Public Sex Encounters at Shudehill Interchange, Manchester, UK

Public Sex Encounters at Shudehill

Interchange by PC Joshua Lee and PS Natasha

Bryan
Summary; (393)

This submission focuses around implementing a problem solving approach to target public sex encounters at a large transport hub within Manchester City Centre. Shudehill interchange is a bus/tram station.

Scanning

From January 2021 to March 2021, there were around 22 incidents per day in the public toilets in Shudehill interchange. This was causing significant distress to the cleaners at the location who were walking into the toilets to clean and were witnessing numerous men involved in sex acts. Due to the location being a major transport hub into the city, it was frequently used by school children as a mean of getting to school. There was a risk of children and members of the public witnessing these acts. There was also a public health risk due to the global COVID 19 pandemic and lack of social distancing, but also no protection was being used so there was a risk to the sexual health of the perpetrators and also the cleaners as they were often cleaning up bodily fluids.

Analysis

Public sex encounters more commonly known as "cottaging" is where groups of homosexual men meet up in public toilets for the purpose of committing sex acts. There is an excitement factor which plays a part in this. However from liaising with the LGBTQ foundation, it has been establish that some of the perpetrators are involved in public sex encounters as an outlet for them as they are
Public Sex Encounters at Shudehill Interchange, Manchester, UK

struggling with coming out due to cultural, personal or religious issues. This has historically made dealing with public sex encounters a highly political issue.

**Assessment**

All elements of the problem solving analysis were targeted. The location was target hardened with CCTV cameras being repositioned to remove the anonymity factors that perpetrators of this type of offence craved. Referral systems were put in place working collaboratively with the LGBTQ foundation so that first time offenders were given the opportunity to work around their offending behaviour. Arrests were made and banning orders put in place for repeat offenders.

**Results**

Significantly the incidents have dropped from 22 incidents a day to around 1 incident a week. This has resulted in a £5 million pound cost saving to Greater Manchester Police along with added savings for the National Health Service and Transport for Greater Manchester. It has also improved the workplace environment for those who work at Shudehill Interchange.
The time period that the problem covers is January 2021- March 2021. The problem solving response was put in place from April 2021 onwards. Incidents take place from 1000-1600hrs with the majority of the offending taking place at around 1400hrs. These incidents occur 7 days of the week which is due to the COVID 19 pandemic restrictions which mean that the majority of people aren’t adhering to a normal working week.
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**Note:** The incidents at Shudehill Interchange are mostly related to sexual encounters. Additional factors such as drug use, anti-social behaviour, and other incidents are also noted in some entries.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

What this shows

The above is the statistics by TFGM staff. The highlighted reports are instances of indecency namely public sex encounters. It shows the clear increase in reports that have been made by staff at the location since the turn of the year. This shows that this is an ever growing problem and the operation could assist in reducing the amount of incidents being reported to Police. The problem was identified by patrons and workers at the location who contacted the police on several occasions. Apple picking of calls showed a significant numbers of calls to police but mostly these will be closed at source without being recorded as a crime. Workers at the location offered feedback that they were discouraged, by the managers, from contacting police. This was also reported by the local press which highlighted the issue to the public and local councillors.
These statistics comparatively with TFGM figures show an under-reporting of these incidents to police.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

It occurs in the male toilets of Shudehill bus station which are open to the public at a cost of 20p admission fee. Groups of men are attending the location as arranged through an app called "Squirt". Squirt is a platform in which homosexual men can arrange sex encounters. Public sex encounter spots are advertised on the app and patrons are involved in a rating system on a 5 star basis. At the height of offending Shudehill bus station toilets were rated 5 star on Squirt app. The offences were taking place outside the cubicles in the sink as shown in the picture below.
The offending area is indicated in red. This offered no privacy whatsoever and meant that patrons walking in would walk in without warning. The perpetrators would gain excitement factors from being caught.
The crimes are that numerous males have been using the Shudehill public toilets to perform sexual acts on each other. This has increased to around 22 incidents a day where this is occurring and it is happening every day.

This is having a great effect on staff at the toilets as they are facing this every day and the suspects are not showing any remorse. Staff at the location are having to clean up semen every day. This was causing staff great distress affecting them at work.

As this is a main transport hub, it is used by school children to travel to and from school. Due to the offending time periods, there was a risk of children witnessing this behaviour.

The main offenders are male suspects from a full range of ages.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

Analysis

Location

Shudehill interchange is easily accessible. It is incorporated into the tram network. It is several yards from Victoria train station. It also has bus services that allow travel to all over Manchester and Lancashire.
Above shows the description of the location from the squirt app which includes how easy it is to get to.

