

GREATER MANCHESTER TRANSPORT COMMITTEE

Date: Friday 17th March 2023
Subject: TravelSafe Partnership: 2022 End of Year Review
Report of: Alex Cropper, Interim Chief Operating Officer, TfGM

PURPOSE OF REPORT:

This report provides an update on the work and achievements of the Greater Manchester TravelSafe Partnership across 2022, alongside a summary of the outcomes and successes of the GMP Transport Unit.

RECOMMENDATIONS:

Members are asked to note and comment on the contents of the report.

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Equalities Implications: Not applicable.

Climate Change Impact Assessment and Mitigation Measures – Not applicable.

Risk Management: Not applicable.

Legal Considerations: Not applicable.

Financial Consequences – Revenue: Not applicable.

Financial Consequences – Capital: Not applicable.

Number of attachments to the report:0

Comments/recommendations from Overview & Scrutiny Committee

BACKGROUND PAPERS: Not applicable.

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
No	Not applicable	

1. INTRODUCTION/BACKGROUND

- 1.1 During 2022, the GM TravelSafe Partnership (TSP) has continued to grow, mature, and develop. It should be noted that the TSP is entirely a collaborative model without any independent financing or directly deployable frontline staff.
- 1.2 This report summarises TSP activity across 2022 (01 January-31 December 2022) but also includes an overview of specific activity and outcomes of the GMP Transport Unit. Thanks should be noted to all TSP members for their ongoing contribution and commitment to the partnership and delivery against TravelSafe agreed [strategic aims](#).
- 1.3 As patronage across all modes continues to rise post-covid, the rate of incidents¹ (per million passenger journeys) has improved in 2022 compared to during 2021.
- Bus: 22.8 compared to 23.3 in 2021
 - Metrolink: 95 compared to 134 in 2021
 - Combined: 35 compared to 39 in 2021
- 1.4 Youth-related ASB continues as the main driver of incident reports across the network, this has been and remains a TSP priority. Targeted communications campaigns have been developed and a new strategic partnership formed with Foundation 92 (F92). This partnership brings expertise in youth engagement and diversionary activity, enhancing the TSPs capability to meaningfully address these types of behaviours, which continue to adversely impact passenger perceptions of safety.
- 1.5 Following successful delivery of Safer Streets, round 3 project, delivery has commenced against the round 4 project. This is focused on tackling the issue of missiles being thrown at moving vehicles in Bolton and Salford².
- 1.6 Educational outreach remains a critical activity of TSP. During the 2021/22 academic year, a record number of educational inputs, 50,500, were delivered to young people

¹ The TSP uses a rate of 'incidents per million passenger journeys' to normalise data to monitor and better compare trends of crime/ASB across public transport from year to year.

² Safer Streets bids must be geographically bound.

across Greater Manchester. The year-to-date total for the 2022/23 academic year stands at 19,332.

- 1.7 In 2022 Operation AVRO³ was launched with a thematic focus on public transport. This has embedded transport as the conceptual '11th District' of GM, facilitating access to a broad range of tools and capabilities and increasing TSP reach and visibility for our customers.

³ Operation AVRO is a GMP led initiative to help combat criminality, this had previously only been applied within geographical districts.

