

Public  
**Protection**



BRITISH  
TRANSPORT  
POLICE


D Division Vulnerability  
Showcase

## PUBLIC PROTECTION & VULNERABILITY

- The past 5 years has seen BTP transform the way it responds to vulnerability in response to its recognition of the need to improve its knowledge and understanding beyond its traditional focus upon Suicide Prevention.
- Although instances of vulnerability related offences remain low there had been a significant rise in the number of referrals across all forms of vulnerability in part due to an extensive internal programme of training, communications and awareness\*.
  - Nationally CYP referrals have risen from 4,459 in 2016 to 9,118 in 2018 and 8,367 in 2019.
  - Adult At Risk (AAR) referrals have risen from 921 in 2016 rising to 3,558 in 2018 and , 3,262 in 2019.
  - Domestic Abuse Stalking & Harassment (DASH) referrals have risen from 1,029 in 2017 to 1,245 in 2018 and 1,144 in 2019.
  - 7 Modern Slavery & Human Trafficking referrals in 2016-17 , rising to 73 between April 2018 and January 2019
- The rise in understand, risks and demand has seen the creation of dedicated Public Protection & Vulnerability Command providing a national remit with a Vulnerability Unit in Scotland to provide dedicated support to D Division.
- In January 2018 HMICFRS formally recognised graded BTP's response to vulnerability as Good.

**13**  
**Strands**  
of vulnerability

- ▶ ADULTS AT RISK
- ▶ CHILD ABUSE
- ▶ CHILD SEXUAL EXPLOITATION
- ▶ DOMESTIC ABUSE
- ▶ FEMALE GENITAL MUTILATION
- ▶ FORCED MARRIAGE
- ▶ HONOUR-BASED ABUSE
- ▶ HUMAN TRAFFICKING AND MODERN SLAVERY
- ▶ MANAGEMENT OF SEXUAL AND VIOLENT OFFENDERS
- ▶ MISSING PERSONS
- ▶ ADULT SEXUAL EXPLOITATION
- ▶ SERIOUS SEXUAL OFFENCES
- ▶ STALKING AND HARASSMENT

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**Protection** | **LOOK  
BEYOND  
THE  
OBVIOUS**

## SUICIDE PREVENTION & MENTAL HEALTH

- The number of fatalities has increased on D Division with the total rising to 32 incidents in 2019-20 from 26 in 2018-19.
- The largest contributor to this increase is suspected suicides, which have been on an upward trend since 2017-18 with 2019-20 recording the highest number seen on D-Division in the last five financial years (27 vs. 18 in 2018-19). A majority of these individuals are not known to BTP.
- Of the 20 Non-Suspicious fatalities which occurred within Scotland in 2019-20 where an individual was struck by a train, we maintained an average response time of 21 minutes. We have increased the total number of incidents handed back from 9 in 2018-19 to 12, despite an overall rise of these type of incidents from 16 to 20.
- Encouragingly, BTP Section 297 mental health detentions and lifesaving interventions have seen a year on year increase between 2017-18 and 2019-20, with the latter recording the highest levels over the last three financial years.
- This has in been attributed to a collaborative initiatives delivering increased levels of awareness amongst officers, industry staff and public brought about through specific training and communications campaigns such a 'Small Talk Saves Lives'.



## COUNTY LINES

- County Lines (CL) is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas, using dedicated “deal lines”. They exploit children and vulnerable adults to move drugs and money often using coercion, intimidation and violence.
- The gangs, or those exploited by them, regularly travel between the urban hub and the rural market place – BTP have encountered children who have travelled hundreds of miles. The true extent of exploitation of children is still unknown - estimated that 46,000 CYPs are involved in gang related activity nationally.
- 20 known ‘lines’ operating in Scotland with a majority being cross-border from England.
- BTP has responded with Op Defiant building a detailed intelligence picture of CL activity on the railway. This successful work has secured BTP Home Office funding for a dedicated national CL Task Force until March 2021 and likely beyond.
- Within this financial year, the Task Force has made 287 arrests (120 of which were for known CL involvement), 134 drug seizures, recovered 49 weapons and £108,000 in illicit finance, made 20 referrals for suspected modern slavery and 65 internal vulnerability submissions.
- In January 2020 HMICFRS formally recognised BTP CL activity and the benefits delivered by the Force in tackling CL across the Nation identifying our intelligence capabilities and the training of railway staff on how to identify CL activity were taken as examples of best practice.



**Children travelling on trains may be being exploited by gangs involved in drug crime. Know the signs to spot.**

County lines gangs use children to courier drugs and money across the country. A high proportion of these children travel on trains. Have you seen a child, sometimes as young as 12, travelling long distances alone?

 <p>They might seem unfamiliar with the local area, or not have a local accent.</p>	 <p>They could be travelling during spaced hours or unusual hours (early in the morning, late at night)</p>	 <p>Are they travelling the same route on a regular basis (once or twice a week)?</p>
 <p>They could be receiving excessive texts or phone calls?</p>	 <p>Are they deliberately avoiding authority figures such as police officers or railway staff?</p>	 <p>Some may be with older individuals who are purchasing tickets for them or giving them money for tickets.</p>

If you see something that doesn't feel right, or looks suspicious, you should text British Transport Police on 61016 or call 0800 40 50 40 and mention that you have concerns a child may be involved in county lines activity

Home Office 

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## CHILD TRESPASS

- Incidents of trespass on the rail network similar between 2018-19 and 2019-20 at just over 10,000, with CYP trespass remaining a particular risk.
- Although CYP trespass has reduced during COVID-19 by 33% from 1,938 to 1,324 incidents when comparing the same period from last year, this still remains much higher than anticipated.
- A number of initiatives have been instigated to reduce CYP Trespass:
  - Operation Pickford - a National operation commissioned specifically to better understand the reasons for the increase in CYP trespass and to establish a set of standards to codify the Force's response.
  - Delivery of the award winning 'You Vs Train' campaign. Developed in collaboration with Network Rail, and work with partners, this campaign has successfully reached over 5 million school children with its safety messaging.
  - Partnerships with rail industry and local football clubs across D Division which aim to engage young football supporters on both rail safety
- This activity has led to a 29.5% decrease in incidents involving CYPs Nationally, as well as considerable reductions at hot spots from adult trespass. D Division has seen a slight rise in in the number of CYP related trespass from 250 incidents in 2018-19 to 283 in 2019-20. However, this still represents a significant reduction from the 430 incidents recorded in 2017-18.



