Prison Service Order

ORDER NUMBER
2750

Date of update: 06/06/07

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PSI Amendments should be read in conjunction with PSO

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EXECUTIVE SUMMARY

STATEMENT OF PURPOSE
To reduce violence, promote a safe and healthy prison environment and foster a culture of non-violence among all staff and prisoners.

DESIRED OUTCOME
Prisoners, staff and others feel safe and able to function effectively free from fear of violence, threatening behaviour, intimidation or bullying.

Prisoners, staff and the Prison Service are able to demonstrate a contribution to a safer society.

MANDATORY ACTIONS
Governors of establishments and Directors of Contracted Prisons are responsible for ensuring the development, implementation and maintenance of their local Violence Reduction Strategy.

This is both central to the aims of the Prison Service and fulfils a duty under Health and Safety Legislation. Local trade unions must be consulted at every stage of the strategy (i.e. development, implementation and maintenance). Each establishment must have a strategy to reduce violence.

The approach must be active and evident across the whole prison. Local guidance must be issued which makes clear to all staff the requirements of the Prison Service Order and their individual responsibilities in reducing violence.

Prisoners and staff must be given opportunity and guidance to participate in and benefit from the strategy.

This must be implemented under the supervision of the Senior Management Team (SMT), who must review the progress of the strategy regularly.

Heads of Groups must ensure that HQ staff are aware of the strategy and its implications for policy. Policy leads must assess the impact that any changes of policy may have on violence in prison. Where HQ staff regularly visit prisons, Heads of Group must analyse potential problem areas and, if necessary, introduce action plans to ensure personal safety of staff.

RESOURCE IMPLICATIONS
This strategic approach to the prevention of violence builds on existing work and is constructed to enable each establishment to develop a local approach, within the resources available to them. This will vary between establishments; many have already effected substantial changes in recent years and are now seeing the benefits of a proactive approach to reducing violence and bullying, as part of the broader safer custody agenda

Training to equip prison officers to deal effectively and appropriately with the range of behaviours exhibited by prisoners is part of the Control and Restraint training. To reduce violence, staff should recognise and resolve conflict early, rather than take action only when physical intervention is necessary. Local training and/or guidance will be needed to inform and engage staff in the local strategy and processes. Safer Custody Officer and Team Leader training is being developed by TDG and Safer Custody Group (SCG). Governors and Directors will need to ensure that the necessary training is built into the training programme.

The cost of violence when it happens is significant, both in resource and human terms. Implementation of a Violence Reduction Strategy locally may lead to reallocation of resources to improve cost-effectiveness e.g. spending time helping prisoners resolve low levels of conflict or installing CCTV in known sites of violence can result in less time and resource being spent reacting to incidents and dealing with the aftermath of incidents.
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<td><strong>Michael Spurr</strong></td>
<td><strong>Deputy Director General</strong></td>
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Further advice or information on this PSO or the systems contained within it can be sought from: Gill Brigden, 020 7035 4283 or Amy Blain 020 7035 4284 Safer Custody Group
PRISON SERVICE ORDER 2750

Violence Reduction

1. Introduction

1.1 The Prison Service has a responsibility to keep prisoners and staff safe. Although in the context of prison life not every incident of violence is preventable, everything must be done to foster a culture of non-violence, equality and respect for difference and to promote conditions which reduce conflict and aggression.

1.2 This PSO takes account of local experience and development in violence reduction, an operational review and the recommendations of the report into the death of Zahid Mubarek. It brings together policy on violence reduction, anti-bullying and cell sharing risk assessment under one PSO. This PSO replaces PSO 1702, PSI 32/2005 and PSI 36/2006.

1.3 This PSO sets out mandatory requirements, these appear in italics. Strategic guidance is provided in ‘On the Safe Side’ (Annex A). A Violence Reduction Toolkit is available on the intranet or on CD.

2. Responsibility for reducing and managing violence

2.1 Governors and Directors of establishments are responsible for ensuring the development, implementation and maintenance of their local Violence Reduction Strategy, the appointment of a Violence Reduction Co-ordinator (VRC) and the management support to the VRC.

2.2 The SMT must assess the needs of the establishment and allocate adequate time for the VRC to fulfil the role.

2.3 This fulfils a duty under Health and Safety Legislation and is central to the aims of the Prison Service. Local trade unions must be consulted at every stage of the strategy (i.e. development, implementation and maintenance).

2.4 Each establishment must have a strategy that promotes the safety of prisoners, staff and others and minimises the likelihood of violence through use of: conflict resolution,

- dynamic security,
- problem-solving,
- effective risk management,
- addressing organisational and environmental factors,
- behaviour management for particular individuals,
- Offender Management processes.

2.5 The approach must be active and evident across the whole prison. Local guidance must be issued which makes clear to all staff the requirements of the Prison Service Order and their individual responsibilities in reducing violence, which should be included in their SPDR.

2.6 Governors and Directors must ensure that any relevant comments or recommendations in external reports (e.g. HMCIP Inspections, PPO death in custody reports) about their establishments which have implications for the safety of prisoners, staff or others be brought to the attention of the workforce.
2.7 Prisoners must be given the opportunity and guidance to participate in and benefit from the strategy. They must be consulted at least annually. This can be individually or collectively through exit surveys, prisoner councils, wing meetings, or other types of surveys. Their input into how to maintain safer environments should be explicitly taken into account in the establishment’s Violence Reduction Strategy.

2.8 Where group meetings or prisoner councils are built into routines, prisoners are more likely to readily adopt the principles of empathy and respect. The council can contribute to and support a non-violent approach to issues which may otherwise have resulted in conflict.

2.9 Area managers should provide leadership and support for this work and regularly include the Violence Reduction Strategy on the agenda of area meetings and bi-laterals with Governors.

2.10 Heads of Groups must ensure that HQ staff are aware of the strategy and its implications for policy. Policy leads must assess the impact that any changes of policy may have on prisoner behaviour and develop policy to reduce conflict.