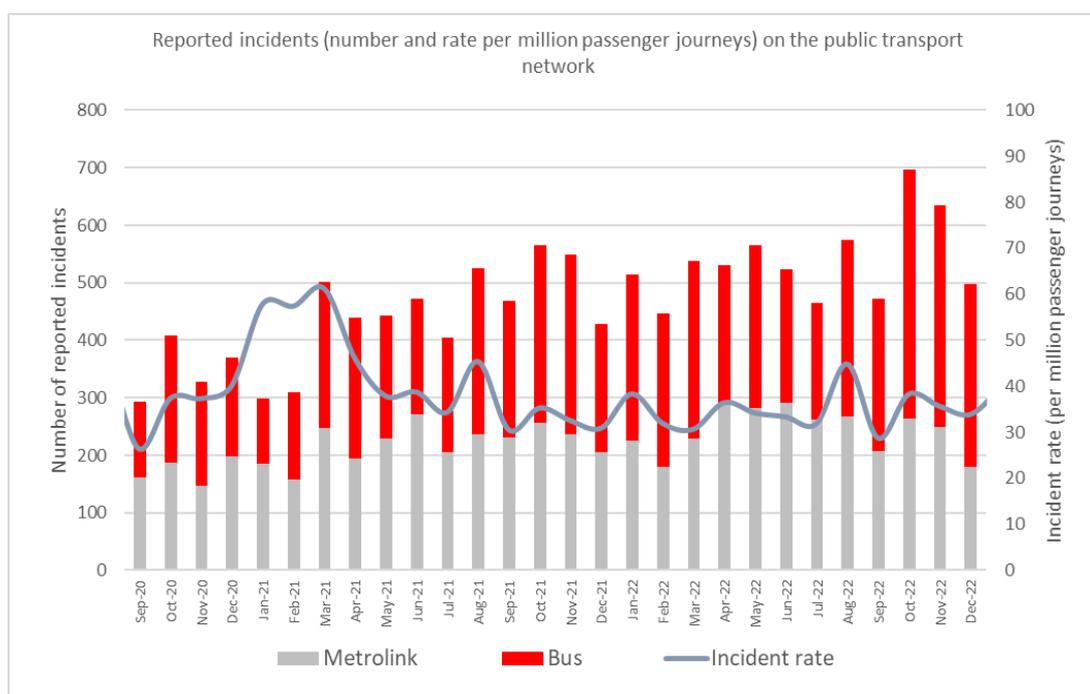
2 2022 Overview

Network Summary

2.1 The TravelSafe KPI brings together all reported crime and incident statistics⁴ from Greater Manchester Police⁵, TfGM, Bus & Metrolink Operators.

2.2 The average incident rate for 2022 for Bus and Metrolink combined was 35 (down from 39 during the 12 months to December 2021). This is illustrated in Figure 1.

Figure 1: Reported incidents of Crime and ASB (per million journeys)



2.3 Youth related ASB continues to present a significant challenge across the whole network. During 2022, 41% of all incidents, were attributable to 'youths or young people'.

⁴ A number of incidents are excluded where they constitute intelligence rather than an incident, and minor byelaw offences such as smoking and vaping on the platform. Incidents are de-duplicated and categorised prior to analysis. Presenting the data in this way allows comparisons to other Transport Networks e.g., TfL who also publish statistics on the number of incidents per million journeys (albeit TfL only report Crime and not ASB.)