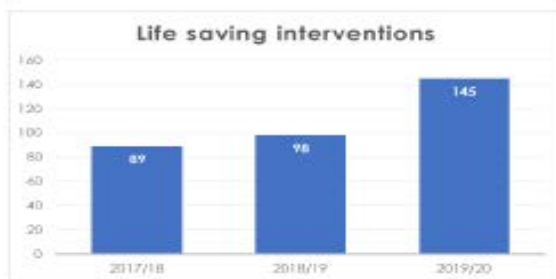
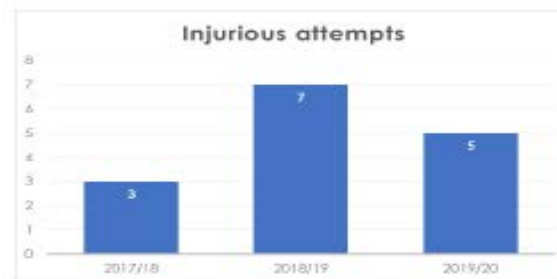
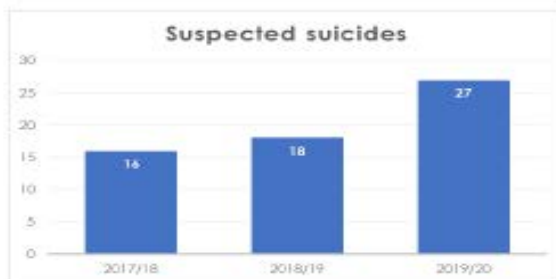
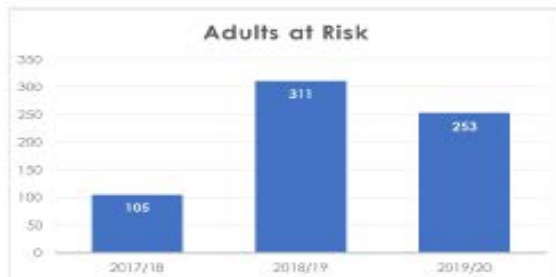
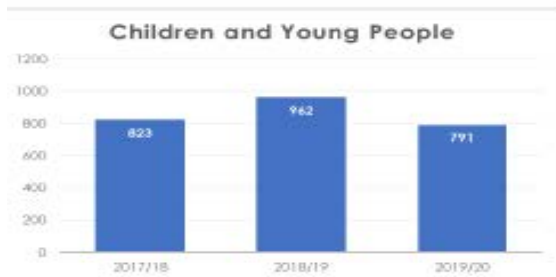
## New Steps

- HMICFRS Inspection grading = Good
- Creation of Public Protection & Vulnerability Command = increased understanding and resilience
- Look Beyond the Obvious & Professional Curiosity
- College of Policing & BTP Safeguarding training

## Next Steps

- Understand 'hidden' vulnerability related demand
- Continue to develop national operations for countering CSE, Modern Slavery & Human Trafficking and County Lines
- Expand Specialised training
- Increase pro-activity
- Deliver Safeguarding on Rail Scheme

# D Division Vulnerability Trends



YTD Comparison	2019/20 (Apr to Jun)	2020/21 (Apr to Jun)	Diff
CYP	235	93	142
AAR	78	69	-9
DASH	12	7	-5
NRM	0	0	0



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**Report to:** Scottish Policing Committee  
**Date:** 3 September 2020  
**Item:** 5  
**Subject:** Vulnerability Showcase  
**Sponsor:** Detective Chief Superintendent Paul Furnell  
**Author:** Paddy Kidwell, Business Manager Crime & Public Protection  
**For:** Discussion

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## **1. INTRODUCTION**


- 1.1. Within the past five years, BTP has transformed its understanding, capabilities and response to safeguarding and vulnerability at a time when the Force has reoriented its ethos to a threat, risk and harm approach, with a common focus on readiness, modernisation and resilience. Against the backdrop of increasing demand, particularly in violent crime and vulnerability related incidents, the Force has recognised and met the need to adapt our policing strategy to effectively respond to these salient features. Similarly, manifestations of longer-term trends for non-crime related occurrences, such as mental health and missing children, also present increasingly complex areas of growth.
- 1.2. Building upon its long standing and proven approach to Suicide Prevention and Mental Health, BTP has expanded its public protection and vulnerability functions into a dedicated Command to further support front-line operations. An extensive programme of training, communications and awareness has seen increased skills levels and an enhanced appreciation of vulnerability across the Force. This has resulted in favourable external assessments, with Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) grading the Force as Good in 2018, combined with similar positive feedback in discrete thematic inspections relating to Disruption and County Lines.
- 1.3. This step change in approach has seen a corresponding rise in the reports of vulnerable people being encountered across the network and has emphasised BTP's singular role in responding to vulnerable people and those seeking to exploit them. Such increased clarity and in-depth understanding has demonstrated that, although instances of vulnerability related offences, such as sexual exploitation or domestic abuse, remain low compared with Home Office Forces', the railway acts as a facilitator for



these and other forms of criminality, meaning that our officers are uniquely placed to identify and intercept, as evidenced by the rapid rise in vulnerability submissions.

