to ensure efforts to reduce hate crime and VAWG are based on complete information and a full understanding of the victims’ experiences.

⁷³ Police and Crime Committee, [Minutes – Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.16

⁷⁴ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

⁷⁵ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

⁷⁶ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

⁷⁷ Written evidence submitted to the Police and Crime Committee by Professor Andrew Newton. Published alongside report.

⁷⁸ Written evidence submitted to the Police and Crime Committee by Professor Andrew Newton. Published alongside report.

Recommendation 1

Transport for London (TfL), British Transport Police and the Met, and should establish a dedicated rapid response taskforce to ensure that reports of hate crime and VAWG on the public transport network are responded to within a reasonable, published timeframe. The taskforce should:

- operate across all transport modes, including buses
- be integrated with TfL's existing 24/7 joint control rooms to enable real-time deployment
- set and publish minimum response time targets for in-progress incidents

TfL should investigate all instances where the target response time is not met, and report findings alongside performance against these targets.

Recommendation 2

Transport for London should commission and publish an annual, London-wide survey on experiences of hate crime and violence against women and girls on public transport. This should capture lived experiences of passengers, including harm that goes unreported and is therefore absent from recorded crime data. The survey should:

- disaggregate findings by protected characteristic, age, and mode of transport
 - measure confidence in reporting mechanisms across different communities
-

Recommendation 3

Transport for London, British Transport Police and the Met should jointly review how victims of hate crime and VAWG are supported at and following the point of reporting. This review should examine whether victims are consistently connected to appropriate support and receive meaningful follow-up on their case. Findings should be shared with the Committee by the end of March 2027.

Non-crime hate incidents (NCHIs)

Not all acts of hostility or discrimination reach a criminal standard. The police also record non-crime hate incidents (NCHIs) – incidents perceived to be motivated by prejudice or hostility but do not amount to a criminal offence. NCHIs are recorded because they can escalate into more serious offending and help identify patterns of targeted behaviour within communities.⁷⁹ NCHIs have been recorded nationally since 2005, following recommendations from the Stephen Lawrence Inquiry.⁸⁰

Uncertainty about what constitutes a crime, and what is “serious enough” to report, remains a significant barrier to reporting and addressing hate crime and VAWG on public transport. This

⁷⁹ Home Office, [Non-Crime Hate Incidents: Code of Practice on the Recording and Retention of Personal Data \(accessible\)](#) - GOV.UK, 3 June 2023

⁸⁰ BBC, [Met Police says it will no longer investigate non-crime hate incidents](#), 20 October 2025

uncertainty affects both members of the public deciding whether to come forward and report and the way incidents are understood and handled once reported.

Guests described widespread confusion among passengers about whether particular behaviours amount to a crime, harassment or something reportable at all. Iman Atta from Tell MAMA noted that some victims “are not native English speakers, and they cannot articulate what happened to them to showcase that what happened to them is driven by hate”.⁸¹ Charli Keely from Our Streets Now told the Committee that many people “do not understand what is a crime and what is not a crime, what is a problem and what is not a problem”, and that uncertainty about “what the next step is” after reporting can deter people from coming forward.⁸² This lack of clarity was described to the Committee as particularly evident among younger women and girls.⁸³

The Committee heard concerns that changes to how NCHIs – incidents that do not meet a criminal threshold – are recorded and handled risk further reinforcing the perception that some experiences are not serious enough to report.

In October 2025, the Met announced it would no longer investigate NCHIs. It stated that the change would allow officers to focus on cases meeting the threshold for criminal investigation. The move followed controversy surrounding the arrest of writer Graham Linehan, who was detained at Heathrow Airport in September 2025 on suspicion of inciting violence in relation to three social media posts about trans issues. After a hearing, the Crown Prosecution Service dropped the case and classified it as a NCHI.⁸⁴

Two months later, in December 2025, the Home Secretary announced that police in England and Wales would be scrapping NCHIs in their current form⁸⁵, with the College of Policing and National Police Chiefs’ Council (NPCC) undertaking a joint review of whether the existing approach is “fit for purpose”. In contrast, Police Scotland stated that it would continue to record NCHIs, noting their value for monitoring community tensions and informing forward planning.⁸⁶

The Home Secretary will have the final decision on whether to adopt the recommendations outlined by the College of Policing and NPCC in its review.⁸⁷

Our guests expressed concern about the Met’s decision to stop investigating NCHIs. Kai O’Doherty said Galop was “quite disappointed to see the MPS make that decision”, noting that a national review of NCHIs was already underway and should have informed any changes.⁸⁸ They emphasised that NCHIs are “a very helpful indicator of wider patterns of behaviour that might escalate – and often do escalate – into hate crimes.”⁸⁹ Nannette Youssef from Runnymede Trust argued that ending investigations into NCHIs, “with no alternative

⁸¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.10

⁸² Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.5

⁸³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.5

⁸⁴ BBC, [Met Police says it will no longer investigate non-crime hate incidents](#), 20 October 2025

⁸⁵ The Independent, [Non-crime hate incidents ‘to be scrapped’ in favour of ‘common sense’](#), 23 December 2025

⁸⁶ Scottish Legal News, [Police Scotland to retain Orwellian non-crime hate incident recording](#), 28 January 2026

⁸⁷ BBC, [Non-crime hate incidents should be scrapped, police leaders to recommend](#), 23 December 2025

⁸⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.5

⁸⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.5

mechanism”, means “there will now be little to no formal, widely accessible record of non-crime hate incidents.”⁹⁰

Some guests were concerned that changes to NCHI reporting risks sending a broader message about how seriously hate-related harm is taken. Dr Amy Clarke from University of Leicester warned that many people already struggle to distinguish between hate crime and hate incidents, and that public statements about deprioritising NCHIs could reinforce the belief that hate incidents are an insignificant issue.⁹¹

Louise Holden from Inclusion London said that the decision to stop investigating NCHIs “is ill-advised when it comes to disabled people”. Louise stressed that disability hate crime frequently begins with repeated “low-level harassment” that is “misunderstood as antisocial behaviour or neighbourhood disputes”, but can quickly escalate. If NCHIs are not investigated, claimed Louise, opportunities to “de-escalate and prevent serious harm” could be lost.⁹²

Louise Holden also challenged the view of the College of Policing and the NPCC. In their progress report on the NCHI Review, these organisations argue that the current use of NCHIs limits the ability of policing to focus on “genuine harm and risk within communities”.⁹³ Louise Holden, in contrast, stated that “non-crime incidents do not take away from investigating other crimes. It should not be an either-or situation.”⁹⁴

The Committee heard only limited information about alternative mechanisms that might identify, record and monitor behaviours that fall short of the criminal threshold. The Met emphasised existing information-sharing arrangements with TfL and BTP, including regular intelligence meetings and reliance on reports from staff, bystanders and CCTV to inform patrols and tasking decisions.⁹⁵ Superintendent Paul Thomas, the Met, highlighted the role of TfL staff, CCTV, active bystander interventions and officers’ “core policing skills” in recognising behaviours that may escalate into criminal offending, enabling targeted patrols and operational responses where concerns arise.⁹⁶

These coordination mechanisms are welcome, but it is not clear how behaviours falling short of criminal thresholds will be consistently recognised, recorded or monitored. A focus seems to be placed on general intelligence flows rather than specific information related to hate crime and VAWG. We are particularly concerned that this gap may be exacerbated by proposals to replace NCHIs with a new “common-sense” system that relies heavily on individual judgement.⁹⁷ Greater clarity is needed on how this proposed system would define and record incidents falling short of criminal thresholds, and what safeguards would be put in place to ensure consistent application.