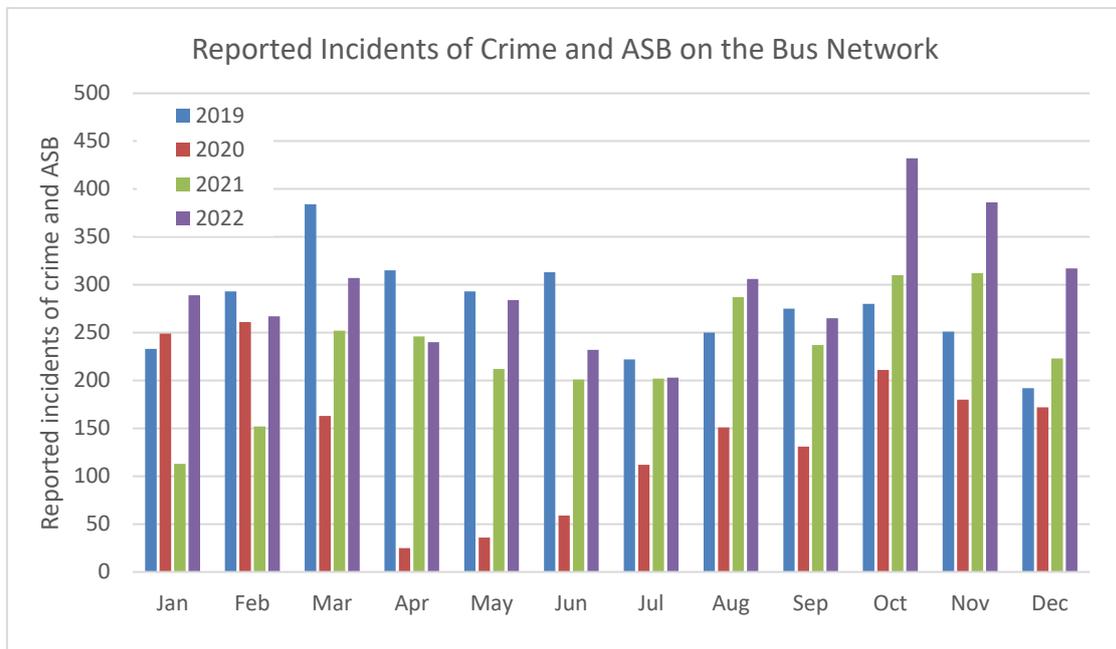
⁵ Gap in receipt of GMP data from 23 March-02 December 2020 as a result of Covid.

2.4 Key issues include youths congregating, engaging in harassment and intimidation, causing criminal damage (including throwing of missiles at moving vehicles) and interference with the operation of the network e.g., Metrolink door handle activations.

Bus Network 2022 Summary

2.5 The number of reported incidents of Crime and ASB on the bus network across 2022 was 28% above 2021. This is shown in Figure 2.

Figure 2: Reported Incidents of Crime and ASB on the Bus Network in 2022



2.6 Contributing to this increase is an uptick in incidents reported at bus stations and interchanges which is 26% higher than during 2021. A key factor of this, alongside increased passenger numbers, has been incidents categorised as ASB which were 32% up on 2021.

2.7 The number of reported assaults across the bus network increased by 9% during 2022. Weapons incidents remained static with 40 reported incidents in both 2021 and 2022.

2.8 As with Metrolink, youth-related ASB remains a key driver of incidents, with roughly double the amount than reported in 2019 (a likely a consequence of transport hubs being one of the few places to remain open during covid-related restrictions).

- 2.9 In 2022, there was a 12% increase in incident reports from bus stations and interchanges which referred to 'youths or young people' than in 2021.
- 2.10 It is important to note there has been and will continue to be, sustained and consistent work with staff at bus stations and interchanges (and across the operators) to improve rates of incident reporting into the TSP. This has been further supported during 2022 with the sharing of the Transport Unit Duty Sergeant mobile number with partners.
- 2.11 Addressing youth related ASB continues to be a priority for the Partnership, with some significant improvements seen at some of the more prolific locations. In 2022, Rochdale Interchange has seen a 55% reduction, Leigh Bus Station a 28% reduction and Wigan Bus Station a 25% reduction in comparison to incident numbers during 2021.
- 2.12 On the bus network, 44% of all reported incidents were categorised as youth or young person related, compared to 46% in 2021.
- 2.13 The main driver for ASB incidents reported on the bus network is incidents involving missiles (items) being thrown at bus services. Across 2022, these incidents increased by 23%.
- 2.14 Whilst the overall number of bus network incidents increased, incident totals have decreased in six of the ten districts. The increase has predominately been driven from a small number of hotspot areas:
- Salford: incidents increased from 26 in 2021 to 81 during 2022 with incident hotspots being Little Hulton, Kersal and the Salford section of the Leigh Guided Busway.
 - Manchester: 106 reported incidents of missiles targeting bus services during 2022, hotspots being Charlestown Road, Blackley, Burnage and Princess Parkway.
- 2.15 It is positive that these incidents, sporadic in nature, have reduced likely attributable to significant partnership work in education outreach and work with schools to encourage behaviour change.
- 2.16 The identification of hotspots has meant the Partnership, with support from the relevant district councils and policing teams, has been able to develop more mature problem-solving plans. An example is illustrated in the case study on the next page..