3. Management of behaviour that escalates conflicts and causes violence

3.1 Prisoners must be given clear expectations of their rights and responsibilities for their own and other’s personal safety from the outset, and how to seek help if they have a concern. This should be approached sensitively so that it does not raise levels of fear, particularly amongst new or ‘vulnerable’ prisoners. The messages given at induction must be reinforced throughout the period in custody, by personal officers but also through a whole staff approach. Positive non-violent behaviour should be noted and commended and all opportunities should be taken to promote the values of the prison community to all its members.

3.2 The establishment must be alert to sources of conflict that are imported from outside the prison, particularly gang-related issues

3.3 The risk of being victimised, for example by theft of property, verbal/racist abuse, fraud, create the conditions in which prisoners might be tempted to use violence to defend their interests. Staff need to be aware that maintaining safety from all forms of victimisation can prevent disputes that result in violence.

3.4 Prisoners involved in unacceptable behaviour towards others must be appropriately and consistently challenged and given support to improve their behaviour as part the Offender Management process. The response should include:

- staff intervention to resolve conflict in its early stages will reduce the likelihood of escalation to physical violence and need not always necessitate disciplinary action.

- constructive sanctions and incentives such as IEP are appropriate for some prisoners, but must be part of a package of measures which address the causes and contributory factors.

- assaults resulting in serious injury (as defined in PSO 1400) should be given the level of seriousness that they would receive if they took place in the community and be dealt with through the criminal justice system as far as possible.

- behaviour causing concern should be raised at the sentence planning meeting and appropriate objectives built into the Offender Management process.

For further guidance see the first steps and flowchart at Annex C
4. Follow-up action with prisoners involved in a violent incident:

4.1 Any incidence or pattern of unacceptable behaviour must be clearly recorded on the prisoner's history sheet. Depending on the nature and severity of the incident the cell-sharing risk assessment must be reviewed. In the case of a racially motivated incident the procedure laid out in PSO 2800 must be followed.

4.2 Research shows that, in prison settings, perpetrators are likely also to have been victims. The strategy for responding to prisoners who persistently harm others must show that the reasons for the difficult behaviour have been fully investigated and that active steps are taken to enhance the perpetrator's sense of safety.

4.3 The needs of those victimised by other prisoners must be met. Such needs include personal safety, restoring confidence, and keeping them informed of the progress and outcomes of any formal proceedings (including IEP and Criminal Justice System proceedings). Needs (particularly restoring confidence) might best be met by facilitating a dialogue between the two parties, directly or indirectly. Any such restorative process must be entered into voluntarily. See first steps at Annex C.

4.4 Where a formal Restorative Justice process is entered into this must be done by properly trained restorative facilitators or mediators. Direct meetings between prisoners in conflict must be conducted only after careful preparation with both parties.

4.5 Where establishments are satisfied, and can demonstrate, that a staged process under the former anti-bullying strategy is effective in changing behaviour and supporting those affected by bullying and violence, they may choose to continue to use this. However, any such strategy must show evidence that harmful behaviour is consistently confronted.

4.6 All disciplinary measures should be non-violent and appropriate to the individual's stage of development. Disciplinary measures must avoid physical and psychological harm or humiliation. Segregation must only be used as a last resort and with explicit protocols for the purpose of encouraging reintegration following segregation. See PSO 1700.

5. Cell-Sharing Risk Assessment (CSRA) and Risk Minimisation

5.1 The CSRA is an essential tool in the management of one aspect of prisoner-on-prisoner violence and must be implemented as part of the Violence Reduction Strategy. Governors of all closed prisons and YOIs and Directors of contracted prisons must satisfy themselves that staff are aware of the CSRA process. They must also be satisfied that:

- the CSRA form is being used and completed properly;
- risk minimisation plans are agreed for those prisoners who present a significant or increased risk, and a review schedule agreed;
- a manager is designated to oversee the risk management process as part of the Violence Reduction Strategy and time is profiled for an officer to monitor the actual implementation of risk minimisation plans;
- a register of prisoners designated as high or medium risk must be held centrally in each establishment to provide an audit trail of open and closed risk management plans. These will be monitored by the area manager on their regular visits.

The detail of this requirement can be found at Annex B.
6 Recording information relevant to prisoner safety

6.1 Large amounts of information regarding prisoners arrive on wings every day and it is important to ensure that key information affecting prisoner safety is clearly communicated to staff and not lost in the sheer quantity of information received.

6.2 Critical information regarding prisoner safety will be contained in the CSRA (and for young people under 18 and/or those sentenced to a Detention and Training Order, E Asset - the Young Person’s Specific Sentence Management Document, contains information on risk, including the Form T1:V on vulnerability assessment). The introduction of C-NOMIS will also enable warning flags to be attached to critical information.

6.3 The officer in charge of the wing must ensure that important information affecting prisoner safety arriving on the wing (other than the CSRA or, where appropriate, form TV:1) is prominently recorded in the wing observation book and drawn to the attention of wing staff. This information must also be communicated to healthcare staff if a prisoner is transferred to healthcare. A senior officer or above must be designated to be responsible for monitoring that the systems are operating effectively. Amendments to history files should be clearly written and avoid vague or ambiguous statements about risk.

6.4 Notification of offences under the Protection from Harassment Act - Governors and Directors must satisfy themselves that arrangements to notify staff of the Act are operating effectively and are sufficient to ensure that wing staff are aware of prisoners to whom this applies.