⁹⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.6

⁹¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.5

⁹² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.7

⁹³ National Police Chief’s Council and College of Policing, [Non-crime Hate Incidents Review](#), October 2025

⁹⁴ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.7

⁹⁵ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.6-7

⁹⁶ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.6-7

⁹⁷ The Independent, [Non-crime hate incidents ‘to be scrapped’ in favour of ‘common sense’](#), 23 December 2025

Comparable issues were highlighted to the Committee in relation to VAWG. Guests emphasised the importance of capturing the everyday experiences of women and girls that do not meet the criminal threshold, but still shape fear and behaviour. These included so-called “near misses”, incidents where no offence occurs, but where women feel unsafe or perceive threatening behaviour. Guests were unanimous in agreeing that such experiences are critical to understanding patterns of avoidance, confidence to travel and the conditions that allow harassment and crime to happen on public transport.⁹⁸

Recommendation 4

With non-crime hate incidents no longer being investigated, the Met should set out how behaviours falling short of criminal thresholds will be consistently recognised, recorded and monitored, including any impact on reporting and victim confidence.

⁹⁸ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.24

Building a better picture: data gaps and reporting systems

Understanding the scale and nature of hate crime and violence against women and girls on public transport depends on the quality of the information available. The Committee heard that current data and reporting systems do not always capture the full picture of harm on London's transport network. Some experiences remain invisible in official statistics, while victims who do report do not always see clear outcomes. Addressing these gaps is essential if responses are to be properly targeted and trusted.

Data gaps and marginalised groups: who is missing from the picture?

Several guests suggested that our understanding of hate crime and VAWG is undermined by data that is systemically fragmented. In written evidence, Professor Andy Newton from Nottingham Trent University told the Committee that VAWG incidents are “inconsistently defined and recorded across transport operators, police forces, and third-party platforms”, creating “data silos and poor interoperability”.⁹⁹ He warned that this fragmentation makes it difficult to identify patterns, understand escalation or allocate resources effectively, and noted that cultural gaps persist where organisations lack a clear definition of VAWG or treat it as a secondary issue.¹⁰⁰

In written evidence submitted to the Committee, the Suzy Lamplugh Trust drew on findings from its 2021 survey to highlight a gap between lived experience and what is captured in official data. The survey found that the proportion of respondents who had experienced unwanted behaviours on public transport in the past five years was 94 per cent among LGBTQ+ respondents, 92 per cent among Black respondents, and 88 per cent among respondents from other ethnic minority backgrounds.¹⁰¹ The Suzy Lamplugh Trust also reported that 50 per cent of Black and ethnic minority respondents had experienced hate speech on public transport in the last five years. It further noted that employees travelling to and from work in the night-time economy may be particularly vulnerable, due to less frequent services and longer, more isolated journeys home.¹⁰² These patterns point to elevated risk for certain groups, suggesting that the scale and distribution of harm experienced may not be fully reflected in transport or policing data.

Data gaps mean some groups and experiences are missing from the evidence base. Tricia Hayes from London TravelWatch, described how data collection is “very fragmented”, with no

⁹⁹ Written evidence submitted to the Police and Crime Committee by Professor Andrew Newton. Published alongside report.

¹⁰⁰ Written evidence submitted to the Police and Crime Committee by Professor Andrew Newton. Published alongside report.

¹⁰¹ Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report.

¹⁰² Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report.

consistent requirements for boroughs to collect gender- or safety-specific data under existing strategies.¹⁰³ She also highlighted gaps by age and ethnicity, noting that young girls and older women are often overlooked, and that in one London TravelWatch study involving over 600 women, around 85 per cent of respondents were white, despite London’s diversity.¹⁰⁴ She stressed the importance of going beyond online consultations to engage with under-represented groups through local, incentivised and participatory approaches.¹⁰⁵

The Committee heard that national datasets provide only a partial picture, particularly in relation to perceptions of safety and hate crime prevalence. Dr David Wilkin explained that there is no national dataset on perceptions of crimes other than the Crime Survey for England and Wales (CSEW), and that even within the CSEW, hate crime questions are not always included.¹⁰⁶ Written evidence from London TravelWatch highlighted the scale of underreporting nationally, noting that while 137,550 hate crime offences were recorded in England and Wales in 2024/25, the CSEW estimates around 176,000 incidents a year, demonstrating how official figures understate the true extent of harm.¹⁰⁷

Intersectional data is also important. London TravelWatch emphasised that people may experience multiple forms of hate simultaneously, noting that a disabled Muslim woman, for example, may be targeted because of both disability and religion. Without intersectional recording, such experiences are flattened or lost.¹⁰⁸ Written evidence provided to the Committee from the End Violence Against Women Coalition (EVAW) reinforced this, citing Office for National Statistics data that shows disabled women are almost twice as likely to have experienced sexual assault as non-disabled women, and that Black and Black British and Mixed ethnic groups are significantly more likely to experience sexual assault than some other groups.¹⁰⁹

Understanding of risk is further undermined by major gaps in data on perpetrators. Detective Superintendent Sam Painter, BTP, told the Committee that suspects are not always identified, meaning offender data is incomplete, though he noted that “primarily it is male offenders who are committing these [VAWG] offences”.¹¹⁰ Mandy McGregor from TfL added that while offender profiles for VAWG, particularly sexual offences and harassment, are more clearly understood, “the offender profile for hate crime is not as clear [...] it can be anyone”, complicating prevention efforts.¹¹¹

The Committee received evidence about emerging attempts to address data fragmentation at a wider scale. Professor Andy Newton from Nottingham Trent University highlighted the work he

¹⁰³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.4

¹⁰⁴ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.4

¹⁰⁵ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.4

¹⁰⁶ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.6

¹⁰⁷ Written evidence submitted to the Police and Crime Committee by London TravelWatch. Published alongside report.

¹⁰⁸ Written evidence submitted to the Police and Crime Committee by London TravelWatch. Published alongside report.