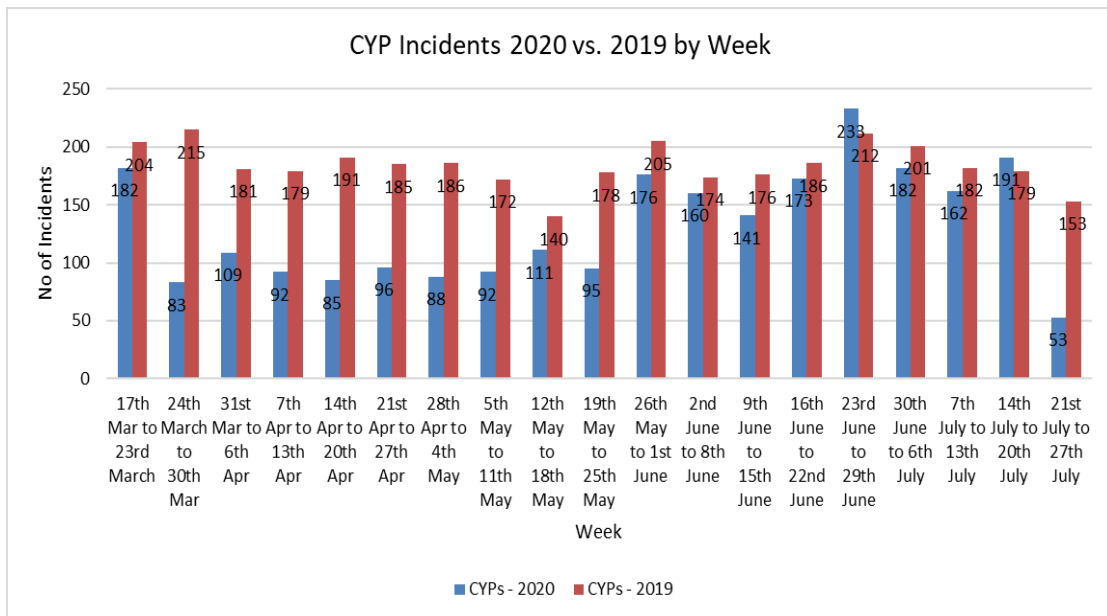
- 1.4. The paper will initially explore the changes the Force has made in relation to the overarching concept of vulnerability, outlining its recent journey, culminating with the introduction of an enhanced **Public Protection & Vulnerability** structure.
- 1.5. BTP has a unique commercial understanding of the needs of the railway and routinely provides discretionary, added value services over and above those which it is statutorily obliged to provide. The paper will provide an overview of the enhanced services in high-risk vulnerability related areas bracketed under the banner of **Suicide Prevention and Mental Health** (SPMH). A separate but related examination of BTP's response to trespass, particularly **child trespass** will illustrate how the experience of these areas enable BTP to safely manage critical events on the network using specialised judgement and assessment techniques.
- 1.6. The growing insight into vulnerability related criminality which, increasingly, can be attributed to our officers' vigilance and their growing specialist knowledge and experience of the many and varied forms in which vulnerability can present itself. Equally, this insight has reinforced the significant benefits of a policing approach which is not constrained by the geographic boundaries of other police forces. The paper will also explore how this unique position has most recently been highlighted through the Force's work around Missing & Exploited persons. Crucially, its focus upon **County Lines** has revealed increasing evidence and intelligence of this transport-dependent and transport-enabled form of exploitation criminality which does not respect traditional geographic boundaries.

## 2. PUBLIC PROTECTION & VULNERABILITY

- 2.1. This section will describe the changes implemented by BTP since 2015 following a comprehensive review of the Force's understanding and response to vulnerability. Expanding beyond the focus on SPMH, a dedicated safeguarding unit and a corresponding Safeguarding Strategy 2015-2019 was created in 2015. These formative pieces of work, alongside a variety of internal and external assessments, established the need for further efforts in light of the emerging intelligence as to the true extent and impact of vulnerability on BTP and the wider rail network. The Force fully embraced the need to develop its understanding of vulnerability in the context of the transient nature of the national railway environment and has seen BTP engage with vulnerability in a different way to geographically orientated Forces. In recognition of this, BTP embarked upon a transformation programme centred upon improving the Force's response in relation to the Thirteen Strands of Vulnerability as defined by the College of Policing.
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- The infographic '13 Strands of vulnerability' features a large orange number '13' on a black background. Below it, the text 'Strands of vulnerability' is written in white. A list of 13 items follows, each preceded by a small orange triangle: ADULTS AT RISK, CHILD ABUSE, CHILD SEXUAL EXPLOITATION, DOMESTIC ABUSE, FEMALE GENITAL MUTILATION, FORCED MARRIAGE, HONOUR-BASED ABUSE, HUMAN TRAFFICKING AND MODERN SLAVERY, MANAGEMENT OF SEXUAL AND VIOLENT OFFENDERS, MISSING PERSONS, ADULT SEXUAL EXPLOITATION, SERIOUS SEXUAL OFFENCES, and STALKING AND HARASSMENT. At the bottom, the British Transport Police logo is on the left, and the text 'Public Protection LOOK BEYOND THE OBVIOUS' is on the right.
- 2.2. Governed by the Public Protection Improvement Plan, (PIIP) the Force introduced a suite of training from 2017 and developed bespoke guidance to reflect BTP's operational context to improve how we respond to vulnerable people, both in terms of immediate care and subsequent support. A key driver of this change was the launch of the internal communications 'Look beyond the Obvious'. This is the Force's long-term campaign to raise awareness of the 13 strands of vulnerability. Utilising contemporary studies where BTP officers have engaged with individuals for 'standard matters', such as ticket irregularities, and have subsequently uncovered hidden vulnerability through the use of 'professional curiosity'.
- 2.3. Amplifying this communications' campaign, BTP officers and relevant staff have also received a one-day College of Policing Safeguarding training package. This training incorporated immersive scenario-based activities and case studies emphasising the importance of professional curiosity and how to identify vulnerability. It also outlined the personal initiative required to take positive action, the importance of information sharing and clarifying complex referral mechanisms.

2.4. To perpetuate the learning from this training there has been a series of Child Protection Vulnerability Roadshows which over 200 First Responders have attended to raise awareness for Domestic Abuse, Child Protection, Stalking or Harassment, and Suicide Prevention. An additional 65 inputs have been postponed due to COVID-19, but are scheduled to recommence in September 2020. Further to this, specifically within the Public Protection & Vulnerability Command, an additional training package has been developed for staff to embed a deeper understanding of vulnerabilities to aid in the assessment of vulnerability reports and support professional development.

2.5. As a result of this work, our understanding and demand relating to vulnerability has increased and diversified over the past 3 years. Concern for welfare reports for Children and Young Persons (CYPs) rose rapidly from 4,459 in 2016 to 9,118 in 2018 reducing slightly to 8,367 in 2019. A considerable proportion of concerns relate to missing children, highlighting the propensity for the railway to act as an enabler for these incidents. Notably, although the number of CYP submissions from officers dropped during the initial months of COVID-19, these have quickly returned or surpassed previous patterns.



2.6. The demands for the main categories, such as Adult at Risk (AAR), Domestic Abuse Stalking & Harassment (DASH) and Modern Slavery & Human Trafficking (MSHT), have also seen a similar growth since 2016. These continue to increase not only in volume, but also in terms of complexity. Of particular significance, has been the rise in the number of individuals deemed to be at risk or victims

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of MSHT. In 2016-17 BTP made 7 referrals to the NCA for MSHT, rising to 73 between April 2018 and January 2019. As a cross-cutting crime type this growth in referrals is attributed to the increased focus upon County Lines/ child exploitation. More recently, MSHT is emerging through volume crime, such as Theft of Passenger Property and Begging Offences where individuals are coerced into low level criminality by Organised Crime Groups (OCGs).