6.5 OASys is a comprehensive risk assessment and sentence planning tool that needs to be used and information entered on an ongoing basis if it is to contribute significantly to the reduction of violence within a custodial establishment/setting. For those prisoners to whom it applies it assesses the risk of harm they pose to themselves and others. From these assessments, sentence plans are drawn up within OASys to manage and reduce these risks. Link to PSO 2205 and PSI 13/2007.
7 Prisoners whose behaviour is particularly difficult or disruptive

7.1 Local strategies are to be agreed with Area Managers and must provide individual case management, the aim being that prisoners achieve an acceptable level of behaviour within the holding establishment. Where a transfer to an alternative location is appropriate it must be on a permanent transfer basis. The reasons for transfer and details of individual case management must be formally recorded and accompany the prisoner, along with CSRA documents. This must also be communicated to the Offender Manager or Supervisor. Where Offender Managers are in place, they should be actively involved in managing this aspect of the offender sentence plan.

7.2 PSO 2700 includes a section on managing prisoners who persistently self-harm and are also violent towards others link to PSO 2700.

7.3 It is recommended that local strategies include:

- positive dialogue
- use of IEP and compacts
- sentence planning targets
- constructive interventions (offender behaviour programme; social skills; motivational interviews)
- internal relocation
- adjudication awards
- constructive use of Segregation link to PSO 1700
- in-area transfer on a permanent basis.
- out of area transfers (requested by area to Population Management Section) on a permanent basis.

7.4 Transfers may be arranged and executed between the two establishments concerned (or with Area Manager support) except for:-

- **Category A prisoners and prisoners with protected witness status who may only be transferred upon the authority of Population Management:**
  
  Contact: Stuart Lawson, Population Management, Tel: 020 7217 6438

- **Young People must be transferred in accordance with the YJB placements protocol and the joint W&YPG & YJB Allocations Strategy which includes specific protocols to manage the placement and transfer issues of young people whose behaviour causes disruption.**
  
  Contact: Peter Minchin, Youth Justice Board Placement Unit

- **Prisoner movements between CSC units and Designated Cells are routinely approved by the CSC Selection Committee (CSCSC), however, should it be necessary to move a prisoner within the CSC system where it has not been previously agreed by the CSCSC this will be authorised by the CSC Operations Manager and approved by the CSCSC at the next meeting.**
  
  Contact: Dougie Graham, Tel: 01908 722176

- The womens’ estate has developed its own strategy for the national management of women whose behaviour causes disruption to the regime and this can be found at section 5 of the Women’s Population Protocol.
8. Informing staff of Prison Service Orders and other instructions relating to the management of prisoners

8.1 Existing practice in establishments include the local Intranet, Governor’s Orders and local Notices to Staff, and cascade briefings. It is for Governors and Directors to determine which of these, or which combination of these, is most effective in the local situation. However, frequent access to the Intranet by some relevant staff may be limited, and staff may be absent when a team briefing is held. Local communication systems will need to include provisions to ensure important changes are brought to the attention of staff who are not on duty when they are first promulgated.

8.2 Governors and Directors must review their local arrangements for bringing PSOs and other instructions regarding the management of prisoners to the attention of staff. Where adequate arrangements do not already exist, the model procedure must be adopted. The model procedure is set out in Annex D.

9. Strategy components

9.1 A Violence Reduction Strategy must include:

- The definition of violence for the Prison Service, which is as follows:

  ‘Any incident in which a person is, abused, threatened, or assaulted. This includes an explicit or implicit challenge to their safety, well-being or health.

  The resulting harm may be physical, emotional or psychological’

- A policy statement reflecting the principles of ‘On the Safe Side’ (see Annex A)
- Systematic collection of information and intelligence about all fights and assaults
- Regular analysis of this information highlighting the problem areas and an action plan to improve safety [link to local indicators list on the Toolkit]
- Robust monitoring and evaluation procedures to measure progress, including the KPI on serious assaults as a baseline.

9.2 A Violence Reduction Strategy must aim to:

- promote a safe and healthy prison environment
- foster a culture of non-violence

10 Consultation

10.1 This PSO and the accompanying Violence Reduction Strategy guidance document (Annex A) and toolkit, was initially developed as a result of extensive consultation and participation. Since the introduction in 2004, consultation and development has continued involving operational staff and prisoners, policy officers from related areas, interest groups, academics and researchers. In the revision process 47 VRCs contributed their experience and opinions through a questionnaire. The new strategy has also been guided by a working group of operational and policy staff.

10.2 Consultation at all levels is a vital part of engaging everybody in the collective task of reducing violence. Prisons that have provided opportunities for all staff and prisoners to participate in focus groups and problem-solving have had the most benefits from the implementation of the Violence Reduction Strategy and operate a strategy that is owned by all. 27 of the 47 establishments who responded to the questionnaire in October 2006 reported that prisoners felt safer as a result of their Violence Reduction Strategy. All these establishments reported constructively engaging prisoners in the strategy in at least two
ways. This included focus groups, surveys, prisoners council, problem-solving and representation at Violence Reduction meetings. Two of these prisons Morton Hall and Onley use all these methods.

Example
"An issue we misinterpreted from the Measuring the Quality of Prison Life (MQPL) Survey illustrated how it is important to consult on a face-to-face basis. It stated that ‘prisoners felt unsafe when they were on work movement.’ We assumed they meant when everyone was on free flow from one block to another. But feedback groups with prisoners revealed that that wasn’t what they meant at all – it was being held together in one room before free flow started that they found daunting – they felt safe on the free flow route because it was well staffed by officers. So now we have a window of 15/20 minutes when they can make their own way to work which avoids them all being held together in one room. And feedback already suggests they feel much better."


11 Implementation

11.1 The Violence Reduction Strategy must be implemented under the supervision of the SMT, who must review the progress of the strategy regularly. The Safer Custody Team Leader must report regularly on the Violence Reduction Strategy to the SMT.

11.2 The arrangements for Safer Custody meetings can be flexible as they need to cover a number of different areas e.g. violence reduction, suicide prevention, self-harm management and numerous local policies that impact on these. This flexibility can be achieved by, for example, rotation of subject, themed meetings, or agendas broken into distinct sections. Periods of individual attendance can equally vary to reflect the scope of the meeting at a particular time.