This occurs at this particular place due to the anonymity of the location. Also, there is not much CCTV in the area and it is known that staff there do not use bodycams and it is only management who do. The positions of the few CCTV cameras also allowed anonymity.

There was few security staff patrolling the location which means that no action will be taken if they are caught. The perpetrators generally become abusive to staff when caught and some had accused staff members of being homophobic as they argued public sex encounters were part of "gay culture". This meant that management had stopped challenging the behaviour on the whole and left their staff to deal with the situation. This meant that the location was incredibly attractive to these perpetrators as a result of this.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

The location is advertised on the squirt app. It has a five start rating on the site which is advertising it to other patrons. The ease of committing offences and getting caught was commented on within the reviews on the squirt app.

![Squirt App Location Details]

Above is the current star rating on the squirt app.

The large area outside the cubicles meant that it was particularly attractive to offenders as it could facilitate a group of significant numbers to engage in acts at any one time. The cleaner at the location witnessed up to 8 men engaged in a large sex act on more than one occasion.
Also the entry to the toilets has doors on that you have to pay to gain entry to the location. This generally prevents the members of the homeless community from using the premises. The toilets were significantly cleaner than others in the area as a consequence of this. Also the location has been used for years for the same reason, so therefore this issue is not something new and due to this not being resolved previously and with the fact that there hasn’t been much involvement, this means that the problem has become increasingly worse. At the peak this was happening 22 times a day.

Offender
Public Sex Encounters at Shudehill Interchange, Manchester, UK

The offenders were homosexual males split into two groups; those who enjoy the thrill and those struggling with their sexuality. This information was garnered from LGBTQ foundation.

Those enjoying the thrill stated that public sex in toilets has long been considered as part of the LGBTQ culture and it has been said by subject who were committing the offence at the time, that when caught they have turned around and stated this fact then going on to say that they have done nothing wrong.

For those struggling with accepting their sexuality, it was the only outlet for this as due to the national lockdown because of the global pandemic all other outlets such as nightclubs were closed.

This involved men of all ages and ethnic backgrounds.

**Time**

The toilets are open from 0700hrs-1700hrs with offending taking place mainly between 1000-1600hrs with the peak at around 1400hrs. This occurred 7 days a week with peak offending on weekdays.

**Victims**

Those who work within the bus station were the repeat victims. The cleaners in particular were caused significant distress as a result of this. They became anxious about attending work. They were also concerned about the risk to their health and that of the public, due to the amount of bodily fluids left at the location. This group were the main reporters of incidents to the police.

Patrons also witnessed incidents and reported this to the staff at the location. It was clear from gaining qualitative data in the form of impact statements that this was a large-scale issue in terms of the volume of incidents which at the peak was 22 incidents a day with around 25 offenders attending each day. There were incidents in which multiple men engaged in an orgy within the area outlined on the picture above, patrons witnessed these acts including one man who took his young
Public Sex Encounters at Shudehill Interchange, Manchester, UK

child into the toilet. This was not reported at the time but was reported to the management. In terms of offences committed:

- Sex in a public lavatory
- Outraging public decency
- Engaging in sexual activity in the presence of a child
- Exposure

There was also a significant risk to children witnessing incidents due to the location being frequented by vast numbers of children travelling to and from school.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

Response

Increase effort

- We had the target, which was the sex in public toilets. We hardened the target by dealing with a number of issues that the staff had, including high vis patrols from Police and TFGM staff.
- We controlled the access by having managers and cleaning staff observing people who were coming in and out of the toilets and reporting any suspicious activity to myself or my colleagues.
- We screened exits by once again having passing observations of the toilets and whilst also having someone monitoring the CCTV which was situated outside of the toilets. Just for any repeat offenders.

Increase risk

- I extended the guardianship to give the members of staff at the location more responsibility. I invited them to be more proactive and to report more often should an offender they know come in to the location. This helped increase reporting of the incidents to police which the results highlight as at the beginning of April there was heightened reporting of these incidents.
- Employed the services of a subject expert from the LGBTQ foundation and included him in meetings as he had worked with other forces in relation to similar difficulties. I then worked out an action plan at a joint meeting between myself, TFGM and the LGBTQ foundation.
- We assisted natural surveillance by using uniformed foot patrols in the area who kept high visibility. We also had plain clothes officers doing the same. This meant we assisted with surveillance on the toilets throughout the day.
- We reduced the anonymity of the issue, by increasing the Police presence in the area and also by liaising with the LGBTQ foundation that used their social media to speak out against the issue and to try and deter people from taking part. We also did the same, following the arrest of two offenders, we publicised the arrest on social media.