- 2.7. D Division has broadly followed this National pattern as illustrated in 'D Division Vulnerability Trends' slide attached to this paper.
- 2.8. Based upon this increase in demand, and the progressive complexity of vulnerability related incidents, a dedicated Public Protection & Vulnerability (PP&V) Command has been introduced under the BTP2021 programme. This provides a single command structure for all public protection, safeguarding and vulnerability related work within BTP, which is managed through a dedicated portfolio held by Assistant Chief Constable (ACC) Public Contact and Specialist Crime. PP&V has brought together the previously separate functions of SPMH and Central Safeguarding Hub to create a central Vulnerability Unit. With a national remit, this Unit has teams based in London, Birmingham, Leeds and Scotland and is further enhanced by embedded NHS psychiatric nurses who assist with the assessment and management of those found to be in crisis on the railway. The Unit is working to achieve an omni-competence staff base, with any staff member being capable of dealing with any type of reported concern and ensure its correct onward referral to achieve more resilience and effectively meet the rising demand.
- 2.9. D Division not only benefit from the support of this entire Command, but also have the local assistance and expertise of the dedicated PP&V Vulnerability Unit in Scotland. This teams' primary function is to receive, triage and refer to partners the vulnerability reports from first responders for the following safeguarding areas:
- Suicide Prevention and Mental Health
  - Adults at Risk
  - Children and Young People
  - Domestic Abuse
  - Modern Slavery and Human Trafficking

2.10. All safeguarding concerns identified and referral decisions are subject to specific triage and review against the Scottish statutory requirements and nuanced processes. This ensures that high risk individuals are identified and swiftly referred to external agencies for support as a priority. In addition, the Unit quality assures all information submitted to ensure that the protective measures put in place to address the risks are properly identified and that officers have the best information possible available to them. Each case is treated individually, with a significant level of research applied from multiple sources (including; PNC, Niche, iVPD, Local Authority and Police Scotland databases) to produce the most comprehensive picture of the individual. This allows us to consider the specific circumstances and make an informed risk assessment, which may result in a combination of the following courses of action:

- Referral to statutory and / or health care providers and policing partners
- Referral to relevant Non-Government Organisations for additional support,
- Provision of care packs and support letters to the individual,
- Creation and maintenance of a bespoke Vulnerability Protection Plan (VPP).

2.11. BTP enjoys well established links with vulnerability related stakeholders to ensure the Force receives and informs best practice.<sup>1</sup> This ensures that the Force is able to effectively contribute to discussions in these areas and is fully aware of updated plans and emerging threats (which can be fed back into BTP policy and procedures).

2.12. More locally, D Division has very effective relationships with Police Scotland, the Scottish Government and vulnerability interest groups. Daily communication takes place between BTP's Vulnerability Unit (Scotland) and Police Scotland's Concern Hubs. Every vulnerability submission shared with Local Authorities is copied to the relevant Police Scotland Concern Hub to ensure that they are fully sighted on all aspects of BTP's vulnerability interactions. Where Police Scotland hold information pertaining to risk on the rail network, we are seeing some improvement with that information being shared to BTP's Vulnerability Unit (Scotland).

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<sup>1</sup> At a strategic level, BTP are represented by senior staff on the National Police Chief's Council (NPCC) working groups for Child Abuse Investigation and Child Sexual Exploitation, Adults at Risk, Child and Young People, Modern Slavery & Human Trafficking, Missing People, Hate Crime, Stalking or Harassment, Honour Based Abuse, Forced Marriage, Female Genital Mutilation and Domestic Abuse.

- 2.13. Divisional officers and PP&V senior managers attend various meetings across Scotland to promote effective interagency working. These include actively participating in the Scottish Human Trafficking Partners Meeting, Domestic Abuse Working Group, Child Protection Strategic Group and the County Lines group. These groups effectively illustrate the impact of these different areas of vulnerability upon BTP and the unique aspects, functions and insights D Division can offer to ensure that BTP's local needs and threats are discussed as part of a holistic response.
- 2.14. At a tactical level, Neighbourhood Policing Inspectors meet regularly with station and area managers across the network in Scotland where they discuss performance and policing priorities. Problem Solving Plans, incorporating agreed outcomes and timescales, are created locally in conjunction with industry partners. Levels of satisfaction and effectiveness are scored by industry partners so that they can directly influence priorities and performance assessment.
- 2.15. Although good progress has been made by the Force and partners, we are aware that there is still a proportion of 'hidden' crime and vulnerability. Crimes linked to vulnerability are known to have a hidden element as it is these types of offences that, for various reasons, tend to go unreported. However, their hidden nature means that it can be difficult to estimate their prevalence, gather intelligence, and prosecute offenders presenting an enduring risk for the Force. The railway environment, with its ability to travel long distances in relatively anonymity, encourages the perception by victims and criminals, particularly OCGs, that the railway could offer a 'less risky' means to travel or facilitate criminality, continues to present risks to BTP and necessitate the dynamic, national response currently being supported by PP&V and the wider Crime & Public Protection command.

### **3. SUICIDE PREVENTION & MENTAL HEALTH (SPMH)**

- 3.1. BTP continues to encounter significant numbers of vulnerable people suffering from mental health conditions, behavioural disorders and learning difficulties. Some of these individuals present a significant risk of harm to themselves which can result in tragic loss of life by suicide. The proven ability to manage these high risk incidents, at all levels of the organisation, and BTP's consummate response is highly valued by families and stakeholders alike.

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- 3.2. At the heart of BTP's response is an established mental health strategy: the Mental Health Crisis and Suicide Prevention Strategy "From Crisis to Care". This is supported by the Mental Health Manual of Guidance (MoG) and the Suicide Prevention Standard Operating Procedure (SOP). These ensure that the processes and priorities around SPMH are readily understood and well-embedded across the Force, facilitated at a strategic level by the PP&V Command.