¹⁰⁹ Written evidence submitted to the Police and Crime Committee by the End Violence Against Women Coalition. Published alongside report.

¹¹⁰ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.5

¹¹¹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.5

is leading on a proposed national database on VAWG on public transport, building on a 2022 Department for Transport study which recommended creating a shared intelligence system across transport modes.¹¹² While such initiatives are still in development, the Committee heard broad agreement that more consistent, disaggregated and integrated data is essential to understand who is most affected, where risk concentrates, and how harm evolves over time.

At present, TfL publishes regular crime data through its Safety and Security Panel, which covers six-monthly updates on crime across the transport network. These reports provide breakdowns by transport mode and offence type and offer a useful overview of overall trends. However, more detailed and disaggregated data is needed to show how experiences vary between different groups of passengers.

Recommendation 5

Transport for London and policing partners should collect, disaggregate and publish crime data across public transport modes in London by gender, gender identity, sexual orientation, disability, ethnicity and age to better understand victimisation and levels of risk. This data should also disaggregate by specific tube lines and bus routes.

Reporting mechanisms and recording practices: what happens when people do report?

London benefits from a more joined-up transport policing landscape than many other UK cities, reflecting how TfL funding supports dedicated policing and enforcement activity on the network.¹¹³ However, even within this comparatively integrated system, differences in reporting routes, recording thresholds and organisational responsibilities mean experiences that feel serious and harmful to victims are not always captured.

The Committee heard that the investigation process itself can be damaging, particularly where responses are slow, fragmented or poorly communicated. Drawing on research by WSP, Susan Leadbetter told the Committee that among women who had reported incidents, “19 per cent of those women said that they would never report again because of how poorly those cases were handled”.¹¹⁴ She explained that this was often due to having “absolutely no outcome”, leading women to question “why did I bother?”¹¹⁵

Limited action and follow-up from the criminal justice system further undermines victims’ willingness to report. Research cited by the Suzy Lamplugh Trust found that even when respondents were able to report unwanted behaviours to the police, “no action was taken in the vast majority of cases (68 per cent)”. Of those cases, “only six per cent were offered further

¹¹² Nottingham Trent University, [National database to tackle violence against women and girls on public transport](#), 29 February 2024

¹¹³ Written evidence submitted to the Police and Crime Committee by Professor Andrew Newton. Published alongside report.

¹¹⁴ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

¹¹⁵ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

support, including signposting to specialist services”, and “only one per cent of respondents who had ever experienced unwanted behaviours indicated that the perpetrator/s had been convicted”.¹¹⁶ The Suzy Lamplugh Trust concluded that these findings reflect “a lack of faith in the criminal justice system amongst victims and the overall failure of the system to adequately address these behaviours”.¹¹⁷

Data provided to the Committee by BTP highlights the limited outcomes that follow reporting.¹¹⁸ In 2025¹¹⁹, 4,593 VAWG offences were recorded across the transport network. Only around three per cent resulted in a charge or summons, while around 58 per cent of cases identified no suspect. Hate crime outcomes show similarly limited results following reporting.¹²⁰ In 2025, 1,724 hate crime offences were recorded across the transport network. Only around two per cent resulted in a charge or summons, while 66 per cent identified no suspect.¹²¹

All victims should receive appropriate, timely support, regardless of the outcome of any investigation. We heard that victim support is not consistently embedded within reporting pathways. In written evidence, the Suzy Lamplugh Trust emphasised that all victims who report unwanted behaviour on public transport should be “signposted to appropriate support services, irrespective of the outcome of the report”.¹²² Tricia Hayes reinforced this point, noting that people lost confidence because “everything was so very slow”.¹²³

Women have also reported that the complications of support after reporting a crime create stress or unnecessary trauma. Susan Leadbetter described how being passed between agencies, having to repeatedly chase for updates, and having to relive experiences multiple times was “quite traumatic”, with some women feeling that “the way in which staff engaged with them felt quite victim-blaming”.¹²⁴ The Suzy Lamplugh Trust told us that transport officers, police and prosecutors should take all reports seriously and not blame victims.¹²⁵

¹¹⁶ Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report.

¹¹⁷ Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report.

¹¹⁸ BTP data covers the rail-based TfL network, including the London Underground, London Overground, Elizabeth line, Docklands Light Railway and London Trams. It does not include buses.

¹¹⁹ 2025 data is up until November 2025.

¹²⁰ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

¹²¹ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

¹²² Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report.

¹²³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.21

¹²⁴ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

¹²⁵ Written evidence submitted to the Police and Crime Committee by the Suzy Lamplugh Trust. Published alongside report

Prevention and behaviour change: from activity to impact

There is a range of activity in London aimed at preventing hate crime and VAWG on London's public transport. This includes awareness campaigns, bystander initiatives, staff training and environmental measures. These efforts reflect a clear commitment across transport and policing partners to improve safety and reduce crime. However, the Committee heard throughout this investigation that activity does not always translate into sustained behavioural or cultural change. While approaches seek to prevent harm, gaps remain, and the evidence suggests there needs to be a move forward from visible action towards long-term impact.

Be an active bystander?

TfL has set out a range of public-facing prevention initiatives aimed at encouraging safe intervention and reducing isolation for victims of hate crime and VAWG on the transport network. In October 2025, during National Hate Crime Awareness Week, TfL launched its new campaign 'Act Like a Friend' across cinemas and on ITVX.¹²⁶ The bystander-focused campaign features real-life stories of Londoners intervening when they see someone targeted by hate crime, sexual offences or harassment. It encourages passengers to step in safely and support fellow travellers. As part of the rollout, TfL also launched a parallel poster and media campaign emphasising that perpetrators of hate crime, harassment and sexual offences on the network are "likely to be caught".¹²⁷

Alongside this, TfL partnered with Protection Approaches to offer members of the public free online active bystander sessions (funded by MOPAC's Shared Endeavour Fund) between 22 October and 1 December 2025.¹²⁸ These sessions provided two hours of training where staff from Protection Approaches examine different scenarios of hate crime and harassment, and encourage participants to discuss the meaning of being an 'active bystander' and how to support their fellow passengers on the network safely.¹²⁹ In addition, since April 2022, the Suzy Lamplugh Trust have been delivering 'Stand Up Against Harassment' training, which is designed to empower people to be active bystanders when they see harassment taking place.¹³⁰

TfL's written evidence to the Committee set out the early impact of its active bystander and hate crime awareness campaigns, including the 'Act Like a Friend' campaign. Between February and November 2025, reported willingness to intervene increased to 40 per cent for hate crime

¹²⁶ Transport for London, [TfL launches powerful campaigns to encourage people to be active bystanders](#), 13 October 2025

¹²⁷ Transport for London, [TfL launches powerful campaigns to encourage people to be active bystanders](#), 13 October 2025

¹²⁸ Transport for London, [TfL launches powerful campaigns to encourage people to be active bystanders](#), 13 October 2025

¹²⁹ Transport for London, [TfL funds free training sessions for the public to mark Bystander Awareness Day](#)

¹³⁰ Suzy Lamplugh Trust, [Anti-Harassment training](#)

and 45 per cent for sexual offences and harassment (up from 36 per cent and 42 per cent respectively).¹³¹

TfL described these results as early indicators of progress and told the Committee it would continue to monitor the effectiveness of its campaigns against longer-term targets.¹³²

Evidence to the Committee highlighted both the potential and the limitations of bystander-focused prevention. Guests underlined the importance of cultural norms, confidence and clarity about safe intervention. Susan Leadbetter reflected on comparative research showing how responses can differ by place. She described the experience of a woman assaulted in Manchester, Newcastle and London who felt supported by bystanders in northern cities but “just ignored” in London.¹³³ She suggested this pointed to a wider cultural issue, where people may be less inclined to intervene or feel uncertain about how to respond in busy urban environments.