- We then went on to use place managers. We spoke to the managers at the address and encouraged them to take more responsibility. They would now provide more support to their cleaning staff who would be the people at the forefront of the sexual offences such as the exposure. Also, they would use body worn video to provide their staff with more protection.

- We also have worked with TFGM in regards to long term resolutions for the issues by increasing the surveillance. TFGM have already agreed to be setting up CCTV cameras inside the toilets and the suggestion was also put forward to ask for full time body cams for the cleaners and for a CCTV camera and screen that points outside of the toilets so suspects can see themselves going in.

- The posters in appendix communicated to offenders that officers were patrolling the area and that staff had body cameras, this removed the anonymity that offenders craved.

- Trained officers worked on the squirt app to lessen the star rating by highlighting how frequently patrols by police were taking place. Negative reviews were placed on the toilet to take the star rating down from five star.

**Reduce rewards**

- We removed targets via the way of arrest. When suspects were identified, they were arrested and dealt with via charge.

- We have disrupted the markets by using high visibility patrols to repeatedly target the location. We have also had our plain clothes operation working in the area as well, who were also targeting the location. We have set out different ideas going forward in the long
Public Sex Encounters at Shudehill Interchange, Manchester, UK

term which would result in the operation resulting in hopefully a complete reduction in these issues. Firstly, we request that TFGM take responsibility in the long term. This would prevent officers having to attend at all. These ideas were;

1. CCTV Cameras to be employed inside of the toilets. This removes the anonymity
2. CCTV on the outside, facing outwards with a screen next to it. This would show offenders that they are being recorded going in and out of the location. This was reportedly really useful in South Yorkshire Police where they had a similar issue.
3. Closing the top and bottom sides of the cubicles off. This would reduce the excitement of doing it in the toilets as it is more private. Some people get excitement over the chances of getting caught. This also restricts their capability to commit acts under the cubicle.
4. Thicker plastic walling. This is to prevent the implementation of the glory holes. This has been a repeat issue inside of shudehill. Where even after instilling the perplex screens a whole was drilled in. With the thicker material, it would make it considerably harder to do.
5. Body cam for the cleaners. This would help in evidence gathering going forward.

Reduce provocation

- This had caused a number of issues with frustrations. Especially with the cleaning staff who have been badly affected from the constant tirade of exposures they had to face. The managers were similarly as frustrated with the issues. We reduced this by dealing with the issue and also by urging staff to provide each other with more support. Especially when it came to confronting suspects.
- We worked to avoid disputes by ensuring that everyone was involved in all forms of telecommunications throughout and invited to the meetings. This meant that no one was being left out and understood exactly what was happening.
- Sought intervention assistance from the LGBTQ foundation, this helped offenders who had issues with "coming out". These type of offenders were committing these offences due to a
Public Sex Encounters at Shudehill Interchange, Manchester, UK

growing frustration around not being able to be themselves. Offering assistance around this issue, greatly helped reduce frustration.

- Discouraged imitation by allowing trained officers to tackle the rating of the location on the sites.

Remove excuse

- We have set rules, should someone be found to committing the act, depending on aggravating factors. The main rule being, that there is a requirement for the suspect to speak to partner agencies and seek support to assist in stopping their offending. Also a number of other support services can be found through such foundations. For example the LGBTQ foundation has tonnes of different departments that can then provide support to a subject. Also we will be working with the Anti-social behaviour action team and be looking at alternative methods of disposal rather than prosecution in the first instance. This would be via notices and warnings with conditions to speak to agencies for help with their behaviour.

- Also, we will be looking to alert suspect’s conscience by speaking to them and outlining the harassment the behaviour has caused. The LGBTQ foundation assisted with this by putting messages up on their social media about what offences they may have committed and what scenarios this may result in.

- Also used posters as seen in appendices 1 which highlighted that it was causing ASB and that offenders would be prosecuted. These were placed in prominent positions at entry points to the toilets. The message was really important, as due to the political nature of this issue, it was important that GMP did not look like it was actively targeting members of the gay community committing offences in this location.
When the operation started, there was on average 22 incidents per day. If all were being reported this would have been a great cost to Greater Manchester Police.
Public Sex Encounters at Shudehill Interchange, Manchester, UK

**Partnership agency input**

**What have Transport for Greater Manchester done**

Transport for Greater Manchester have agreed to and installed additional security cameras at the location in the areas highlighted by PC Lee and Gary Harkness. This has served to target harden the location as it has removed the anonymity aspect which made the location attractive to offenders.