### **Fatality Management**

- 3.3. The number of fatalities has increased on D Division with the total rising to 32 incidents in 2019-20 from 26 in 2018-19. The largest contributor to this increase is suspected suicides, which have been on an upward trend since 2017-18 with 2019-20 recording the highest number seen on D-Division in the last five financial years (27 vs. 18 in 2018-19). Since the 01/04/2018, 85% of the individuals who completed suicide were male (53 males, 8 females and 1 trans-female) which is aligned with the Force-wide picture. Following similar trends, the top three mental health issues identified for these incidents were suicidal ideation, depression and previous suicide attempts. Alcohol abuse, drug abuse and family/relationship issues are common themes indicating the importance of local collaborative intervention, prevention and protection measures required from partner agencies to mitigate these incidents before they escalate to a presentation on the railway.
- 3.4. However, only 6 of the deceased had presented on BTP previously, with only 1 having come to notice on two separate occasions. Similarly, in terms of individuals who were known to BTP and were registered on the Crisis Intervention Database (formerly known as the Pre-suicidal Database) who have gone on to attempt or completed suicide on D Division, there were only two individuals in 2018/19 and two in 2019/20. Although this indicates that a vast majority of those who are engaged with and supported by BTP do not make further presentations or go on to attempt suicide or take their lives, it also highlights most individuals who do complete suicide are not known to BTP offering little chance for the Force itself to intervene.
- 3.5. Although year-to-date comparisons indicate that this trend continues – April to June this financial year has already seen three more suspected suicides than last year – BTP has continued to provide a specialist response, maintaining the critical balance between respect for the deceased and delivering an effective investigation, whilst mitigating the levels of service disruption. In addition, BTP offers:



preventative analysis; specialist body recovery capabilities; a discretionary classification process (which reflects both policing and industry needs); bespoke Vulnerable Person Profiles that actively manage risk associated with vulnerable individuals and engagement with the Crown Office and Procurator Fiscal service.

- 3.6. BTP contributes to cost reduction in Fatality Management through the use of the 90-minute handback objective for fatalities classified as Non-Suspicious. By aiming to deal with all Non-Suspicious Fatalities within an average of 90-minutes the Force enables the Industry to plan effectively for their service recovery, thereby reducing Schedule 8 payments or passenger compensation claims by positively influencing the primary minutes and also reactionary minutes.
- 3.7. The importance of maintaining this effective response and BTP's guiding principles are a key facet of fatality management training. BTP provides all new recruits with training via its Hydra suite, an immersive learning session which takes student officers through all aspects of managing a fatal incident. These sessions are interactive and, as with all Hydra training, focus upon the importance of decision making and clear communication. The exercise had been updated using learning from real life examples, issues from daily reviews and incident debriefs. The training is kept as real and as up to date as possible and enables recent trends and issues to be explored. This form of training has been highly praised in the recent HMICFRS Disruption Inspection, being held up as best practice which should be shared with Industry and other police forces to inform their response to fatal incidents.
- 3.8. Additionally, newly promoted Sergeants and Inspectors receive a specific input upon fatality management. Similar training is also provided for transferees, Special Constables, Force Control Room staff and PCSOs and is supplemented with additional Hydra training scenarios relating to Persons in Precarious Positions (PiPPs) and general mental health awareness. All packages are tailored to Scottish processes and procedures.
- 3.9. Of the 202 Non-Suspicious fatalities which occurred within Scotland in 2019-20 where an individual was struck by a train, we maintained an average response time of 21 minutes. Although the average

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<sup>2</sup> Please note that the difference between the total of 27 fatalities for Scotland in 2019-20 quoted above and this figure is due to the remainder being classified as something other than Non-Suspicious.

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handback time was 106 minutes, we increased the total number of incidents handed back from 9 in 2018-19 to 12, despite an overall rise of these type of incidents from 16 to 20. Those Non-Suspicious incidents which overran the 90-minute goal included a Child Fatality which, required forensic recovery and incidents where the recovery of the deceased had to be undertaken in darkness.

### **Suicide Prevention**

- 3.10. Encouragingly, lifesaving interventions have seen a year on year increase between 2017-18 (89) and 2019-20 (145)<sup>3</sup>, with the latter recording the highest levels over the last three financial years.
- 3.11. A combination of increased levels of awareness amongst officers and industry staff, specific training with an ethos of continuous development and the aforementioned communications campaigns, all underpinned by analysis determining a clear and deep understanding of our suicidal hotspot and crisis locations across Scotland translate into the increased intervention rate. This has achieved better briefings to first responders and more effective proactive deployments. In relation to the latter, BTP are now fully engaged with partners to obtain full and detailed victimology and antecedents for all apparent suicides and injurious attempts as well as broader contextual Mental Health crisis data. The aim is to analyse the more prevalent defining characteristics and causation factors in order to inform and focus future suicide prevention and mental health activity.
- 3.12. Beyond immediate incident response, BTP continues to work in collaboration with key stakeholders across the industry and with subject matter experts from the NHS and the third sector to develop evidence-based initiatives to reduce suicides on the railway. At a National level, and in recognition of the Force's capability in this sphere, BTP is the National Police Chiefs Council lead Force for Suicide Prevention and are active members of the government's National Suicide Prevention Strategy Group, contributing best practice to the Cross-Government Suicide Prevention Work Plan. Similarly, BTP attends the DfT's Suicide Prevention Awareness Group which brings together agencies from across the transport sector to reduce transport-related suicides. BTP's work around suicide prevention is often cited as best practice within these bodies and, following our recent HMICFRS inspection, it was concluded that overall that the Force manage suicide prevention and related disruption very well,

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<sup>3</sup> Additional figures are held within the supporting presentation attached to this paper.

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given the challenging environment in which we operate in. They particularly noted that the Force is effective at prioritising and minimising suicide-related disruption; that we prioritise our response to fatalities and, significantly, that we maintain the necessary operational independence whilst not losing sight of industry needs.

- 3.13. More specifically for Scotland, there are a number of initiatives currently in place where stakeholders, including BTP, NWR, The Train Operating Companies (including ScotRail), the Railway Mission, RSSB, Samaritans as well as specific local partner organisations, work together to reduce suicide.
- 3.14. A joint proactive response is enabled through BTP's identification of the priority suicide locations through analysis informed by dedicated PP&V resource within D Division supported by a central PP&V analysis team. Specifically, there is a focus upon the escalation of hot spot locations which have seen three or more incidents in a 12-month rolling period. Of particular importance for these locations has been the drive to train rail staff to make effective lifesaving interventions. BTP has delivered tailored Mental Health and Suicide Awareness training for officers and staff and this, together with the specialist knowledge and support provided by the Vulnerability Unit (Scotland), has been a key enabler for successful interventions. Enhancements to this such as Samaritans training for industry staff and the availability of the Managing Suicidal Contacts course available for both BTP and industry staff are also worthy of note.
- 3.15. This approach is complimented by a number of joint initiatives such as the Conversation Cafes (ScotRail and The Railway Mission) which refers to NHS Breathing Space, and the award winning 'Small Talk Saves Lives' communications campaign jointly developed by Network Rail, Samaritans and BTP. This campaign was designed to educate and empower rail passengers to identify concerning behaviour and safely intervene, with a particular focus on bystander interventions in high risk locations based upon a simple messaging framework. This accessible approach proved highly effective, with the campaign video receiving 3.9m views reaching 42% of rail passengers nationally and a third of the population overall. Two thirds of those who saw the campaign said that they were either likely or very likely to intervene with someone they perceived to be in crisis. 66% of those surveyed had approached somebody who appeared in distress and more than half of these stated this was promoted by the campaign itself.