11.3 The local Safer Custody Strategy will need to make clear what structure is in use at that establishment.

11.4 A multi-disciplinary safer custody/violence reduction team must be responsible for developing a robust Violence Reduction Strategy and for ensuring that all areas, departments, agencies and partners are provided with opportunities, and are actively encouraged, to contribute to the safe running of the prison. A core team must make sure that information and intelligence about violence is analysed monthly, using local indicators and agree the short and long-term steps needed to reduce violence. See ‘On the Safe Side’ Annex A contributors table and core team

11.5 The Violence Reduction Toolkit will help with the process

12 Monitoring and audit arrangements

12.1 It is difficult to measure true levels of violence. Often non-physical violence is very subtle and often goes unrecognised. The effect of such intimidation is manifested in many forms of harm (stress, anxiety, self-harm, suicide, fights etc) some of which are difficult to quantify. The MQPL survey and staff surveys are a good barometer of how safe people feel.

12.2 As a top level indicator, to measure how well violence is being prevented from escalating into physical harm, the KPI and KPT Serious Assaults was introduced from April 2003, to provide a more accurate measure of violence and enable the Prison Service to monitor such incidents in a comparable way to other prison services and externally.

12.3 Each establishment must develop local indicators to monitor the progress of the actions
they have taken to reduce violence. The monthly analysis of incidents, including location, time of day, activity and ethnicity and age of individuals involved must form the basis of this. [link to local indicators list on the Violence Reduction Toolkit ]

12.4 The Violence Reduction Standard 53 is used to audit organisational arrangements and provide constructive feedback to establishments.

12.5 The Violence Reduction Toolkit offers self-audit ‘checkpoints’ that help assess the whole prison approach.
On the Safe Side

A Violence Reduction Strategy for HM Prison Service: Background and Guidance

Purpose

Reducing violence, in all its forms, is fundamental to the Prison Service objectives and to the resettlement and rehabilitation agenda. It is a core part of Safer Custody work and central to good prison management.

By constructively and consistently taking action to prevent violence and promote fairness and decency, prisons can offer a structured environment in which to influence future behaviour, encourage positive communication and develop social skills that assist offenders with rehabilitation, reducing the risk of offenders committing further acts of violence on release.

Violence is not pervasive in the Prison Service; in many establishments serious incidents are rare. However, prison is a difficult and demanding environment where staff are managing a volatile population. In this context the health and welfare of staff and prisoners is significantly impaired by any act or threat of violence that does occur. Maintaining a safe environment reduces stress or anxiety and promotes individual, organisational and public confidence.

When violence does occur, dealing with an incident and the aftermath is costly in service provision, but more significantly in human emotional terms. Whilst not every incident can be predicted or prevented, many can, and to do so saves energy, time, resources and lives.

Vision Statement

The Prison Service would like to demonstrate an active commitment to non-violence that is demonstrated by all who live and work in prisons. All staff and prisoners will contribute to and benefit from a safe, non-threatening environment for those who live and work in prisons.

Learning from past experience, good practice and working with others we aim to shape and refocus resources, to realise the potential of the prison service to contribute to a safe, non-violent society.

National Context

A Violence Reduction Strategy for the Service is in the context of a national approach to violence reduction. The Prison Service can play a vital part in, and can benefit from taking a stance alongside the NHS, Local Authorities, Police, Probation, business and voluntary sector organisations. The message that violence is unacceptable is one that is consistent across all public sector and service organisations. Violence is no more acceptable in prisons than it is on transport, in hospitals or schools.

In developing their local strategies many establishments have taken advantage of and contributed to the work of other agencies and services, benefiting from sharing good practice, resources and processes.

For example:

- The Anti-bullying Alliance, national and local involvement
- Pan Manchester Multi-Agency Gang strategy – links with prisons in North West
- Alternatives to Violence Project – Voluntary Sector Initiative with Prisons Programme
- Sunderland Football Club Tackle-it programme, working in HMP Castington
Supporting Local Development

This document and the supporting intranet Violence Reduction Toolkit recognise that the energy and capability to reduce violence is within each establishment.

They provide:
- principles
- a definition
- broad aims and objectives
- operational guidance
- problem solving techniques
- practical examples

Principles
- Everyone has the right to live, work and develop in safety, free from fear of abuse, harm or oppression
- Responsibility for safety and well-being is shared with prisoners, with those who work with us and across the service
- Individuals and the organisation as a whole adopt a problem solving approach, building a capacity to recognise risk and take a constructive course of action to minimise threat to personal safety
- A whole system approach is taken, where all aspects of service delivery and prison life are considered as opportunities to create a safer environment
- Reduction in violence and increase in safety is for all (where prisoners are unsafe, staff are also at greater risk)
- Good practice is enabled, recognised, celebrated and shared

Aims
- To foster a culture of non-violence
- To promote a safe and healthy prison environment
- To contribute to safe society

Objectives
- To increase problem solving capacity of staff and prisoners
- To improve risk management
- To reduce violent offending and prevent victimisation
- To contribute to safe resettlement and release

Defining violence and related terms

Unlike other crimes or offensive behaviours, certain aspects or levels of violence are tolerated, excused, justified or accepted, in the home, community and in the workplace. Everybody has their own threshold of acceptability of verbal, emotional and physical violence and different expectations of others in conflict situations. An adverse result of this is that some harmful behaviour, if condoned, can escalate into more damaging violence; whereas the violence could have been prevented by confronting the low-level harm in the first place.

Within an organisation a common agreed threshold of what is tolerable and what is not, gives confidence to staff to challenge unacceptable behaviour, convey a consistent message and take timely action to reduce violence. Against this definition we can set expectations of behaviour, encourage reporting of breaches, challenge and change the behaviour, apply appropriate sanctions and give support to those affected by violence.