They have also agreed to provide their cleaners with further support going forward. They will now follow the cleaners in with bodycams for protection should they suspect any offences are being committed.

Transport for Greater Manchester have ensured that all reported incidents be reported to the Police which has improved the crime recording for the location and provides a more accurate picture of the problem.

Environmental changes as documented on the letter in appendix 2 have funding applications in for.

**What have LGBTQ foundation done**

Gary Harkness from the LGBTQ foundation has implemented the following:

Creation of a database to assist with anonymous reporting for people who are struggling with their sexuality, where they can come and get help. This will support them to find more stable and safer relationships, rather than pursuing through these public acts.

Committed to supporting us when it comes to putting through referrals to their foundation and have stated they will provide support wherever required.

Publicly supported the Police. A concern was initially that some of the suspects who have been caught by staff at the location, have turned and said that it was part of the LGBTQ culture. However with support of the LGBTQ foundation and their public support, we have had them help us to outline
Public Sex Encounters at Shudehill Interchange, Manchester, UK

the issues around public sex and the possible offences that they may end up committing. For example; sexual activity in front of a child.

The LGBTQ foundation have also stated that they will look at referring suspects to other charities who may be considered as better suited to certain types of suspects and that due to them already being in touch with them sorts of foundations, this would be easier for them to do.

Village Angels (an organisation linked to the LGBTQ foundation) have provided support around sexual health and have attended the location as part of intervention outreach work. They have attended without the police and spoke to some of the perpetrators around their behaviour. They have also led the public health arm of the project and provided advice and resources to support safe sex practices.
Assessment

When the operation started, there was on average 22 incidents per day. If all were being reported this would have been a great cost to Greater Manchester Police.

On average the cost to GMP per Police response is £1150, so should every incident have been reported. This would therefore equate to a cost to Greater Manchester Police of £25300 per day, £177100 a week and £9563400 per year.

Following the Police enforcement and actions we have taken, we have managed to reduce incidents down to on average, 1 incident per week. This would therefore cost, £1150 a week and £62100 a year. That is a decrease of 99.35%.

There is also a public health cost saving with the Village Angels supporting safe sex. There is a cost saving as each sexually transmitted infection costs the NHS on average £574 to treat with life long STI costing around £30,230 on average to treat.

Also, with the implementation of long term problem solving plans, putting TFGM in charge of implementing these. This issue will not increase again.

The ideas to be implemented by TFGM are;

- CCTV Cameras to be put up on the inside of the toilets.
- BWV to be issued to the cleaning staff
- Any incidents to be reported immediately to GMP via 101
- Covering of the cubicles to remove risk factor
- CCTV and monitor to be placed outside of the toilets so people can see themselves walking in and out of the toilets.
- Thicker wall at the end of the cubicles to avoid the making of peep holes/ glory holes.

If the above our implemented, we can expect to see near enough a complete reduction in Public sex encounters in the Shudehill toilets therefore completely reducing the cost to GMP and also will help
Public Sex Encounters at Shudehill Interchange, Manchester, UK

with the welfare of the staff at Shudehill while also stopping members of the public becoming exposed to such incidents.

How will we assess

We will assess the results via the following;

- Tables with updated lates reports from Shudehill
- Tables from reports to GMP
- Speaking to staff at location about how they feel the report went
Public Sex Encounters at Shudehill Interchange, Manchester, UK

Tables of results

<table>
<thead>
<tr>
<th>Created date</th>
<th>Crime Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>/21 20 Mar 21</td>
<td>Public order offences</td>
</tr>
<tr>
<td>/21 1 Apr 21</td>
<td>Other sexual offences</td>
</tr>
<tr>
<td>/21 6 Apr 21</td>
<td>Public order offences</td>
</tr>
<tr>
<td>/21 7 Apr 21</td>
<td>Public order offences</td>
</tr>
<tr>
<td>/21 23 Apr 21</td>
<td>Public order offences</td>
</tr>
<tr>
<td>/21 12 May 21</td>
<td>Public order offences</td>
</tr>
</tbody>
</table>

What these tables show.

The above tables show clearly how the reported incidents have decreased significantly since the turn of April which is around the time that the operation started. These are the statistics up to the 21/05/2021 and it shows, since the start of May there has been one reported incident which was not
Public Sex Encounters at Shudehill Interchange, Manchester, UK

sexual activity in the toilets and was in fact to do with someone being offered sex while they were waiting for the bus. This therefore once again shows the improvement in reports and offences since the operation started.