- 3.16. Future suicide prevention efforts are now focussed upon enhancing the collaborative approach outlined above through strengthening information sharing to better inform joint risk appreciation and provision of additional support. This work is in progress and discussions are being held with regards to streamlining information sharing between BTP, NHS and Police Scotland and is aligned to the work BTP are undertaking as a member of the Vulnerable Persons Meeting, Chaired by Hugh Gillies, Snr Strategic Manager, Transport for Scotland<sup>4</sup>. BTP is recognised as an integral member of the Group and has been acknowledged for its ability to present comprehensive data and an appreciation of the key issues confronting its response to suicide prevention. Of note is the desire of the Group to reflect the thorough data capture and analysis conducted by the BTP. This is premised on the fact that, outside of the rail network in Scotland, it is suspected that the suicidal incidents reflect the numbers seen on the rail network, but achieving the same insight currently held by BTP is not available due to inconsistent data capture.
- 3.17. To compliment this work is the joint aim with the NHS to replicate the successful collaborative initiatives undertaken upon B and C Divisions where NHS psychiatric nurses are co-located with the respective Vulnerability Units. This would realise the effective and efficient information assessment and sharing out to partner agencies currently experienced on B and C Divisions in relation to individuals in crisis and would provide an additional layer of subject matter expertise to aid our secondary response.
- 3.18. An initiative to better manage and ultimately reduce the demand caused by high frequency presenters who repeatedly appear in crises and distress across the railway network, is the proposed introduction of specialist Serenity Integrated Managers (SIM). These staff will receive specialist training and be given the flexibility to work effectively with partners to provide the necessary help and support individuals require to prevent and/or deter them from repeatedly returning to the rail network. From recent analysis of a 38 month period, there were around 23,000 pre-suicidal incidents across the railway network, an average of 15 per day. These incidents involved only 17,265 unique individuals and it is now established that around one third of incidents (5 per day) involve a repeat presenter. On

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<sup>4</sup> The membership includes organisations such as NWR, Scottish Mental Health, Mental Health Directorate, SPT Subway, Glasgow University, Police Scotland, and various departmental representatives for Transport for Scotland. The Group was established at the beginning of this financial year in response to a growing concern around the number of individuals completing suicide upon the Scottish transport network.

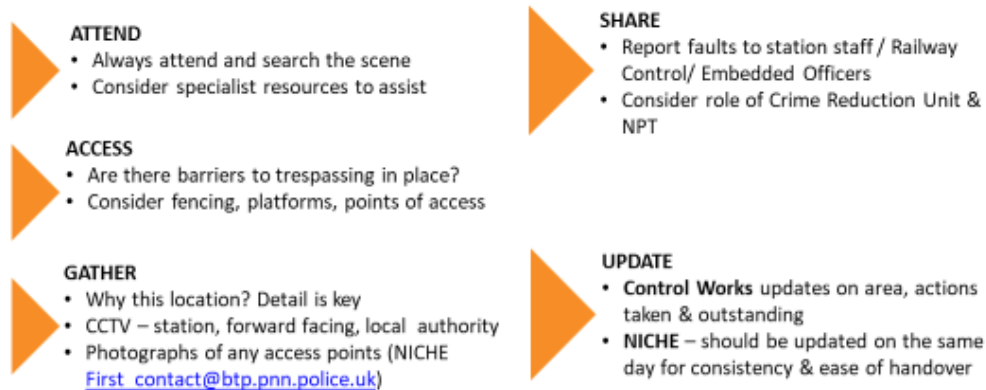
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average just under 50% of pre-suicidal incidents incur disruption to the rail network, but over 70% of incidents involving a repeat presenter cause disruption. In the calendar year 2019, 310 individuals were repeat presenters and responsible for a total 1,481 reported incidents. Of these, 151 individuals presented 3 or more times, a further 65 presented 4 or more times and a further 25 at least 5 or more occasions, all incurring a significant demand on BTP resources. In the main, these individuals were experiencing emotional distress and were seeking immediate help and support, but the latter is not provided by existing acute mental health service provision. However, potentially more effective support could be facilitated by SIM staffs proactive work with local community services, voluntary and social care provision. Without investment or redeployment of existing BTP resources to a SIM programme, the existing ineffective and time-consuming approach will have to be endured by front line response officers and rail operators. Proposals to fund such a capability are with NWR and the Department for Transport respectively, with the ambition that SIM functionality could be deployed by early 2021.

#### **4. CHILD TRESPASS**

- 4.1. Incidents of trespass on the rail network remain a priority for both BTP and industry, with reported incidents remaining similar between 2018-19 and 2019-20 at just over 10,000. The particular risk of CYP trespass has also continued. Therefore, throughout 2019-20 and into 2020-21, the pan industry Trespass Improvement Programme (TIP), instigated in 2017, has focussed on CYP related trespass and reducing the increasing number of child fatalities being seen on the rail network. The importance of this work and the danger of child trespass, with ingrained apathetic behaviours towards risk, have been clearly illustrated throughout COVID-19. Although CYP trespass has reduced by 33% from 1,938 to 1,324 incidents when comparing the same period from last year, this still remains much higher than anticipated when considered against the significantly reduced running of services. This high risk area requires a clear and sustained focus to be tackled effectively, demonstrated by targeted activity at hot spot locations where trespass incidents have reduced by 22%.
- 4.2. Operation Pickford has been at the heart of the BTP response. A National operation commissioned specifically to better understand the reasons for the increase in CYP trespass and to establish a set of standards to codify the Force's response. These standards have been designed to act as prompts to ensure officers collect as much information and intelligence in relation to the incident as possible. This

has built intelligence and provides a foundation for implementing a number of potential mitigation activities, ranging from partners resolving practical issues, such as poor or damaged fencing, through to engagement with local schools and youth organisations. To provide continuity and sustainability, Operation Pickford has been replaced by 'Pickford Principles', predicated on the learning from Op Pickford itself.



