



PUBLIC PROTECTION MANUAL

This instruction applies to:-		Reference:-
Prisons Providers of Probation Services		PSI 18/2016 PI 17/2016
Issue Date	Effective Date	Expiry Date
5 th January 2024	5 th January 2024	N/A
Issued on the authority of	HMPPS Agency Board	
For action by	All staff responsible for the development and publication of policy and instructions Public Sector Prisons Contracted Prisons Immigration Removal Centre's (IRCs) Probation Service (PS) Governors	
Instruction type	Service specification support	
For information	All staff in prison establishments, IRCs, and probation services.	
Provide a summary of the policy aim and the reason for its development / revision	<p>This Instruction has been developed to provide guidelines and mandatory actions on the management of prisoners subject to public protection measures, and more generally the management of controlled materials in prison. This instruction has been drafted to reflect the new probation structures (NPS / CRCs).</p> <p>Update January 2024:</p> <p>The Public Protection Manual (PPM) PSI 18/2016 has been updated to include:</p> <ul style="list-style-type: none">- The policy on sentenced prisoners' contact with victims, and remand prisoners' contact with identified victims and witnesses.- Guidance on identifying public protection contact restrictions.- An update on the requirement for consent to share information as part of a prisoner's application for child contact when they are assessed as a Person Posing a Risk to Children (PPRC).	

	<ul style="list-style-type: none"> - An amendment to child contact arrangements enabling prisons to approve social video calling as a separate child contact arrangement. <p>Specific updates are set out in the executive summary below.</p> <p>Update September 2022:</p> <p>The Public Protection Manual (PPM): PSI 18/2016 has been amended to align with new associated policy and statutory MAPPA guidance. Specific updates are set out in the executive summary below.</p> <p>Changes have been made to the terminology to align with the Offender Management in Custody (OMiC) model and following the unification of probation services.</p> <p>Contact details have also been updated.</p>
Contact	<p>Public Protection Partnerships Section Public Protection Group Her Majesty's Prison and Probation Service (HMPPS) PrisonPublicProtectionPolicy@justice.gov.uk</p>
Associated documents	<p><i>Prisoners' Property Policy Framework</i> <i>PSI 47/2011 Prisoner Discipline Procedures</i> <i>PSI 49/2011 Prisoner Communication Services</i> <i>PSI 52/2011 Immigration, Repatriation and Removal Services</i> <i>PSI 72/2011 Discharge</i> <i>Prisoner complaints policy framework</i> <i>PSI 08/2012 Care Management of Young People</i></p>
	<p><i>Incentives Policy Framework</i> <i>PSI 05/2014 Safeguarding of Children & Vulnerable Adults: Changes to Disqualification Order Regime; and Access to Information on Barred Status of Offenders</i> <i>PSI 29/2014 - PI 26/2014 Release on Licence for Foreign National Prisoners Pending Deportation</i> <i>PSI 34/2014 - PI 52/2014 Provision of Offender Risk Information to Home Office Immigration Enforcement regarding Foreign National Offenders who are being considered for Deportation</i></p> <p><i>HMPPS ViSOR Policy Framework</i></p> <p><i>Release on temporary licence policy framework</i> <i>Generic Parole Process Policy Framework</i> <i>Authorised Communications Controls and Interception Policy Framework</i> <i>HMPPS Child Safeguarding Policy Framework</i> <i>Domestic abuse policy framework</i> <i>Management of security at visits Policy Framework: Closed estate</i> <i>Management of security at visits Policy Framework: Open estate</i> <i>Secure Social Video Calling Policy Framework</i> <i>Intelligence collection, management and dissemination in prisons and probation</i> <i>Manage the custodial sentence</i> <i>Person Escort Record Policy Framework</i></p>

[PSI 07/2015 Early days in custody](#)
[Statutory MAPPA Guidance available on the MAPPA website](#)
[Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children](#)
[HMPPS risk of serious harm guidance](#)

Replaces the following documents which are hereby cancelled: PSI 08/2009 Public Protection Manual, PSI 38/2011 Terrorist Notification Requirements, PI 08/2011 Terrorist Notification Requirements, PSI 08/1997 Custodians of Child Protection Registers

Audit/monitoring: Mandatory elements of instructions must be subject to management checks and may be subject to self or peer audit by HMPPS HQ staff as judged to be appropriate by the managers with responsibility for delivery. In addition, HMPPS will have a corporate audit programme that will audit against mandatory requirements to an extent and at a frequency determined from time to time through the appropriate governance.