Case Study: Little Hulton

LITTLE HULTON BUS DAMAGE



ISSUE

- Significant uptick in incident reports of missiles thrown/criminal damage from November 2022
- 17 reports from Nov-Dec 2022
- Operator forced to remove service several times
- Key times - 1700-2330

WORKING TOGETHER

- Incidents raised and escalated through TSP Pacesetter process.
- District level partnership meeting convened with TSP, Transport Unit, GMP District, Salford City Council, affected operators (Diamond and Stagecoach) and Foundation 92.
- Salford City Council Community Safety Team proactive and uplift Community Safety and youth provision in the area.
- Lowry Academy supportive and working with the Council Community Safety Team and the Operators to identify offenders and to supervise loading of buses during PM egress (no school buses).
- Increased youth provision from Foundation 92 who are already active in Little Hulton and can signpost to youth provision/diversion.
- Proactive policing operations from the Transport Unit and District.
- Diamond Bus facilitated a ghost bus and enhanced sharing of intelligence.

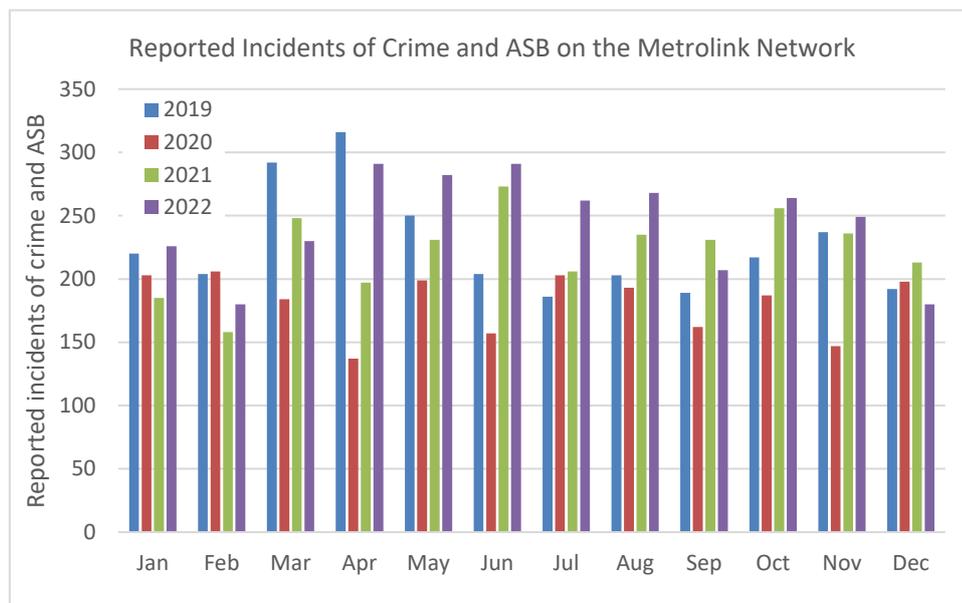
OUTCOMES

- Significant reduction in incidents, no further service removal.
- Perpetrators identified through Foundation 92 and Salford City Council (10-13 years old).
- Youth club provision enhanced to increase engagement.
- Perpetrators to go through programme of restorative justice including visit to Diamond Bus depot.
- Perpetrators parents are social housing tenants therefore tenancy warnings have been issued, facilitated by Salford City Council.
- Young people participated in filming as part of the TSP 'Better Than That' Campaign.

Metrolink 2022 Summary

2.17 During 2022 the number of reported incidents of Crime and ASB on Metrolink was 10% above that in 2021.

Figure 3: Reported incidents of Crime and ASB on the Metrolink Network



2.18 Similar to Bus, there has been an increase in incidents categorised as youth and young person related on the Metrolink Network, which are 16% up in 2022 compared to 2021.