4.3. The Pickford Principles were successfully applied in tackling a rising number of CYP trespass incidents at Shettleston station in East Glasgow and subsequently informed education, engagement, engineering and enforcement strategy at the location:

Education – visits to local schools by the Glasgow Neighbourhood Policing Team to deliver rail safety messages and illustrate the dangers of trespass.

Engagement – through the Network Rail Community Engagement Manager the Scottish Football Association enabled with diversionary coaching, during which a rail safety message was delivered.

Engineering – Network Rail delivered boundary fencing improvements following BTP's Designing Out Crime Unit visits and guidance.

Enforcement – the area was included in patrol plans for BTP Glasgow for high visibility patrols, including school holiday periods. NWR also increased patrols of their safety personnel.

4.4. The sustained application of this approach saw the number of trespass related incidents half from 8 in 2018-19 to 4 in year-to-date 2020-21. Application of the Pickford Principles, and the mitigation strategy, has reversed the rise and it is readily anticipated that the measures put in place have prevented far more incidents than we are able to record. Kilpatrick is also a location of concern for

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CYP trespass; a similar approach to Shettleston has been delivered with BTP Dalmuir having carried out engagement with local high schools, implementing local patrols, Network Rail have installed platform end trespass mitigation and the Scottish FA has been engaged to provide diversionary coaching. Another example of effective intervention was during June 2019 where two CYP trespass incidents at Auchingray, a rural location on the high speed East Coast mainline. A visit was quickly carried out by BTP officers at the local school prior to the summer holidays to deliver safety messaging and advice and no further incidents have occurred since.

- 4.5. Enacting the Pickford principles was a key tenant of the March 2020 National Trespass Week of Action. Despite COVID-19 restrictions, planned activity across all Divisions centred on the patrol of CYP trespass hotspots, using social media to promote core messaging, the presence of officers in local areas and school outreach work. The latter saw a range of creative approaches utilising material including 'You vs Train' messaging on screens in schools and playing an audio recording of a safety related Thomas the Tank Engine story for younger students.
- 4.6. Representatives from all parts of the rail industry contribute to activities to combat child and youth trespass. This activity ranges from exploring innovative physical mitigation and investigating emerging anti-trespass technology to campaigns specifically targeting children, referred to above and recently, a Trojan Horse campaign using social media influencers to target older teens and young people. Funding has also been provided to partners agencies that work with teenagers to focus on an anti-trespass message through sport and activity interventions.
- 4.7. Directly and indirectly engaging with CYPs and educating them about the dangers of trespass or playing on the tracks has seen a number of additional collaborative efforts. One such example has been the conception and delivery of the award winning 'You Vs Train' campaign. Developed in collaboration with Network Rail, and work with partners, this campaign has successfully reached over 5 million school children with its safety messaging. The chief deliverables for the campaign were to change CYP attitudes towards trespass, discourage further child trespass and prevent further fatal incidents. The campaign was primarily targeted at 11-18 year old boys (approximately 26% of trespass incidents involve CYPs, who are often in groups). The campaign had a large social media presence and garnered good levels of public support and engagement through the telling of the true



story of Tom Hubbard, a young boy who was electrocuted by overhead lines, proving a powerful message. The campaign secured 23,000 reactions, comments, and shares in total. A survey at the end of the campaign indicated that approximately 500 respondents found the film clear, informative, and useful. 92% of children and 95% of adults said they were motivated to take positive action towards improving rail safety.

- 4.8. Aiming to compliment this national communications campaign, D Division and industry partners have developed partnerships with Hibernian FC, Heart of Midlothian FC and Aberdeen FC which aim to engage young football supporters on both rail safety and a wider health & wellbeing agenda. BTP has also held discussions with St Mirren FC to replicate their successful programme, providing additional resource to projects with significant access to CYPs in Paisley and surrounding areas.
- 4.9. Building upon these successes, D Division is also working closely with Network Rail on a proposed programme with the Scottish Football Association to deliver similar rail safety initiatives. The programme is to be delivered by local a combination of industry staff supported by D Division officers in known and emerging locations of concern. The main elements include Network Rail Football Camps during the Summer, October and Easter holidays, with up to 200 camps and 10,000 participants exposed to rail safety messages and inputs from D Division officers. With the ambition to engage with 20 partners across Scotland to provide national coverage, the programme also seeks to extend its social media reach through coverage via Scottish FA and its partners.
- 4.10. Underpinning this engagement work, and learning from the success of the National Metal Theft Fusion Unit, BTP and Network Rail have created a funded National Disruption Fusion Unit (NDFU). The NDFU comprises of both Network Rail performance analysts, BTP intelligence analysts and an RSSB safety analyst. The unit collates all available trespass data in a central repository so that it can be utilised by all stakeholders to support a pan-industry route crime strategy.
- 4.11. BTP utilises problem-solving analysis conducted by the NDFU to implement and track performance improvement initiatives at enduring CYP trespass hotspots. These locations are reviewed and escalated at the Disruption Steering Group meeting, chaired by the ACC Public Contact and Specialist Response. Embedded Officers (EOs) act as the local owners and conduit for industry
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partners. All data collated by the NDFU is combined to inform national problem solving profiles, route specific problem profiles and periodic outputs which focus long-term and short-term pan-industry route trespass mitigation tactics. A interactive dashboard is shared industry-wide within Network Rail and to all EOs to improve data driven decision making at all levels of the organisations.

- 4.12. The success of the wider NDFU and EO activity has aided the response to CYP Trespass for D Division. The benefit of the work undertaken by the unit and by EOs was instrumental in the introduction of the an EO and Embedded Analyst in Scotland in May 2018. The Embedded Analyst is based with Network Rail performance staff in order to mirror the successful work of the NDFU elsewhere in the UK, capable of benefitting from broad National trend analysis whilst delivering tailored local products.
- 4.13. This activity has led to a 29.5% decrease in incidents involving CYPs Nationally, as well as considerable reductions at hot spots from adult trespass. D Division has seen a slight rise in the number of CYP related trespass from 250 incidents in 2018-19 to 283 in 2019-20. However, this still represents a significant reduction from the 430 incidents recorded in 2017-18. This reduction also reflect the findings of our recent HMICFRS inspection, which concluded that, overall, we manage police-related disruption very well and that we appropriately prioritise our response to trespass.
- 4.14. Going forward, the TIP will continue to provide the principal mechanism to coordinate pan-industry efforts to counter CYP trespass, with BTP's subsidiary and internal work being managed through the newly created Disruption Improvement Plan. BTP will continue to play a key role in the TIP, chairing the Coordination Sub-Group, and contributing to both the TIP Steering and Working Group at both NPCC and senior management levels.