Introduces amendments to the following documents:

PSI 49/2011 Prisoner Communication policy (amended)
Authorised Communication Controls and Interception Policy Framework (amended)
PSI 46/2011 Tackling Witness Intimidation by Remand Prisoners (cancelled)

Notes: *All Mandatory Actions throughout this instruction are in italics and must be strictly adhered to. Mandatory actions within the Public Protection Manual chapters can be found where the word 'must' is placed in bold.*

CONTENTS

Section	Subject	For reference by:
1	Executive Summary	All staff working in prison, Community Offender Managers, and Staff in IRC's
2	Public Protection Manual	
	Chapter 1 - Risk of Harm	All staff working in prison
	Chapter 2 - MAPPA	All staff working in prison Community Offender Managers
	Chapter 3 - ViSOR	All staff working in prison
	Chapter 4 - Disclosure and Barring Service: The Barred Lists	
	Chapter 5a - Safeguarding and Promoting the Welfare of Children	
	Chapter 5b - Persons Posing a Risk to Children	All staff working in prison Community Offender Managers
	Chapter 5c - Child Contact Procedures	All staff working in prison Community Offender Managers
	Chapter 5d - Personal Photographs of Children	All staff working in prison
	Chapter 6 - Harassment Measures and No Contact Requests	All staff working in prison Community Offender Managers
	Chapter 7 - Sexual Offender Registration and Notification	All staff working in prisons
	Chapter 8 - Terrorist Notification Requirements	
	Chapter 9 - Foreign National Offenders	All staff working in prisons Staff in IRC's
	Chapter 10 - Controlled Materials	All staff working in prisons

1. **Executive summary**

- 1.1 The Public Protection Manual (PPM) provides the overarching policy on public protection for the prison service. The Manual sets out statutory duties, mandatory actions and general guidance for promoting and providing effective public protection.
- 1.2 Effective public protection requires sharing risk information between departments within prisons, providers of probation services in the community and key partner agencies.

Background

- 1.3 Chapter 6 of the PPM has been updated to include the policy on sentenced prisoners' contact with victims, and remand prisoners' contact with identified victims and witnesses. This was previously contained in PSI 49/2011 Prisoner Communication Services and PSI 46/2011 Tackling Witness Intimidation by Remand Prisoners.
- 1.4 The PPM already contained the policy on harassment measures and no-contact requests. The PPM now provides the policy and greater clarity on all public protection restrictions which include:
 - Contact with Victims (sentenced prisoners)
 - Court orders that specify contact restrictions,
 - Protection of identified victims and witnesses in remand cases,
 - No-contact requests from members of the public.
- 1.5 The revisions in chapter 6 are in line with the Authorised Communications Controls and Interception (ACCI) PF which will signpost to the PPM for the policy on public protection restrictions.
- 1.7 Chapter 5c of the PPM has been updated to include a requirement for prisoners assessed as a Person Posing a Risk to Children (PPRC) to give consent to prisons sharing a summary of their risk with the primary carer of a child if they wish to apply for contact.
- 1.8 Chapter 5c of the PPM sets out the policy and guidance for staff involved with facilitating social video calls and includes identifying children approved for a social video call with a prisoner assessed as a PPRC. The policy now allows prisons to approve social video calling as a separate child contact arrangement where they assess this is preferable for safeguarding reasons over other contact arrangements.
- 1.9 The Manual was previously updated in September 2022 to include changes in legislation and changes to probation structures following the unification of probation services. Changes have been made to the terminology; NPS/CRC has been replaced with the Probation Service, and offender supervisor/offender manager replaced with Prison Offender Manager (POM) and Community Offender Manager (COM) to align with the Offender Management in Custody (OMiC) model.
- 1.10 The Police, Crime, Sentencing and Courts Act (PCSCA) 2022 expanded the MAPPA eligibility criteria to cover all terrorist, terrorist-connected and terrorist-risk offenders under a new category 4.
- 1.11 Several Serious Case Reviews and inspections have highlighted the need to improve information sharing across HMPPS. Following a review of the Prison Service's role within the MAPPA process the Manual has been updated to align with the revised statutory MAPPA guidance. This includes a new MAPPA F template and clear expectations on prison attendance at all pre-release MAPPA meetings.