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Appendix

Appendix 1-poster placed in toilets.

Due to recent ongoing issues surrounding anti-social behaviour, these toilets are patrolled throughout opening times on a regular basis by staff equipped with body worn cameras who may activate them to help collect evidence and assist in prosecutions against individuals / groups misusing these facilities.

If you have any concerns or questions please speak to a member of staff.

For emergencies only call Greater Manchester Police on 999, or 101 if it’s less urgent.

Alternatively you can contact Crimestoppers anonymously on 0800 555 111
Duty Manager,
Transport for Greater Manchester
Shudehill Bus Station,
Manchester
M41EX

Dear Mr Overend,

I am writing to you in regards to the joint operation that has been being conducted between Greater Manchester Police, Transport for Greater Manchester and the LGBTQ foundation around the issue of public exposure at Shudehill Bus Station.

The operation has now been running for a number of weeks and starting around the end of March when reported incidents of public exposure in the public toilets were at a high of around 22 incidents a day where the main victims of the incident were the cleaners at the location. Following this being brought to my team's attention, we started an operation which was initially based around high visibility and plain clothes patrols. In conjunction with the Transport unit, 2 arrests were made which resulted in a charge for outraging public decency.

This was then published online and resulted in receiving media attention which then further brought the ongoing issue at Shudehill to light.

Although we had this initial success, we have continued to have repeat issues, so have continued with both plain clothes and high visibility patrols at Shudehill bus station. This has resulted in a large scale drop in reported incidents around public exposure and on average we are seeing around
Public Sex Encounters at Shudehill Interchange, Manchester, UK

1 incident per week. Due to this and the sharp rise in demand across the Manchester City Centre, a decision has been made to scale back the operation and now focus more on the long term resolution which was initially discussed on the 21/04/2021 at a meeting between all partners and they are as follows;

- CCTV Cameras to be put up on the inside of the toilets.
- BWV to be issued to the cleaning staff
- Any incidents to be reported immediately to GMP via 101
- Covering of the cubicles to remove risk factor
- CCTV and monitor to be placed outside of the toilets so people can see themselves walking in and out of the toilets.
- Thicker wall at the end of the cubicles to avoid the making of peep holes/ glory holes.

Although I appreciate that you cannot implement all of the above, this is my suggestion on what long term solutions could assist going forward.

Should you have any further enquiries, please do not hesitate to contact me.

Kind Regards

Joshua Lee
Greater Manchester Police
PC 18321
Manchester Town Hall Police Station - Neighbourhood Policing Team
Public Sex Encounters at Shudehill Interchange, Manchester, UK

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LGBT Foundation

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Simon Baker: HR Manager
Rachel Bottomly: Deputy Director of Contracts and Finance
Ronit Bowman: IAPT Counsellor
Joe Cahill: Income Generation Officer
Tom Chew: LGBT Making Smoking History Programme Coordinator
Charlotte Cooke: Deputy Director of Delivery
Rob Cookson: Deputy Chief Executive
Rhiannon Coombes: Community Safety Officer
Katie Craven: Pride in Practice Business Development Manager
Claire Days: Bring Dementia Out Programme Coordinator
Lauren Duffy: Sexual Health Services Manager
Public Sex Encounters at Shudehill Interchange, Manchester, UK

Andrew Gilliver: Pride in Practice Coordinator - Community Involvement

Ria Goldman: Volunteer Coordinator

Gary Harkness: Community Safety Manager

Stewart Humphries: CEO’s Business Manager and Company Secretary

Amy King: Pride in Ageing Officer

Eden Ladley: Trans Programme Coordinator (Community Development)

Sophie Lambe: Wellbeing Services Manager

Craig Langton: Sexual Health Officer - Prevention & Promotion

Kayla Le Roux: Wellbeing Officer – Intake

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Meg Lightheart: Indigo Gender Service Manager

Aimee Linfield: Pride in Practice Manager - Greater Manchester

Paul Martin OBE: Chief Executive

Clare Marshall: Pride in Practice Coordinator - Greater Manchester

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Louise McIvor: Substance Misuse Coordinator

Emily McKnight: Wellbeing Officer - Helpline

Sophie Meagher: Policy Coordinator

Tom Montrose-Moss: Performance Manager

Joe Nellist: Communications Coordinator

Jay Neville: Indigo Gender Service Counsellor

Rossella Nicosia: Mental Health Services Manager

Debra Nixon: Assistant Director of Self-Generated Income

Michael Petch: Policy and Research Coordinator

Chloe Ravenchester: Wellbeing Officer