The Health and Safety Executive definition of violence at work is used as the basis for many services. The following definition is consistent with the Health and Safety Executive’s working
definition of violence and has been arrived at through consultation with Prison Service staff and others.

It makes it clear that violence is wider than physical, it takes account of the impact that fear (as a result of threats and intimidation) can have on well-being and includes behaviour that would also be described as bullying.

**Definition of Violence for the Prison Service**

‘Any incident in which a person is, abused, threatened, or assaulted. This includes an explicit or implicit challenge to their safety, well-being or health. The resulting harm may be physical, emotional or psychological’

**Definitions of Other Related Terms**

**Bullying**

Like all violence, bullying can undermine a sense of safety and cause emotional or psychological harm. Bullying takes on many guises. If allowed to prevail, this can dominate the whole culture of an establishment.

**Definition of bullying**

‘Conduct motivated by a desire to hurt, threaten or frighten someone. It can be physical, verbal, psychological, emotional or economical and often very subtle. It is usually repeated behaviour, unprovoked and intended to cause fear or harm to the victim.’ Bullying cannot be mutual: it always involves a power imbalance. This distinguishes bullying from fights and assaults.

**Definition of anti-social behaviour**

‘Acting in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons’.

**Definition of a Racist Incident**

‘A racist incident is defined as any incident that is perceived to be racist by the victim or any other person.’ Link to PSO 2800

**Definition of vulnerable**

In this context vulnerable can be used to describe anyone who has difficulty coping with the prison environment and/or likely to be a target of abuse/victimisation

**Force**

It is important to distinguish between force and violence in this context and that staff applying C&R, and any prisoner subject to it, understand that distinction.

‘An officer in dealing with a prisoner shall not use force unnecessarily and, when application of force is necessary, no more force than is necessary is applied’ PSO 1600

**Dealing with incidents**

People are motivated to use violence or bullying behaviour by different needs, which if not met can escalate into violence when events fuel the conflict. This is covered extensively in

Response to conflict

A safer prison is one where:
• Early signs of conflict are recognised and acted upon sensitively
• Intervention is with a calm response, before any signs of physical threat arises
• Complaints and grievances are listened to
• The interests of all parties involved in a conflict are considered (win-win outcomes)
• An ethos of care and respect is clearly and consistently demonstrated
• Personal responsibility for incidents is based on an understanding of the causes, rather than allocating blame
• Wherever possible, there is a responsive approach, rather than a reactive approach from the organisation
• Intervention results in sustained, reasoned changes in behaviour.

Response to verbal abuse, insults and threats

A safer prison is one where:
• The effect of verbal abuse, insults or threats is not underestimated
• Expectation of respect is made clear on reception/induction and throughout the establishment
• This expectation is demonstrated in the way that staff relate to prisoners and each other
• Verbal abuse, insults or threats are consistently challenged in an active way, acknowledging the need for communication.

Response to physical violence

A safer prison is one where:
• Staff are trained and feel confident to respond appropriately
• The level of intervention is appropriate to the incident
• Unexplained injuries are investigated, followed through and documented.

Response to victims

A safer prison is one where:
• The self-esteem of prisoners/young people is promoted
• Seeking help is promoted as a positive and powerful action
• Confidentiality is assured and circumstances that change this are explained
• All reports are taken seriously and dealt with appropriately
• Prisoners are given regular opportunities to report concerns
• Prisoners are given feedback on how the issues have been dealt with
• Prisoners sense decency, justice and security
• Good staff/prisoner relationships underpin communication
• Concerns are communicated to outside agencies to promote safe release.

Response to perpetrators

A safer prison is one where:
• Response to unacceptable behaviour is consistent and timely
• Personal responsibility for incidents is based on an understanding of the causes, rather than simply allocating blame
• Wherever possible, a responsive approach, rather than a reactive approach from the organisation is taken
• The perpetrator’s needs for personal safety are respected and addressed
• Whilst an assailant is left in no doubt that the behaviour is unacceptable and will not be tolerated, sustained and reasoned change in behaviour rather than retribution is sought
• When sanctions are necessary, they are proportionate to the offence committed, including criminal proceedings
• Concerns are communicated to outside agencies to promote safe release.

Reporting, recording and sharing information

Maintaining accurate and clear information is important:
• To accurately analyse problems and invest in the appropriate solution
• To be able to learn from experience, to assess and manage risk
• To enable the effectiveness of interventions and action to be measured.

Reporting

A realistic assessment of safety is possible when opportunity for reporting is maximised. Characteristically, out in the community, or within an institution violence is under-reported. Often an increase in reporting is a sign that there is more confidence in the systems and responses on offer.

Improvements in reporting will follow when:
• Confidentiality is assured
• Reporting is promoted as a positive and powerful action
• Those who have reported are given feedback and see that something has been done as a result of their report
• All reports are taken seriously and dealt with promptly and appropriately
• Prisoners are given regular opportunities to report concerns
• Good staff prisoner relationships underpin communication.

Recording

Recording is meaningful if it is:
• Consistent, clear and timely
• Gives practical information that can be acted on
• Any missing information is accounted for
• Is seen as part of risk management.