Statutory bodies emphasised the practical value of bystander action in a system where police and staff cannot be present everywhere. Superintendent Paul Thomas, the Met, told the Committee that active bystander training and close working with TfL staff play a key role in ensuring intelligence gets “up the system” and informs patrols, CCTV review and tasking decisions.¹³⁴ Chief Superintendent Chris Casey from BTP similarly described how bystander reports are now a regular feature of daily reviews of sexual offences at BTP, noting that it is increasingly common for incidents to be reported by witnesses or staff rather than victims themselves.¹³⁵ He stressed, however, that evidence of impact remains largely anecdotal, highlighting the need for more systematic evaluation of bystander initiatives.¹³⁶

Effective bystander intervention relies on confidence, clarity and safety, rather than confrontation. Mandy McGregor, TfL, told the Committee that London TravelWatch research in 2023 found that 64 per cent of Londoners wanted to do more when witnessing harassment but did not know how, often fearing they might make the situation worse.¹³⁷ TfL’s bystander campaigns were developed in response to this insight, focusing on simple, in-the-moment actions that prioritise supporting the victim and avoiding direct engagement with the perpetrator.¹³⁸

Andy Fearn from Protection Approaches reinforced this approach. He described how 50 per cent of participants in focus groups reported using what they had learned in real-life situations,

¹³¹ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹³² Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹³³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.18-19

¹³⁴ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.6

¹³⁵ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.20

¹³⁶ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.20

¹³⁷ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.18

¹³⁸ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.18

including a case where trained bystanders safely intervened by sitting with a woman being harassed on a Tube train, leading the perpetrator to leave.¹³⁹ He emphasised that effective bystander action is “not about putting yourself in harm’s way” or policing public transport, but about reducing harm through support, distraction and reassurance.¹⁴⁰ Detective Superintendent Sam Painter, BTP, added that, particularly in the context of VAWG, bystander approaches depend on male allyship to challenge harmful behaviour and shift norms.¹⁴¹

Behavioural change and social norms

While awareness-raising and enforcement activity play an important role, preventing hate crime and VAWG on public transport requires approaches that seek to change behaviour, attitudes and social norms over the long term. Several guests cautioned against framing incidents solely as the product of individual behaviour. Nannette Youssef from the Runnymede Trust told the Committee that hate crime is often treated as individual bigotry, which “obscures its structural and systemic roots” and limits the ability to address the social and political conditions in which harm occurs.¹⁴²

Guests argued that public transport should not be treated in isolation. They noted that harassment reflects wider cultural norms and attitudes shaped across schools, workplaces and communities. Charli Keely pointed to the Welsh Government’s approach as an example of more structured, gender-transformative prevention. She highlighted the ‘Sound’ campaign¹⁴³, which specifically engages men and boys, alongside wider prevention work in schools built around a whole-school model (the process of integrating both wellbeing and mental health across the entire school environment).¹⁴⁴ ¹⁴⁵ Charli Keely cited that a key finding from this work was the need for dedicated prevention professionals within schools and ringfenced funding to sustain delivery.¹⁴⁶ She emphasised that this approach moves beyond a purely crime and punishment lens, instead recognising that: “There is a broader issue here. How do we change cultures and how do we have these conversations effectively, without people feeling scared to enter these kinds of conversations?”¹⁴⁷ A gender-transformative framework, she argued, seeks to address those underlying attitudes and stereotypes, creating space for sustained conversations about masculinity, respect and equality, rather than relying solely on reactive enforcement.

Project Guardian

TfL’s Project Guardian is a free one-off session for Year 9 school students. It is designed to raise awareness of sexual harassment on public transport and is delivered by the London Transport Museum.¹⁴⁸ Supported by the Met and BTP, the programme reaches around 30,000 students in London every year.¹⁴⁹

¹³⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.12

¹⁴⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.12

¹⁴¹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.5

¹⁴² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.12

¹⁴³ Welsh Government, [Sound](#)

¹⁴⁴ East London NHS Foundation Trust, [Whole School Approach](#)

¹⁴⁵ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.3

¹⁴⁶ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.3

¹⁴⁷ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.3

¹⁴⁸ Transport for London, [TfL Project Guardian](#)

¹⁴⁹ Transport for London, [Safety and Security Panel](#), 12 November 2025

TfL told the Committee that the programme is targeted using police intelligence where appropriate. Specifically, it uses local crime data and reports indicating that schoolchildren are either victims or perpetrators of sexual offences or harassment in particular areas.¹⁵⁰ However, TfL also acknowledged that while current evaluation focuses on message recall and immediate feedback, evidence of longer-term behavioural change is not yet established.¹⁵¹

At the Committee's meeting, policing partners reinforced the value of early prevention work while recognising the challenges of evaluation. Superintendent Paul Thomas, the Met, described Project Guardian as an opportunity to set expectations about acceptable behaviour at the point when young people begin travelling independently. He noted that assessing impact over time is complex and requires sustained monitoring, including understanding how attitudes, victimisation and perpetrator behaviour evolve.¹⁵²

TfL informed the Committee that, in December 2025, it commissioned a formal evaluation of Project Guardian, including student focus groups, a parent/guardian survey and analysis of reporting confidence and bystander behaviour.¹⁵³ This is a welcome step. The Committee considers that the value of this work will depend on how impact is measured over time, and how lessons are embedded into programme design. A longitudinal model of evaluation could help TfL understand whether Project Guardian leads to sustained changes in knowledge, attitudes and behaviour among young people. This could include measuring students' understanding of harassment and acceptable behaviour, attitudes towards misogyny and respect, confidence in seeking help, and perceptions of safety on public transport. Tracking these indicators over time would provide a clearer picture of the programme's long-term impact beyond the initial session.

Recommendation 6

Transport for London should scope the feasibility of a longitudinal evaluation model for Project Guardian, tracking cohorts over time to assess changes in attitudes towards sexual harassment and misogyny, and the cost-effectiveness of the programme.