2.19 The Manchester Airport line had the highest proportion of youth related incidents, with an estimated 53% of incidents categorised as youth or young person related. However, the total number of youth related incidents decreased by 5% compared to 2021.

2.20 The Bury line had a 65% increase in youth related incidents, Bury interchange having the highest number of youth related incidents. In response, KAM and GMP increased patrols during Autumn 2022 following an increase in the incidents of youth ASB at Crumpsall and Abraham Moss.

2.21 Assaults on the Metrolink network increased by 22%, and reports of robberies/theft also increased by 22%. However, weapons related incidents decreased by 10%.

2.22 The Oldham and Rochdale line had the highest number of reported incidents during 2022, with the overall number of incidents increasing by 5%. The number of reported

assaults remained static with the number of reported robberies/thefts falling by 53%. Incidents categorised as harassment/intimidation increased by 65%, with 78% of these targeted at partnership staff.

3 TravelSafe Achievements

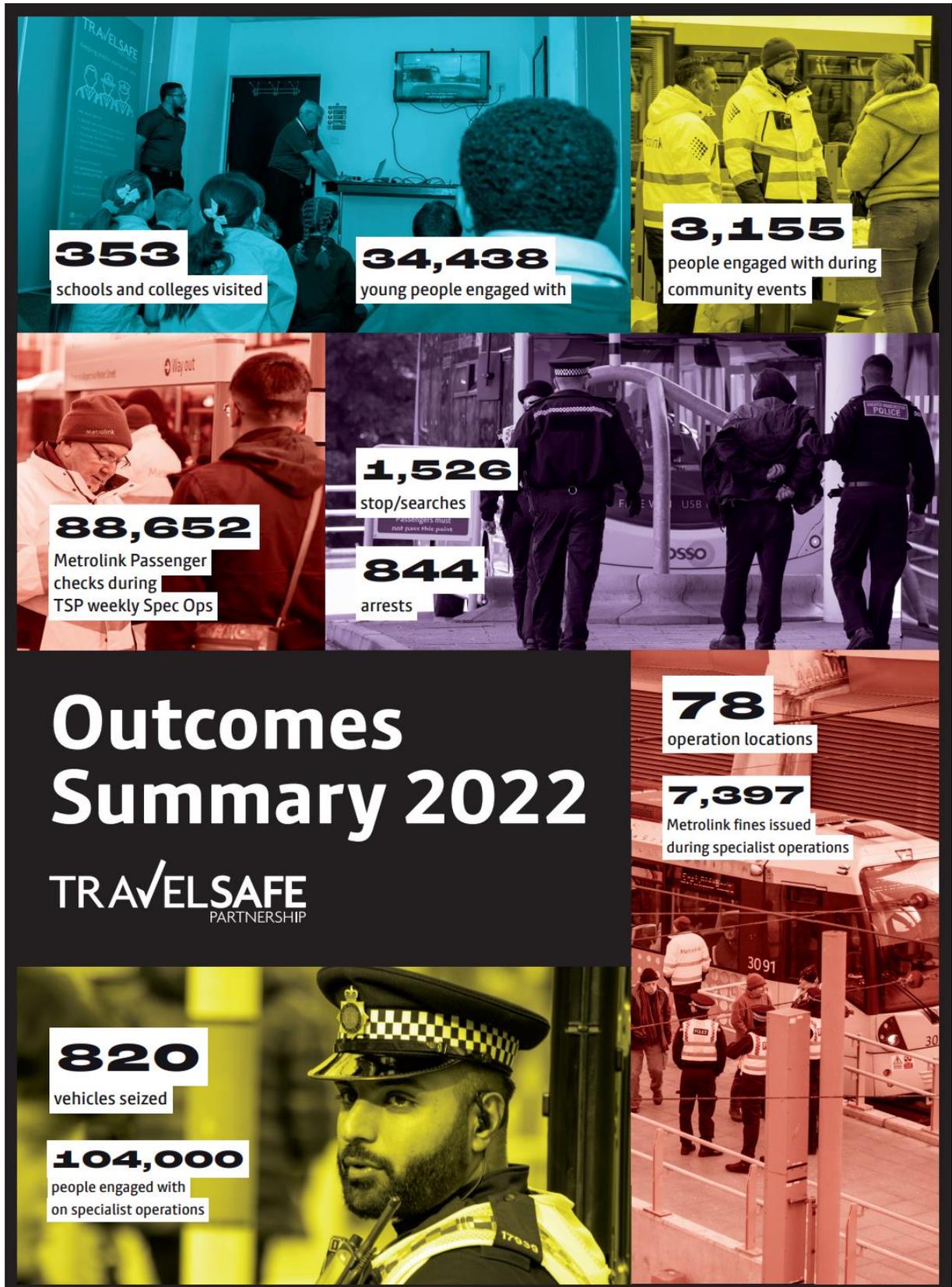
3.1 The [TravelSafe Partnership Strategy](#) was reviewed, updated and re-launched in June 2022 following engagement and consultation with all partners. The new strategic aims are to:

- Improve the perception of safety and security across public transport.
- Address and deter instances of crime and antisocial behaviour (ASB) occurring on the transport network.
- Promote and encourage ethical travel behaviours (including tackling fare evasion and gender-based violence).

3.2 These strategic aims contribute and complement towards activity and priorities at a GM level, identified through the Police, Fire and Crime Work programme, namely combating gender-based abuse and serious and organised crime.

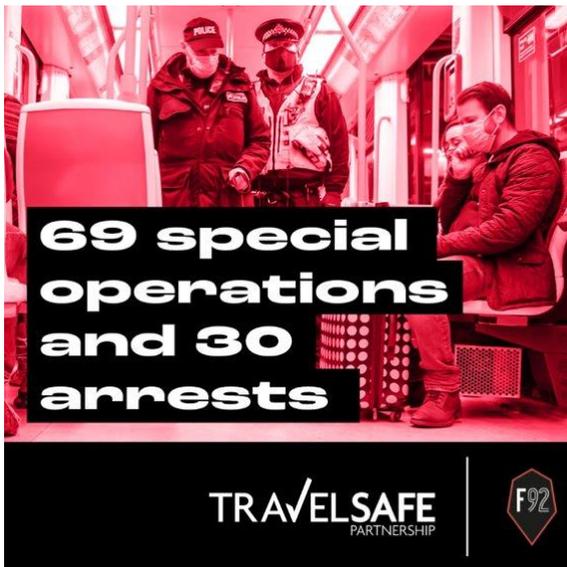
3.3 The Partnership 'Specialist Operation' programme, one aspect of regular joint activity, has continued to gain momentum and deliver results with a minimum of one per week taking place at key hotspot locations across the city-region, these use a variety of tactics to help address site specific issues. A 12-month summary Specialist Operation results is shown in Figure 4.

Figure 4: TravelSafe Specialist Operations – 12-month Results



3.4 TravelSafe communications and marketing activity has focused on youth ASB across the year with three distinct cohorts of customers identified:

- **Perpetrators and Peers** (males aged 11-18) – the purpose of this messaging is to set a strong tone that ASB is not acceptable, has consequences and will be dealt with robustly by TSP members.



Parents with children aged 11-18 – the purpose of this is to offer advice, signpost to sources of support to facilitate parental responsibility.



- **People requiring reassurance/safety conscious** – this involves specific messages for users and potential users, who are more likely to be concerned about personal safety on the network.