Sharing Information

• Effective risk management relies on sharing information
• Protocols cover sharing information across services and disciplines – the Crime and Disorder Act 1998 gives authority to share information if it is to prevent or solve a crime.
• ‘Safe and Secure’ guidance for healthcare staff on sharing information
• Link to toolkit information section

Impact and Resources

This strategic approach to prevention of violence builds on existing work and is constructed to enable each establishment to develop a local approach, within the resources available to them. This will vary between establishments, many have already effected substantial changes in recent years and are now seeing the benefits of a proactive approach to reducing violence and bullying.
Implementation of a Violence Reduction Strategy locally, may lead to reallocation of resources to improve cost-effectiveness e.g. spending time helping prisoners resolve low levels of conflict or installing CCTV in known sites of violence can result in less time and resource being spent reacting to incidents and dealing with the aftermath of incidents. All aspects of prison life can contribute to reducing violence, see table below:

Contributors table and core team:

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<th>Contributors in each establishment</th>
<th>Roles in violence reduction</th>
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<td><strong>All staff</strong></td>
<td>• Duty of care</td>
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<td>Need to be engaged through consultation, training and support.</td>
<td>• Knowledge of local strategy</td>
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<td>• Knowledge of reporting systems</td>
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<td>• Alertness to signs of conflict, tension and bullying</td>
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<td>• Receptive and responsive to concerns</td>
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<td>• Alertness to risk factors – organisational, environmental and individual</td>
</tr>
<tr>
<td></td>
<td>• Alertness to vulnerability amongst prisoners and other staff</td>
</tr>
<tr>
<td></td>
<td>• Experience and perception of violence</td>
</tr>
<tr>
<td></td>
<td>• Solutions to problems</td>
</tr>
<tr>
<td></td>
<td>• Ownership</td>
</tr>
<tr>
<td></td>
<td>• Role modelling</td>
</tr>
<tr>
<td><strong>Prisoners</strong></td>
<td>• Experience and perception of violence</td>
</tr>
<tr>
<td>Need to be engaged through consultation, representation, access to reporting systems and support to address the effects of behaviour.</td>
<td>• Personal responsibility</td>
</tr>
<tr>
<td></td>
<td>• Solutions to problems</td>
</tr>
<tr>
<td></td>
<td>• Peer support</td>
</tr>
<tr>
<td></td>
<td>• Role modelling</td>
</tr>
<tr>
<td></td>
<td>• Reporting</td>
</tr>
<tr>
<td></td>
<td>• Investment in quality of life</td>
</tr>
</tbody>
</table>

**Particular departments**

**Reception and Induction**

Attendance at Violence Reduction Meetings when required.

- • Value setting – clear message about acceptable behaviour
- • Reassurance
- • Information giving (to new prisoners)
- • Risk assessment
- • Information sharing
- • Needs assessment
- • Exit surveys

**Security**

Attendance at Violence Reduction Meetings essential.

- • Receiving, recording and collating incident reports
- • Data quality
- • Data analysis
- • Alert to risks

**Residential Staff**

(Head of Residential) Attendance at Violence Reduction Meetings essential. Overview of problems and solutions on residential wings.

- • Prevention
- • Maintaining standards and expectations
- • Role modelling
- • Relationships
<table>
<thead>
<tr>
<th>Role/Department</th>
<th>Responsibilities</th>
</tr>
</thead>
</table>
| Wing manager's role to let staff know where to find information about risk. | • Resolving conflicts  
• Reporting and investigating  
• Information sharing  
• Risk management and review |
| Teamwork of all staff.                |                                                                                  |
| **Learning & skills (L&S)**           |                                                                                  |
| (L&S Manager) Attendance at Violence Reduction Meetings essential. | • Opportunities and choice  
• Interpersonal skills, citizenship,  
• Rights and responsibilities  
• Confidence building  
• Targeting skills deficits  
• Team building  
• Raising expectations  
• ‘Getting Connected’ Programme  
• Moorland's Induction Programme |
| **Healthcare**                        |                                                                                  |
| (Healthcare Manager) Attendance at Violence Reduction Meetings essential. | • Risk management  
- identifying risk – e.g. CSRA  
- sharing information (Safe & Secure)  
- advice and management of risk  
• Identifying unexplained injury |
| **Chaplaincy**                        |                                                                                  |
| Attendance at Violence Reduction Meetings essential | • Practical and spiritual support  
• Advice and mentoring  
• Provide positive role model of different faiths working together  
• Contribute to conflict resolution Meetings/advise on conflicts perceived to be on religious grounds |
| **Vocational training**               |                                                                                  |
|                                      | • Risk management  
• Information sharing  
• Reporting  
• Developing skills |
| **Psychology**                        |                                                                                  |
| Attendance at Violence Reduction Meetings when required | • Needs assessment  
• Offender Behaviour Programmes  
• Sentence Planning  
• Research |
| **Rehabilitation/careers**            |                                                                                  |
| Attendance at Violence Reduction Meetings when required. | • Incentive/Motivation  
• Risk management  
• Preparation for life/work  
• Personal planning |
| **Race Equality Team & Liaison Officer** | • Lead on race equality action plan  
• Ensure staff awareness of responsibilities  
• Oversee handling of racist incidents  
• Monitoring data, promoting equality  
• Training  
• Sharing good practice  
• Review Equality Impact Assessments |
| **Library**                           |                                                                                  |
|                                      | • Promoting reading and other skills  
• Audio and Visual Material  
• Purposeful activity and diversion  
• Normalisation |
| **Probation**                         |                                                                                  |
| Attendance at Violence Reduction Meetings essential. | • Sentence Planning  
• Needs assessment  
• Risk assessment and management  
• Report writing |
• Information sharing
• Group work
• Links to other partners/stakeholders

**IMB**
Attendance at Violence Reduction Meetings essential.

• Representing prisoner concerns
• Monitoring the appropriate use of systems to support both victim and perpetrators of violence/bullying.
• Monitoring the Use of Force, including adjudication monitoring, the level of assaults occurring and general trends.