The role of staff in prevention and safety

Polling commissioned by the Committee in November 2025 highlighted the central role that visible staff and police officers play in shaping public confidence (Figure 3). When asked what would most increase confidence that the police and TfL are tackling hate crime and VAWG on

¹⁵⁰ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.20

¹⁵¹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.20

¹⁵² Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.20

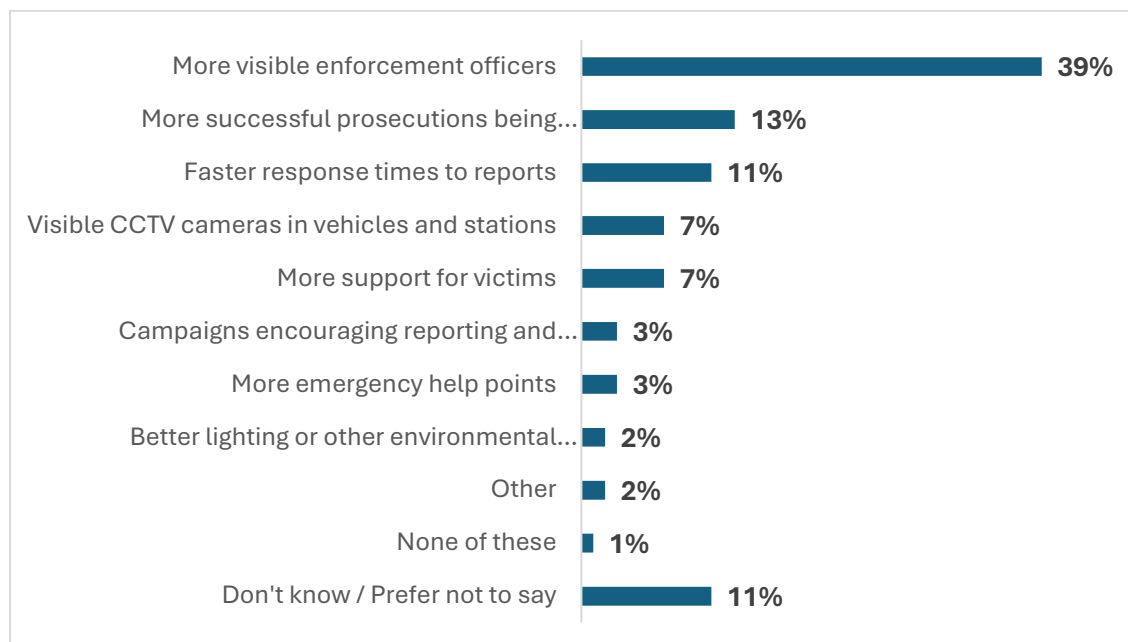
¹⁵³ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

public transport, the largest proportion of respondents (39 per cent) selected “more visible enforcement officers” – placing staff visibility well ahead of other potential measures.

Our guests emphasised that passengers’ willingness to seek help depends not only on availability of support, but on trust and representation, including whether staff reflect the diversity of London’s communities and are perceived to understand victims’ experiences. Susan Leadbetter from WSP highlighted that some women who had experienced harassment or assault by men were reluctant to approach male staff for help, underlining the importance of gender balance and diversity among frontline roles.¹⁵⁴ She also stressed that staff themselves require appropriate support when incidents are reported to them, noting that receiving disclosures of traumatic incidents can be distressing and that safeguarding measures must extend to staff wellbeing as well as passenger safety.¹⁵⁵

Tricia Hayes from London TravelWatch reinforced the value of visible, accessible staff across the network. She highlighted that London TravelWatch has recommended increasing the presence of “trusted people” at stations and on services, particularly in known problem areas, and avoiding solo staffing where risks are higher.¹⁵⁶ While acknowledging the role of police, Tricia questioned whether uniformed officers are the most effective or proportionate means of providing reassurance, noting that police are an expensive resource and that people often value a visible human presence they feel able to approach.

Figure 3: Factors that would most increase Londoners’ confidence in the police and TfL tackling hate crime and VAWG on public transport (% of respondents)¹⁵⁷



¹⁵⁴ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

¹⁵⁵ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.20

¹⁵⁶ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.35

¹⁵⁷ Polling undertaken by YouGov for the London Assembly between 21 October and 27 November 2025.

Responses from 1,058 London residents aged 18+ have been weighted to be representative of all London adults. Question: “And which of the following, if any, would MOST increase your confidence that the police and TfL are tackling hate crime and violence against women and girls on public transport?”.

TfL highlighted action it has taken to protect staff and strengthen its response to hate crime and VAWG. This has included “investment in additional policing for London’s roads and public transport, hundreds of enforcement officers, extensive CCTV network and body-worn cameras and joint TfL/police control rooms operating 24/7 to prevent and manage incidents”.¹⁵⁸ TfL reported that this has led to a reduction of over 10 per cent in physical assaults against directly employed staff over the past three years, alongside increased reporting of verbal abuse and intimidation, which it attributed to clearer expectations and improved reporting culture.¹⁵⁹

By contrast, the Committee also heard that a visible police presence does not have a uniform impact on feelings of safety across communities. Kai O’Doherty from Galop told the Committee that research with LGBTQ+ communities found police presence did not make many people feel safer, particularly trans people and LGBTQ+ people of colour, some of whom reported feeling actively less safe.¹⁶⁰ Nannette Youssef from the Runnymede Trust similarly cautioned that police visibility alone is not a sustainable or preventative solution, as police often only intervene after harm has occurred.¹⁶¹ Louise Holden from Inclusion London reinforced that what mattered most to disabled victims was not increased police presence, but being believed, having incidents properly investigated, and seeing evidence taken seriously.¹⁶²

Confidence in authorities depends on how staff respond, and whether passengers feel able to approach them. A uniformed presence can reassure some, but for others, particularly marginalised communities, trust and competence are the decisive factors. The presence of visible, trusted staff could help shape how safe passengers feel on the transport network. However, those staff should be chosen carefully and be well trained to be able to respond appropriately.

Recommendation 7

Transport for London (TfL) and policing partners should introduce mandatory training for TfL frontline staff and bus drivers in recognising and responding to hate crime and VAWG. This training should be co-designed with specialist organisations with expertise in hate crime and VAWG.