3.4 Alongside this communications activity, the Partnership identified a need to increase capability and tactics to help target issues associated with youth related incidents. In particular, through youth engagement and provision of diversionary activities across the school summer holiday period when incidents typically increase. A six-week pilot was undertaken with [Foundation 92](#)⁶, a locally-led community engagement and youth mentoring charity. The results and outcomes of the trial were very positive, and a decision was made to formalise and continue the partnership. The case study on the next page illustrates some localised outcomes of this programme to-date.

⁶ Foundation 92 is an independent registered charity that focusses on supporting communities to improve their lives through sport and education.

Case Study: Foundation 92 in Rochdale

FOUNDATION 92 IN ROCHDALE

ISSUE

- Rochdale Interchange and Middleton bus station identified by TSP as an emerging hotspot for youth ASB.
- Young people congregating, mainly at school egress time causing nuisance and ASB.
- Making the Interchange and bus station unwelcoming and feeling unsafe to customers and the wider public.



This joint working approach has enabled a more cohesive working environment, where young people are able to receive the support they require in a timely and responsive manner.

Tom Hutton
Head of Foundation



JOINT WORKING TO REDUCE ASB/RISK TAKING BEHAVIOUR IN AND AROUND MIDDLETON/ROCHDALE INTERCHANGE

- Based on TSP data and intelligence, Foundation 92 responded by providing timely youth work and mentoring to address the emerging trend of youth ASB and potential risk-taking behaviour.
- Foundation 92 engaged with a large number of young people from varied schools and backgrounds. This was facilitated by their mobile youth hub.
- Wider, place-based collaboration opportunities were quickly identified through Rochdale Council.
- This collaborative approach has enabled:
 - Sharing of timetables to ensure resources are appropriately tasked, avoiding duplication and allowing a wider reach.
 - Delivery of joint operations
 - Sharing data and intelligence through agreed procedures (e.g. safeguarding referrals)
 - Foundation 92 attendance at Rochdale Council weekly tasking meetings.

- 3.5 Early in 2022, it was agreed that GMP's Operation AVRO⁷ would be applied to the GM public transport network, effectively establishing it as the conceptual '11th District'. The inaugural operation took place on 26 and 27 September, this saw over 700 police and transport staff deployed at all major transport hubs undertaking a range of activities from engagement, reassurance, combating criminality and ASB, the results were impressive (Figure 5).
- 3.6 This now forms part of the regular TravelSafe operational schedule of activity. A second 'mini' Op AVRO was held on 16 December, to coincide with traditional 'Mad Friday' and to support increased nighttime economy, the results from this are shown in Figure 6.

Figure 5 – Operation AVRO 26 & 27 September Results



Figure 6 – Operation AVRO 16 December Results



TRAVELSAFE PARTNERSHIP

⁷ Operation AVRO is a Greater Manchester Police (GMP) force wide initiative which runs monthly across the ten districts of Greater Manchester (GM) to tackle criminal activity. AVRO involves neighbourhood policing teams supported by the GMP Specialist Operations Branch conducting a day of intense activity.

- 3.7 The Home Office Safer Streets (round 3) project, which focussed on improving the safety of women and girls in Oldham, concluded in March 2022. Outcomes were reported in the TravelSafe six-month update considered by Committee last year, but are included at Appendix A for completeness.
- 3.8 Delivery is now underway for Safer Streets (round 4). This bid has been jointly led by the TSP and British Transport Police (BTP) and is focussed on the issue of missiles/criminal damage in Bolton and Salford. Delivery to date includes:
- Procurement of two drones for BTP to increase CCTV coverage in remote areas of the network to provide virtual ‘eyes in the sky’ and support the deterrent of crime and ASB.
 - Enhanced ‘trusted people’ provision in Bolton, including taxi marshals and Public Space Protection Order enforcement.
 - Procurement of 30 Virtual Reality Headsets and immersive software training package to roll out to high schools, this package will help humanise and illustrate the consequences of throwing objects at public transport.
 - The Home Office have approved a re-purposing of anticipated underspend, which will now be used to re-fit a bus, generously donated by Stagecoach, as a mobile youth hub to be utilised by Foundation 92 to increase youth outreach activity and support delivery of the virtual reality package.
- 3.9 During the 2021/22 academic year, the TSP delivered educational inputs to over 50,500 young people. This was a record number in terms of engagement and a vital element of the partnerships deterrent work programme. For the 2022/23 academic year-to-date sessions have been delivered to 19,332 young people.
- 3.10 The TSP continues to support work to address Violence Against Women and Girls (VAWG). In October 2022, TfGM achieved White Ribbon⁸ Accreditation, signifying a commitment to ending gender-based violence. A three-year action plan is being developed to promote gender equality to support safe travel for all. A series of