**Drug Strategy CARATS**

• Identifying risks
• Prevention of supply
• Sharing information
• Programmes addressing drug related violence

**Governor and Senior Management Team**
Chair of Violence Reduction Meetings.

• Leadership and support
• Commitment and values
• Role modelling

**Core attendees for monthly monitoring meetings**
Safer Custody Officer/SC Team Leader (SMT)/Violence Reduction Coordinator/Suicide Prevention Officer
Security manager
Head of Residence/Wing Managers
Chaplaincy
Racial Relations Liaison Officer
IMB Member
Prisoner representative
Probation/Offender Management

**Other agencies and sources of support**

<table>
<thead>
<tr>
<th>Agency/source</th>
<th>Contact</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Samaritans</td>
<td>Local branch</td>
<td>Training and support for Listeners</td>
</tr>
<tr>
<td>Mediation UK</td>
<td><a href="http://www.mediationuk.org.uk">www.mediationuk.org.uk</a></td>
<td>National voluntary organisation dedicated to developing constructive means of resolving conflicts in communities. Links to local services.</td>
</tr>
<tr>
<td>Alternatives to Violence Project (AVP)</td>
<td><a href="http://www.avpbritain.org.uk">www.avpbritain.org.uk</a></td>
<td>Workshops which empower people to lead non-violent lives, based on respecting and caring for themselves and others</td>
</tr>
<tr>
<td>Anti-Bullying Alliance</td>
<td><a href="http://www.antibullyingalliance.org.uk">www.antibullyingalliance.org.uk</a></td>
<td>Regional co-ordinators and resources</td>
</tr>
<tr>
<td>Local Community Safety (Crime &amp; Disorder) Partnership</td>
<td>Local Authority</td>
<td>Link into any local projects to reduce violence</td>
</tr>
<tr>
<td>Restorative Justice UK</td>
<td><a href="http://www.restorativejustice.org.uk">www.restorativejustice.org.uk</a></td>
<td>Encourages good internal relationships through the use of restorative approaches enabling the prison to function as a healthy active participative community in itself.</td>
</tr>
</tbody>
</table>
Background reading

**Briefing Paper 15 Good Practice in Violence Reduction**, Safer Custody Group - Prison Service Intranet

**Prison Violence, The Dynamics of Conflict, Fear and Power**, Kimmet Edgar, Ian O'Donnell, Carol Martin; Willan Publishing

**The Zahid Mubarek Enquiry Report**, published by TSO Stationary Office

**The Restorative Prison**, Kimmet Edgar and Tim Newell; Waterside Press

**Bullying in Prisons** edited by Jane Ireland; Willan Publishing

**Working with Anger and Young People**, Nick Luxmoore; Jessica Kingsley Publishers

**Lord Carlile Report**; Howard League for Penal Reform

**Bullying, victimization and safer prisons**, Kimmet Edgar
DOI: 10.1177/0264550505058948
© 2005 The Trade Union and Professional Association for Family Court and Probation Staff

**Violence and Society: Making sense of madness and badness**, Elie Godsi; PCCS Books

Monitoring and Evaluation

- **Performance Standards**
  Standard 53 sets out the baselines for implementing the Violence Reduction Standard

Indicators

- **KPI Serious Assaults,**

  *The number of victims sustaining serious injury as a result of offences against the person, expressed as a percentage proportion of the average prisoner population.*

- **Target**

  Nationally, to ensure that the number of serious assaults, expressed as a proportion of the average prison population, does not exceed the level recorded for 2004-2005 (1.53). Other indicators can include adjudications, self-harm and suicide, concerted indiscipline, incidents of bullying, perceptions of safety, and the measure of quality of prison life. Further positive indicators will be developed in due course and establishments will be encouraged to develop these.

- **Outcomes**

  Prisoners, staff and others feel safe and able to function effectively, free from fear (indicated in MQPL, Staff Surveys, HMCIP Reports and internal surveys). Prisons and the Prison Service can demonstrate a contribution to a safer society (indicated by reduction in violent crime in prison and on release).
## Training

<table>
<thead>
<tr>
<th>Tailor made training to match identified need and to develop skills</th>
<th>For staff:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Safer Custody Training for Co-ordinators and Team Leaders</td>
</tr>
<tr>
<td></td>
<td>• NVQ Custodial Care</td>
</tr>
<tr>
<td></td>
<td>• Managing problem behaviour</td>
</tr>
<tr>
<td></td>
<td>• Handling aggression</td>
</tr>
<tr>
<td></td>
<td>• Risk management – risk of serious harm assessment</td>
</tr>
<tr>
<td></td>
<td>• Managing conflict</td>
</tr>
<tr>
<td></td>
<td>• Alternatives to violence</td>
</tr>
<tr>
<td></td>
<td>• Use of Force Control and Restraint</td>
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<tr>
<td></td>
<td>• Non-violent communication</td>
</tr>
<tr>
<td></td>
<td>• Working with young people in custody</td>
</tr>
<tr>
<td></td>
<td>• Mental Health Awareness</td>
</tr>
<tr>
<td></td>
<td>• Pro-social modelling</td>
</tr>
<tr>
<td></td>
<td>• Motivational interview techniques</td>
</tr>
<tr>
<td>For prisoners:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Non-violent communication</td>
</tr>
<tr>
<td></td>
<td>• Offender behaviour programmes</td>
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<td>• Conflict resolution skills</td>
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<td>• CALM</td>
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<td></td>
<td>• Pro-social modelling</td>
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<tr>
<td></td>
<td>• Motivational techniques</td>
</tr>
<tr>
<td></td>
<td>• Re-lapse prevention</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Conferences and seminars</th>
<th>Safer Custody Group, local and area conferences, national organisations promoting personal safety, anti-bullying or dealing with harassment.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Conferences/seminars on preventing violence and anti-social behaviour are often available locally as part of a multi-agency approach to reducing violence. These may be specific i.e. Domestic Violence, but often the features are general.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Opportunities to include Violence Reduction in other training</th>
<th>POELT, NVQ levels 2 &amp; 3, Use of Force Training, Diversity, Suicide/Self-harm prevention/Substance Misuse Training</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Handbooks &amp; packs</th>
<th>• Guidance and training packs for CSRA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Off the peg packs from outside training providers</td>
</tr>
</tbody>
</table>
### Development
The Violence Reduction Strategy adopts a learning approach, where sharing good practice across the service and with outside agencies, motivates change. Learning from past failures or mistakes is also valid and can motivate both change and confidence, when approached with an open mind.