Embedding hate crime expertise

The Committee heard concerns about gaps in specialist knowledge and expertise within policing and related services, particularly in relation to hate crime. Kai O’Doherty from Galop explained that incidents experienced by LGBTQ+ victims are “initially misunderstood by the police”, often requiring “strong advocacy” from specialist organisations to establish what has occurred is a hate crime.¹⁶³ They highlighted a recent case in which an LGBTQ+ victim was misgendered

¹⁵⁸ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹⁵⁹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.15

¹⁶⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.12

¹⁶¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.12

¹⁶² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.12-13

¹⁶³ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.8

throughout the reporting process and told that physical assault and death threats were “not strong enough to do anything about”, leaving the individual feeling dismissed and poorly understood.¹⁶⁴

Academic evidence provided to the Committee reinforced the importance of dedicated expertise. Dr Amy Clarke from University of Leicester warned that the rolling back of embedded hate crime specialists within the police is “really concerning”, particularly given high victim drop-out rates.¹⁶⁵ She emphasised that where expertise and tailored support are in place, victims are significantly more likely to remain engaged with the process. This concern reflects wider findings set out in the *Manifesto for Change* published by Protection Approaches and the University of Leicester’s Centre for Hate Studies, which calls for strengthened specialist hate crime expertise within policing. This includes having designated police staff or officer with the ability to oversee any active hate crime cases, advise investigating officers and provide upskilling/training where needed.¹⁶⁶

Iman Atta from Tell MAMA described offering anti-Muslim hatred training to TfL and BTP over many years, noting that while BTP had engaged, TfL had not taken up the offer.¹⁶⁷ She stressed that ongoing training is essential if staff are to recognise how hate manifests, understand language and context, and respond in a way that is genuinely victim-centred and grounded in lived experience.¹⁶⁸

In written evidence to the Committee, BTP outlined the hate crime training it gives officers. New BTP officers receive hate crime training as part of their initial learning. This covers what constitutes a hate crime, the protected characteristics set out in law, the impact of hate crime on victims and communities, and how officers should respond appropriately. BTP reported that officers also have access to a Hate Crime Awareness Toolkit, which includes guidance and information on support organisations that can assist victims.¹⁶⁹

The evidence heard during this investigation suggests that the consistency and visibility of specialist expertise across policing remains variable, particularly from the perspective of victims and frontline advocacy organisations. The Committee considers it important that police services not only provide training but are transparent about how specialist knowledge is embedded in day-to-day practice, how officers access expert advice when needed, and how this expertise is consistently applied.

¹⁶⁴ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.11

¹⁶⁵ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.5-6

¹⁶⁶ University of Leicester & Protection Approaches, [Manifesto for Change](#), September 2025

¹⁶⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.17

¹⁶⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.17

¹⁶⁹ Written evidence submitted to the Police and Crime Committee by British Transport Police. Published alongside report.

Designing out risk

Features of the physical environment can make people feel either more or less vulnerable. Such features include lighting, visibility, staffing, and the layout of waiting areas. The effects can be heightened during darker hours, on unfamiliar journeys, or in spaces that are very crowded or relatively empty.

Guests emphasised that relatively small design interventions can have a positive impact on safety and confidence. Susan Leadbetter from WSP described how replacing an enclosed station waiting room with a glass structure transformed perceptions of safety by removing blind spots and increasing visibility, illustrating how modest design changes can significantly alter how a space feels and functions.¹⁷⁰

The Committee heard that safety considerations should be embedded earlier and more consistently within planning and design processes. Dr Amy Clarke from University of Leicester highlighted the importance of well-lit, well-staffed transport spaces in deterring problematic behaviour.¹⁷¹ Susan Leadbetter stressed that safety audits and lived experience should inform design choices from the outset, rather than being consulted on once designs are fixed, with attention paid to how spaces operate at different times of day and in practice, not just on paper.¹⁷² TfL told the Committee that women's safety audits are now embedded as a key factor in planning and upgrade decisions, developed in partnership with MOPAC and intended to bring women's voices into considerations around station design, journeys to transport hubs and wider operational activity.¹⁷³ This reflects a positive shift towards integrating lived experience into decision-making.

The role of CCTV

Reported sexual offences on London's bus network continue to rise. Between January and June 2025, 382 sexual offences were recorded on buses, compared with 339 during the same period in 2024, an increase of 12.5 per cent.¹⁷⁴ These trends underline the importance of targeted prevention and environmental design in bus-related journeys, including at stops and interchanges.

In 2024, TfL and the Met launched a 12-month pilot installing CCTV at bus shelters, aimed at improving safety, particularly for women and girls.¹⁷⁵ Mandy McGregor, TfL, explained that the initial phase of the trial covered 20 locations, selected primarily to test customer perceptions rather than crime reduction outcomes.¹⁷⁶ TfL told the Committee that early feedback suggested a positive impact on perceptions of safety, with 80 per cent of women reporting that CCTV

¹⁷⁰ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.34-35

¹⁷¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.18

¹⁷² Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.7

¹⁷³ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.3

¹⁷⁴ TfL, [Transport crime and antisocial behaviour \(January - June 2025\)](#), August 2025

¹⁷⁵ Transport for London, [TfL and Met Police begin trial of CCTV at bus shelters to improve safety, especially for women and girls](#), 25 November 2024

¹⁷⁶ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.21

made them feel safer and 73 per cent saying it would make them more likely to travel by bus.¹⁷⁷ TfL told us it is now exploring expansion of the trial into ten higher-crime locations and considering how CCTV could be integrated into future bus shelter designs.¹⁷⁹ In February 2026, TfL told the Committee that the CCTV bus trial expansion has been integrated into a 12-month trial on new bus shelter designs at 27 locations across London.¹⁸⁰ Two designs and four different configurations of features will be used to test the new approach, ensuring a broad range of criteria can be assessed throughout.¹⁸¹

However, guests cautioned that CCTV alone is not a complete solution. The Suzy Lamplugh Trust and London TravelWatch both highlighted that the effectiveness of CCTV depends on coverage, quality and retention periods, noting cases where investigations were hindered by poor-quality footage or footage being deleted before it could be accessed.¹⁸² Iman Atta, Tell MAMA, also pointed to the limitations of CCTV that lacks audio, particularly in evidencing verbal abuse and hate incidents on buses.¹⁸³

Recent reporting has reinforced concerns about the limitations of CCTV as an investigative tool. A 2026 BBC investigation found that of more than 560 sexual offence cases across Britain where police requested CCTV from trains or stations, almost half (over 250 cases) produced no usable footage.¹⁸⁴ BBC also found that BTP does not control CCTV infrastructure and that rail operators are not legally required to maintain working cameras or retain footage for consistent periods.¹⁸⁵

Similar challenges were reflected in evidence to the Committee. Chief Superintendent Chris Casey from BTP told the Committee that access to CCTV across different systems is “probably not as seamless as we would want it to be”, although work is underway with TfL and policing partners to improve the sharing and integration of footage.¹⁸⁶ These findings echo concerns raised to the Committee about the limitations of CCTV as evidence and highlight the need for systems that are reliable and support effective investigation outcomes.