⁸ White Ribbon is the UK’s leading charity which encourages men and boys to bring an end to violence against women and girls.

engagement workshops are being held with a wide range of partners, including members of the public, community groups and Voluntary, Community, Faith and Social Enterprise (VCFSE) organisations. The insights from these workshops will inform the practical steps TSP can take to make the network safer and feel safer for customers and staff. TfGM have also pledged support to the Manchester City Council '[Women's Night-time Safety Charter](#)'.

Greater Manchester Police (GMP) Transport Unit

- 3.11 The Transport Unit has continued to deliver high performance results, with arrests increasing by 76% from the first quarter of 2022 (January-March, 157) compared to the final quarter (October-December, 277).
- 3.12 The number of stop/searches has also increased significantly across the year, rising from 219 in the first quarter to 686 in the final quarter. This has been achieved via a mix of uniformed and plain clothes deployments across the network, supported by a mix of tactics including, search dogs, knife arches and behavioral detection.
- 3.13 Joint Transport Unit and Operation Sycamore⁹ deployments have yielded some impressive results in removing weapons from the transport network and wider community. Seven days of intensive activity took place at Victoria Station between 23-30 October 2022 resulting in six knives and one knuckleduster being seized.
- 3.14 A key priority is focused on building upon and further increasing Transport Unit co-location at TfGM Headquarters. This closer working, access to real time information, and CCTV visibility has already paid dividends in terms of crime response, investigation and positive outcomes.

4 Forward Look

4.5 TSP priorities for this year include:

- Exploring further funding and opportunities to extend joint working between the TSP and Foundation 92, recognising the criticality of providing access to youth-

⁹ Operation Sycamore is GMP's response to tackling serious violent crime, with a focus on knife crime.

diversionary activity to address the increasing trend of youth ASB related incidents.

- Continued delivery of transport specific operations as part of GMP's Operation AVRO programme.
- Continued delivery against the Safer Streets (round 4) project. This project is scheduled for delivery over the next 18 months.
- Continue and enhance TSP support to the GM Gender Based Violence agenda.
- Development of a formal Partnership data sharing agreement to enhance opportunities to share data and intelligence and feed into problem solving plans.
- Increase work with/involvement of elected members and local community groups.

Appendix A: Safer Streets (round 3) Overview and Results

- During the project there were significant improvements recorded in passenger perceptions of safety during the day, and smaller improvements in passenger perceptions of safety at night¹⁰.
- Positive staff and customer feedback received, specifically in relation to the additional staff visibility and cross agency working.
- The launch of GMP LiveChat, as the discreet method of reporting on public transport, this is now embedded across the network.
- A 'No means No' campaign poster, designed by a student from Oldham college, was rolled out across the five stops included in the bid. This was positively received and so subsequently rolled out across the full network.
- Training was delivered to all Metrolink frontline staff on how to spot and deal with gender-based violence and vulnerability. This has been commissioned through a women's sexual assault charity and a 'train the trainer' package is being developed to share with and roll out across all TSP operators.
- The project won an iNetwork award for 'Transforming and Innovating Public Services.' KeolisAmey Metrolink also won an international Keolis Group award for driving improvements in the travel experiences for women and girls which was described as an exemplar for other operators to follow.

¹⁰ Metrolink Passenger Confidence Surveys