## **5. COUNTY LINES**

- 5.1. County Lines (CL) is a term used to describe gangs and organised criminal networks who use mobile phone 'lines' to extend their drug dealing activities into new locations outside of their traditional market areas. CYPs and vulnerable adults are exploited into moving drugs, money and weapons, using various forms of coercion and violence – including sexual violence – to intimidate them into undertaking these activities.

- 5.2. The Force was quick to recognise the threat posed by CL and the rail network presenting an easily accessible method of travel for CYPs forced to 'run' commodities medium to long term distances across the country. In October 2016, the Force launched Operation Defiant to improve our knowledge of CL activity across the rail network and to coordinate our response. Op Defiant has contributed to the development of an increasingly detailed appreciation of CL as well as the National picture for this type of offending. It has become increasingly apparent that the railway acts as a significant facilitator for CL activity and the presence of CYPs who have been coerced into CL utilising the railway is on a far greater scale than previously thought. Analysis suggests that CYPs are not only coming to notice more often on the railway because they cannot access motor vehicles, but that the rail environment offers increased opportunity to identify and intervene with these individuals such as through ticket checks.
- 5.3. However, since the introduction of the highly successful BTP CL Task Force under Op Defiant in December 2019, subsequent intelligence and operational activity has revealed that the railway is frequently used to facilitate CL . A strategic assessment by the CL response project Rescue & Response of a cohort of 4,000 CL nominals sighted the railway as a primary means of transportation: "They [children] are using central train stations to travel on National Rail lines, and further to this, correlation is seen for outer boroughs between their top counties and their local rail stations." There are similar findings by independent work by the St Giles Trust and Missing People charities requesting that BTP "play a much more significant role in identifying and supporting vulnerable children, given the frequent use of trains to traffic children, drugs and money."
- 5.4. In response to this, Op Defiant has implemented a comprehensive National strategy to address the range of risks and vulnerabilities presented by CL, with CYP safeguarding being a central focus. The Strategy is aligned to Home Office led, cross-government approaches for the Serious Violence Strategy and Ending Gang Violence and Exploitation (EGVE) programme, it centres upon breaking the business model of CL through consistently disrupting the movement of commodities around the country via the railway network through safeguarding led interventions. This is in recognition of the fact that BTP is uniquely placed to identify CYP runners based upon their propensity to utilise rail hubs for travel, and the Force's National structure which reflects the transient, borderless nature of CL
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activity, enabling us to work across different areas unencumbered by traditionally geographic boundaries to deliver a National, coordinated response.

- 5.5. In collaboration with the National County Lines Coordination Centre (NCLCC) and Regional Organised Crime Units (ROCU), the Force has developed a bespoke Risk Assessment Tool utilised by a dedicated Missing and Exploited Desk within the Force Intelligence Bureau. The Desk has been central to professionalising the Force's approach to CL enabling it to routinely work with the NCLCC, fully engage with the National CL Intelligence Collection Matrix (CLICM) and to undertake joint operations with partner agencies. This function is also responsible for the timely assessment, triage and dissemination of intelligence and provides a basis for engagement with the partners. The Desk is supported by BTP's network of Intelligence Development Officer's (IDOs) who undertake National, cross border liaison with partner Forces to identify County Lines style operations and instigate targeted action to disrupt this activity.
- 5.6. Augmenting this approach, in December 2019, BTP secured a Home Office grant to further our approach to tackling CL on the railway network. A National BTP CL Taskforce was established and has realised the ability for the Force to play a full part in tackling CL. The practical impact of this has been significant: 287 arrests (120 of which were for known CL involvement), 134 drug seizures, 49 weapons recovered and £108,000 in illicit finance seized as well as 20 referrals being made for suspected modern slavery and 65 internal vulnerability submissions for this financial year alone. These figures for CL arrests, weapons, drugs and cash seized, clearly illustrates the regular and pervasive use of the train network by those involved in CL. The success of the Task Force and recognition of the key role BTP has to play in tackling CL has attracted further Home Office investment for the next financial year and secured dedicated counter CL capabilities for 2020-21.
- 5.7.
- 5.8. Resources from BTP's Intelligence and Covert Policing Command have been deployed to Scotland on a number of investigations, notably Operation Grader, an investigation lasting in excess of a year, focused on the supply of Class A drugs by rail from London to Scotland. Similarly, the CL Task Force has worked closely with the network of BTP IDOs and has been in a position to act on fast time, cross

border intelligence. This was highlighted in a successful deployment in February this year, where intelligence indicated that an individual suspected to be involved in drugs supply was due to complete a return journey from Scotland to London in less than 24 hours. Through intelligence work, the Task Force successfully intercepted and arrested the male who was found to be in possession of approximately £3,000 of crack cocaine and heroin. He was charged with Possession with Intent to Supply cocaine and Possession with Intent to Supply heroin and is currently held on remand until trial.

- 5.9. In recognition of the success of such operations and wider BTP CL activity, in January 2020 HMICFRS formally recognised the benefits delivered by the Force in tackling CL across the Nation. The intelligence capabilities which have been established, our commitment to assessing and responding to vulnerable persons and the training of railway staff on how to identify CL activity were taken as examples of best practice.
- 5.10. This progress has underlined the need to develop the integrated approach to responding to CL. Efforts to frustrate CL must be cross-border and coordinated to ensure that there is a timely response to any developing intelligence or risk: CL criminality impacting in Scotland may well be prevented in England. The most successful way to tackle CL is by a collaborative, multi-agency approach and that BTP have demonstrated that they are well placed to support this Nationally. BTP are committed to continuing to work with partners to protect the vulnerable people being coerced into CL and bring perpetrators to justice. The progress of Op Defiant and the close working relationship developed with partners to date has clearly shown the essential value the Force has and will continue to contribute to disrupting CL activity both nationally and upon D Division.

REPORT ENDS