Andy Fearn, Protection Approaches, explained that investigative reliance on CCTV for precise timings and locations can place unrealistic expectations on victims, who may be distressed or frozen during incidents and unable to recall exact details.¹⁸⁷ He noted that, in practice, cases

¹⁷⁷ The Standard, [CCTV at bus stops to be rolled out across London after 'very positive impact' on making women feel safer](#), 25 July 2025

¹⁷⁸ Transport for London, [Safety and Security Panel](#), 12 November 2025

¹⁷⁹ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.21

¹⁸⁰ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹⁸¹ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹⁸² Written evidence submitted to the Police and Crime Committee by London TravelWatch. Published alongside report.

¹⁸³ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.24

¹⁸⁴ BBC News, [Victims 'devastated' by train CCTV failures that allowed sex offenders to go untraced](#), 24 February 2026

¹⁸⁵ BBC News, [Victims 'devastated' by train CCTV failures that allowed sex offenders to go untraced](#), 24 February 2026

¹⁸⁶ Police and Crime Committee, [Minutes - Hate crime and VAWG on Public Transport.pdf](#), 17 December 2025, p.9

¹⁸⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.17

can be closed due to an inability to locate footage, even where CCTV exists. Charli Keely added that while CCTV can increase feelings of safety, it primarily operates as a reactive measure, and should not be treated as a substitute for broader preventative approaches that address behaviour and culture.¹⁸⁸

The evidence provided to the Committee demonstrates that relatively modest changes can significantly influence perceptions of safety and confidence to travel. While the expansion of women's safety audits and the bus shelter CCTV trial represent positive steps, they will only have a lasting impact if they are consistently applied, properly evaluated and used to inform wider design decisions. CCTV can help people feel safer and support investigations, but it cannot replace good design, proper staffing and well-managed spaces that reduce the chance of harm happening in the first place.

Recommendation 8

Transport for London should expand its women's safety audit model to incorporate the experience of communities affected by hate crime, including disabled, LGBTQ+ Londoners and faith communities, into design decisions.

Recommendation 9

Transport for London and the Met should publish an evaluation of the bus shelter CCTV pilot, including footage retrieval rates, evidential quality and case progression and investigative outcomes. This evaluation should be shared with this Committee upon its completion.

¹⁸⁸ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.28

What this means for the Mayor’s Transport Hate Crime and VAWG Taskforce

Through the evidence set out in this report, the Committee has identified a series of gaps and opportunities that require coordinated action. The Mayor’s Transport Hate Crime and VAWG Taskforce provides a welcome mechanism through which these gaps can be addressed.¹⁸⁹

We understand that the Taskforce will initially focus on five thematic areas – evidence and insight; behaviour change; experience of reporting and policing; staff training; and communications.¹⁹⁰ These closely align with the key issues identified through this investigation.

Guests broadly welcomed the creation of the Mayor’s Transport Hate Crime and VAWG Taskforce. However, they stressed that what is missing is not activity, but structure: a London-wide strategy that brings together prevention, reporting, data, design and enforcement within a coherent and accountable framework.

Susan Leadbetter from WSP drew a direct comparison with Vision Zero¹⁹¹ for road safety. She noted that while TfL has an established, Key Performance Indicator (KPI)-backed framework for reducing deaths and serious injuries on the roads, there is no equivalent cohesive strategy for VAWG on transport.¹⁹² Drawing on the Vision Zero model, she called for a “systems approach” that brings together design, policy, behaviour and post-incident response, underpinned by clear KPIs to measure progress.¹⁹³ London TravelWatch similarly recommended an overarching strategy bringing together key industry partners, ideally aligned beyond London given the mobility of offenders, and underpinned by clear KPIs to strengthen accountability.¹⁹⁴

Iman Atta from Tell MAMA emphasised that the Mayor’s Taskforce should focus on accountability and delivery. She highlighted the importance of developing a clear action plan and monitoring progress against it, including clarity about how partners will be held accountable for commitments.¹⁹⁵ She noted that with hate crime continuing to rise, quarterly meetings alone may not be sufficient, and stressed the importance of sustained engagement, collaboration and ongoing awareness activity.¹⁹⁶

Other guests highlighted thematic gaps that require structured action planning. Louise Holden from Inclusion London pointed to the absence of a disability hate crime action plan across

¹⁸⁹ Several organisations that gave evidence to the Committee, including Tell MAMA, Galop, London TravelWatch, the Suzy Lamplugh Trust and the End Violence Against Women Coalition, are also members of the Taskforce.

¹⁹⁰ Written evidence submitted to the Police and Crime Committee by Transport for London. Published alongside report.

¹⁹¹ Transport for London, [Vision Zero for London](#)

¹⁹² Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.9

¹⁹³ Police and Crime Committee, [Minutes - VAWG on Public Transport.pdf](#), 3 December 2025, p.37

¹⁹⁴ Written evidence submitted to the Police and Crime Committee by London TravelWatch. Published alongside report.

¹⁹⁵ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.22

¹⁹⁶ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.22

London's transport system and stressed the need not only for new initiatives, but for systematic evaluation of what is effective.¹⁹⁷ Nannette Youssef from the Runnymede Trust raised similar concerns about fragmented data collection and limited evaluation of existing interventions, arguing that better integration of data and stronger evidence-led policymaking are essential.¹⁹⁸ Dr David Wilkin suggested that the adoption of a hate crime charter or manifesto-style framework could help formalise commitments and guide consistent implementation.¹⁹⁹

Partnership working and lived experience insight

Effective partnership working cannot be limited to coordination between statutory bodies. Community organisations play a distinct and indispensable role in supporting victims. They hold distinct and valuable insight into lived experience on London's public transport network. They can identify emerging risks and capture experiences that may never enter formal systems. Where this insight is not systematically integrated, opportunities to prevent escalation and improve trust are lost. A more established partnership model is required, one that treats community expertise not as secondary, but as central to understanding and addressing harm on London's transport network.

However, we found during our investigation that these community-based resources are not utilised to their full capacity. Written evidence from EVAW cautioned against an over-reliance on reporting rates alone, noting that reporting to the police can itself "cause further harm to the victim" and that the criminal justice system is "unequipped to deal with the scale of abuse".²⁰⁰ EVAW argued that a wider package of interventions is needed, including sustained funding for specialist support services, and stressed the importance of strong relationships between TfL, the police, local authorities and specialist VAWG organisations.²⁰¹ These relationships were described as essential not only for referral pathways into victim support, but also for sharing local intelligence on routes and locations associated with higher risk. EVAW emphasised the need to address VAWG across public and private spaces in a joined-up way, rather than treating transport in isolation, reflecting learning from Operation Soteria²⁰² and the Angiolini Inquiry^{203, 204}.

Several guests highlighted the critical role of third-sector partners in reaching victims who would not otherwise engage with formal systems. Andy Fearn from Protection Approaches told the Committee that only five per cent of people experiencing hate crime had accessed support,

¹⁹⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.25

¹⁹⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.23

¹⁹⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.19

²⁰⁰ Written evidence submitted to the Police and Crime Committee by the End Violence Against Women Coalition. Published alongside report.