- 1.12 The manual has been updated to reflect the new Authorised Communications Controls and Interception (ACCI) Policy Framework. The ACCI Policy Framework subsumes PSI 04/2016: 'The Interception of Communications in Prisons and Security Measures' and outlines the requirements for Offence Related Monitoring (ORM).

Desired Outcomes

- 1.13 Accurately identifying and recording the restrictions prisoners are subject to whilst they are in custody is an important public protection consideration. The manual now provides prisons with further guidance when identifying public protection contact restrictions. This guidance and the streamlined policy on contact restrictions will help staff when navigating how prisons should restrict prisoners' contact with members of the public who should be protected. The Policy will protect victims of crime from receiving contact from prisoners that may cause further distress and allows prisons to assess cases where contact may be approved if there are exceptional circumstances.
- 1.14 Improvements have been made to the way we record MAPPA cases in prisons. Prisons have a responsibility to identify MAPPA offenders and it is important that prisons accurately record the categories and confirmed levels of management using the correct Prison-NOMIS/DPS alerts. This will assist the Offender Management Unit to effectively manage their MAPPA cohort, specifically during the pre-release phase. The Manual has been updated to include the new MAPPA category 4 definition and signposts to the statutory MAPPA guidance. The new MAPPA F template, and clarity on prison service attendance at MAPPA meetings, will improve information sharing and the way we manage people on probation when leaving prison.
- 1.15 The Manual promotes child safeguarding and contains the mandatory actions for prisons when managing people who pose a risk to children. This includes sharing information with partner agencies to inform initial and subsequent review assessments, ensuring prisons correctly apply and manage child contact restrictions. Prisoners assessed as a PPRC who apply for contact with a child must consent to the OMU informing the child's primary carer of their potential or confirmed PPRC status and providing a summary of the reasons why the prisoner is assessed as posing a risk to children. The risk summary will enable the primary carer to make an informed decision about contact. If the prisoner does not consent to the OMU sharing this information, the application cannot proceed.
- 1.16 Secure social video calls were introduced to help maintain family contact as a supplement to existing communications through letters, phone calls and social visits. In some cases, the multi-agency child contact assessment may support a social video call rather than a face-to-face visit as they offer a unique safeguarding opportunity. The revised policy gives prisons greater flexibility to ensure child contact arrangements are appropriate to the individual risk assessment and in the best interests of the child.
- 1.17 The Manual directs prisons to take a targeted approach to monitoring prisoners' communications in line with the Authorised Communications Controls and Interception (ACCI) Policy Framework. Prisons must now use the Application for the Authorisation of Monitoring of Communications which replaces the Public Protection Interception Risk Assessment (PPIRA). Prisons should use the primary risk assessment tools OASys, or Asset Plus in the YCS, to inform decisions about Offence Related Monitoring (ORM). In the absence of a full OASys, prisons should use the checklist provided to assist the decision-making process.

Applications

- 1.18 The core work of public protection in prisons is performed by Offender Management Units but protecting the public is a shared responsibility of all staff working in a prison. It is an integral part of daily prison life.
- 1.19 The PPM should be applied to prisoners by taking into account any identified learning or language needs.

Mandatory actions

Chapter 1 - Risk of Harm

- 1.20 *Prison staff completing risk assessments must be familiar with the principles found in this chapter.*

Chapter 2 - MAPPA

- 1.21 *Prisons must identify MAPPA eligible prisoners on reception. Management of high-risk prisoners must be supported by the IRMT structure. The prison must provide a MAPPA F report for all prisoners managed at MAPPA level 2 and 3 and attend all pre-release meetings as outlined in the manual and MAPPA guidance.*

Chapter 3 - ViSOR

- 1.22 *Prison staff must obtain partnership to all ViSOR records in the expected time frame. Records must be managed in compliance with the ViSOR minimum data set with input of risk related intelligence throughout the ViSOR nominal's custodial sentence. Every establishment must ensure they assign a ViSOR lead and each region must have a CPC.*

Chapter 4 - Disclosure & Barring Service (DBS): The Barred List

- 1.23 *Staff must identify prisoners with offences or cautions on the autobar and automatic inclusion offences list and ensure barred offenders are not placed in regulated activity. Correspondence from the DBS must be managed in line with this chapter.*

Chapter 5a - Safeguarding and Promoting the Welfare of Children

- 1.24 *Prison Governors must be familiar with the section 11 and section 28 agency duties set out in the Children Act 2004 and the statutory guidance of Working Together to Safeguard Children 2015.*

Chapter 5b - Person Posing a Risk to Children (PPRC)

- 1.25 *Potential PPRCs must be identified quickly, and risk assessed to establish if there is a continuing risk to children. The relevant notifications must be made to Children's Services in the prisoner's home area.*

Chapter 5c - Child Contact

- 1.26 *Requests for child contact from a PPRC or potential PPRC must be considered in line with the process and principles in this chapter. The prison must ensure a review of contact levels is done at least annually, or sooner if there is a change in the prisoner's risk.*

Chapter 5d - Personal Photographs of Children

- 1.27 *PPRCs or potential PPRCs presenting a sexual risk to children must have access to their personal photographs of children considered using the principles in this chapter*

Chapter 6 - Contact Restrictions: Victim Contact, Harassment Measures, And No-Contact Requests

- 1.28 *Prison staff must identify and restrict prisoners' contact with victims, those protected by court orders that specify no-contact conditions, identified victims and witnesses in remand cases, and members of the public who have requested not to be contacted by a prisoner. Prisons must consider communications monitoring in line with this chapter and the ACCI Policy Framework. Decisions to continue monitoring or discontinue monitoring must be guided by risk considerations. Prisons are not required to monitor communications for the full duration of a court order; decisions to start and cease monitoring must be based on an assessment of risk, information and intelligence which will guide whether the activity is necessary and proportionate.*

Chapter 7 - Sexual Offender Registration & Notification

- 1.29 *Prisoners subject to registration requirements must be identified on reception and discharged from prison with the relevant paperwork. Timely notifications must also be sent to the police in the prisoner's home area during pre-release stage. Prisoners subject to a Risk of Sexual Harm Order (RSHO) or a Sexual Risk of Harm Order (SRO) must also be identified.*

Chapter 8 - Terrorist Notification Requirements

- 1.30 *Prisoners subject to registration requirements must be identified on reception and discharged from prison with the relevant paperwork.*

Chapter 9 - Foreign National Offenders (FNO)

- 1.31 *Prison staff must ensure that chapter 7 and 8 discharge duties are completed for foreign national offenders transferring to an IRC.*

Chapter 10 - Controlled Materials

- 1.32 *'Controlled Materials' replaces the previous term 'Inappropriate Materials' used in the 2009 version of the PPM. Staff must be familiar with the banned materials list in section 2 of this chapter. Decisions to restrict all other materials must be made on a case by case basis using the guidance in this chapter. Prisoners must be informed when a decision is taken to withhold material and the reasons for this must be given in writing to the prisoner.*

Resource Impact

- 1.33 *There is no resource impact as a result of the 2023 PPM revision. Managing public protection restrictions within prisons is already an expectation of prison offender management and the responsibilities for Prison Offender Managers (POMs) are in line with Offender Management in Custody (OMiC) model. The current revisions consolidate and clarify existing practice*

which is being carried out by existing staff, it will not be necessary to fund any additional posts. As a result, we do not expect there to be any impact on resource.

(Approved for publication)

Phil Copple
Chief Operating Officer

2. Public Protection Manual (Chapters 1 – 10)