²⁰¹ Written evidence submitted to the Police and Crime Committee by the End Violence Against Women Coalition. Published alongside report.

²⁰² Operation Soteria is a UK Home Office-funded research and change program launched in June 2021 to transform how police and prosecutors investigate rape and serious sexual offences.

²⁰³ The Angiolini Inquiry is an independent, multi-part investigation chaired by Lady Elish Angiolini, commissioned to examine the failures leading to the 2021 kidnap, rape, and murder of Sarah Everard by serving Met Police officer Wayne Couzens. The inquiry investigates policing, vetting, and sexual misconduct to address risks and women's safety.

²⁰⁴ Written evidence submitted to the Police and Crime Committee by the End Violence Against Women Coalition. Published alongside report.

despite almost all reporting negative impacts on their wellbeing.²⁰⁵ He described a MOPAC-funded model, now supported by City Bridge Foundation, that equips frontline workers across community organisations, local authorities and the NHS to recognise hate crime, provide initial support, and signpost victims to appropriate services.²⁰⁶ He explained that this approach can be highly effective, as victims often first disclose experiences to trusted professionals outside the criminal justice system.

The Committee heard about promising examples of partnership working to support victims of hate crime within London. Kai O'Doherty from Galop highlighted the Community Alliance to Combat Hate (CATCH), a MOPAC-funded partnership involving Galop, Tell MAMA and other community-led organisations.²⁰⁷ They described recent changes introducing automatic referrals at the point of police reporting, enabling victims to be directed quickly to appropriate specialist support.²⁰⁸ This approach was presented to the Committee as a positive example of how personalised, community-based support can be embedded alongside formal reporting processes.

The Committee also heard differing perspectives on how third-party reporting can be structured to balance care, consistency and evidential quality. Dr David Wilkin cautioned that many third-party reporting arrangements rely heavily on volunteers, limiting standardisation and the quality of evidence provided to police.²⁰⁹ He contrasted this with the model run by Victim Support Wales which is statutorily funded. Staff are trained to collect initial evidence, provide pastoral care, and support follow-up, working in close partnership with the police.²¹⁰ Dr Amy Clarke also spoke about how positively third-party reporting is viewed by victims, but stressed the importance of ensuring that services are properly resourced, and staff are fully trained if they are to be effective and trusted.²¹¹

Partnership working must extend beyond formal institutions to meaningful engagement with communities. Iman Atta from Tell MAMA emphasised the importance of moving beyond siloed working between TfL, BTP and the MPS, calling for a more holistic, victim-centred approach that includes community organisations in intelligence gathering, data sharing and prevention.²¹² She stressed that police presence should not be understood solely as a deterrent, but as an opportunity for engagement, learning and early identification of risk.²¹³

On that basis, the Committee considers that strengthening structured collaboration between statutory partners and specialist voluntary sector organisations should be a central focus of the work of the Mayor's Taskforce.

With a one-year remit, the Taskforce faces both opportunity and risk. By establishing a coherent framework, meaningful partnership working and a commitment to learning what

²⁰⁵ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.8

²⁰⁶ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.8

²⁰⁷ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.18

²⁰⁸ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.18

²⁰⁹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.9

²¹⁰ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.8-9

²¹¹ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 2.pdf](#), 5 November 2025, p.10

²¹² Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.20

²¹³ Police and Crime Committee, [Minutes - Hate Crime on Public Transport - Panel 1.pdf](#), 5 November 2025, p.20

works, the Taskforce has the potential to lay the foundations for more coordinated, preventative and trusted approach to tackling hate crime and VAWG on London's public transport network.

Recommendation 10

The Mayor's Transport Hate Crime and VAWG Taskforce should develop and publish a single, London-wide framework for tackling hate crime and VAWG on public transport. This framework should set out clear objectives, delivery leads, milestones and measurable indicators of success.

Recommendation 11

The Mayor's Transport Hate Crime and VAWG Taskforce, working with policing partners and Transport for London, should establish automatic referral pathways to specialist community organisations at the point of reporting across all public transport modes. This should include agreed protocols and regular monitoring of referral volumes and outcomes.

Committee Activity

The Committee held its first meeting on hate crime and violence against women and girls on London's public transport at City Hall on 5 November 2025. The following guests attended this session:

Panel 1:

- **Iman Atta OBE**, Director, Tell MAMA
- **Kai O'Doherty**, Director of Policy and Evidence, Galop
- **Louise Holden**, Senior Policy Officer, Inclusion London
- **Nannette Youssef**, Policy Manager, Runnymede Trust

Panel 2:

- **Andy Fearn**, Co-Executive Director, Protection Approaches
- **Dr Amy Clarke**, Deputy Director of the Centre for Hate Studies, University of Leicester
- **Dr David Wilkin**, Criminologist and Associate Lecturer in Social Policy and Criminology, The Open University

The Committee held its second meeting at City Hall on 3 December 2025. The following guests attended this session:

- **Susan Leadbetter**, Transport consultant and specialist in Gender Sensitive Design, WSP
- **Tricia Hayes**, Chair, London TravelWatch
- **Charli Keely**, Head of Policy & Campaigns, Our Streets Now

The Committee held its third and final meeting at City Hall on 17 December 2025. The following guests attended this session:

- **Siwan Hayward**, Director of Security Policing and Enforcement, Transport for London
- **Mandy McGregor**, Head of Policing and Community Safety, Transport for London
- **Chief Superintendent Chris Casey**, Divisional Commander for London and the South East, British Transport Police
- **Superintendent Sam Painter**, Detective Superintendent for Public Protection and Vulnerability, British Transport Police
- **Superintendent Paul Thomas**, MO8 Roads & Transport Policing Command, Metropolitan Police Service
- **Detective Chief Superintendent Brittany Clarke**, Lead Responsible Officer for Public Space, Metropolitan Police Service
- **Chief Superintendent Sanjay Andersen**, City of London Police

The Committee ran a survey to gather evidence from Londoners on their experience using London's public transport in relation to hate crime and VAWG. This survey was carried out by YouGov between 21st October to 27th November 2025, with a response of 1,058 London residents aged 18+.

Members of the Committee also attended a site visit to Mulberry Academy Shoreditch on 19 January 2026. The purpose of this visit was to hear directly from students about their experiences of travelling on London's public transport.

Written evidence was also received from:

- British Transport Police
- Professor Andrew Newton, Nottingham Trent University
- End Violence Against Women and Girls Coalition (EVAW)
- London Travel Watch
- Suzy Lamplugh Trust
- Transport for London

Report cover image: Transport for London

Other formats and languages

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Chinese

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Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

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Hindi

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Arabic

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