| Networking | Presently an email contact group exists, through the Safer Custody Group – VRC network.  
|            | Area structures provide an opportunity for networking on a more local basis |
| Intranet toolkit | Provides a problem-solving approach and systematic format for preparing a whole prison approach to violence reduction.  
|            | Includes a self-audit tool, guidance on specific issues, an action plan template and links to other strategies |
| A learning approach to post-incident review | Extending the benefit of post incident review to become action research for the benefit of all establishments |
| Working in partnership with other and services | The statutory community safety partnerships provide a good local framework and source of expertise, support and resources. Most have reducing violence as an aim.  
|            | Statutory Services and Voluntary Agencies nationally are investing energy in reducing violence.  
|            | Other institutions, schools, armed forces and workplaces have strategies for responding to bullying. We can share practice and develop together.  
|            | Youth Offending Teams (YOT) offer structured support to individual young people in the Justice System and have expertise in preventative work and restorative justice  
|            | Safer Custody Group is a member of the Anti-Bullying Alliance.  
| Checkpoints for prisons | One example of shared practice:  
|            | Adapted from the Checkpoints for Schools model, this is an audit tool for internal use by each establishment this is part of the intranet toolkit |
CELL SHARING RISK ASSESSMENT (CSRA)/ RISK OF HARM TO OTHERS

Purpose

1. In closed establishments a prisoner’s suitability to share a cell must be assessed whenever it is proposed to put him/her in a cell with others. The CSRA must only be used to assess the risk a prisoner poses to other inmates. As the CSRA is not an exact science the CSRA form (XF 001) must be a ‘live’ document which is reviewed as required.

2. The CSRA was initially introduced in June 2002 and revised in 2005 to improve the efficiency and effectiveness of risk assessment and the subsequent risk minimisation process. The CSRA has been updated to reflect recommendations from the Zahid Mubarek Inquiry and following consultation with operational staff. The CSRA is now included in PSO 2750 (which replaces PSI 32/2005) and forms an integral part of the Violence Reduction Strategy.

3. The purpose of the risk assessment tool is to:
   • draw together information about risk;
   • make best use of documentary evidence;
   • support staff judgement about allocation to cells and risk management;
   • record additional operational precautionary measures for a prisoner identified as a potential risk, where cell sharing is unavoidable;
   • provide a record about risk of harm to others as a prisoner moves between wings/prisons, or needs peer support;
   • to enable early identification of racist, homophobic or violent prisoners;
   • to ensure that other Prison Service procedures to protect potential victims are followed.

4. The cell sharing risk assessment system does not:
   • replace staff judgement but allows staff judgement to be recorded
   • provide an actuarial risk score but is based only on the information available
   • rule out cell sharing by prisoners who pose a risk but guides risk management.

Policy and Output

5. All closed prisons, including those without shared accommodation, must complete a risk assessment form on every prisoner. This provides a risk assessment for accommodation and occasions when space may be shared e.g. peer support /Listeners or healthcare.

6. For closed prisons without shared accommodation the CSRA will allow them to make informed decisions about the management/control of prisoners who exhibit potentially violent, racist, or homophobic behaviour.

Completing the CSRA Form (XF 001) - Timing

7. The CSRA form (XF 001) must be completed as part of the Reception procedure before allocation to a shared cell. It must be reviewed and confirmed by the Induction Board or equivalent within one week, taking into account any new information received and reconciling variations in assessment between healthcare and reception staff.

8. In prisons with a first night centre with only single cells, the form may be completed there as long as documentary evidence is used and information from health care staff is available.
9. All risk assessments on every prisoner must be completed by the end of the induction process.

10. Evidence of risk must be recorded clearly, describing the nature and type of violence, so that officers referring to the form will be sure about the risks present and be able to plan on the basis of that risk using the risk minimisation plan.

11. The document remains ‘live’ and must be reviewed following relocation or trigger events (see paragraph 28).

Transferred prisoners

12. In the case of a transferred prisoner, the sending prison must ensure an up-to-date CSRA form, and any risk minimisation plans, accompany the prisoner to the receiving prison as part of the transfer documentation. These must be read before location decisions are made in receiving closed prisons where there is an option other than single cell occupancy.

13. Open prisons are required to complete this documentation and provide any necessary risk management information when the prisoner is being returned to closed conditions following an incident involving violence or where there are concerns around future behaviour.

14. If a prisoner arrives on a wing without a copy of the CSRA form they must be placed in a single cell until the form is found or a new one completed.

Documentation/C-NOMIS

15. The following documentation must be consulted, if available, when the CSRA form is being completed:
   • Prisoner Escort Record (PER)
   • warrant
   • probation reports
   • OASys and
   • previous convictions (which may indicate violent, racist or homophobic offences)
   • Security information
   • Mental Healthcare Plan (Healthcare)

16. In compliance with PSO 0905, the Police National Computer Link, must be used to access pre-conviction data as soon as possible and this information must be feed into the CSRA process. If staff are on duty and trained to access the PNC for previous convictions, arrangements must be made to provide pre-conviction data to reception/induction staff on the first night.

17. The full CSRA (XF 001) is within CNOMIS release 1.0, where available, and provided it has been completed and entered. C-NOMIS not only holds the risk assessment, but also warns the user if they attempt to place the prisoner in a cell where a cell sharing risk conflict exists, or could potentially exist (i.e. where either or both of the prisoners have a cell sharing risk identified, or, where either or both prisoners have not yet had a CSRA carried out and recorded on C-NOMIS).

Decision-makers

18. Staff who are tasked with completing CSRA form (XF 001) should be instructed on how to complete it by a senior officer. Guidance is available on the intranet for completing the CSRA (XF 001) form with guidance packs for each discipline involved in the process (reception/first night centre; healthcare; Duty locating officer/Duty Manager/Governor). Governors must ensure that local arrangements are clearly set out. This should be reflected in the local training plan.
19. Typically, reception officers and health-care staff should handle the assessment process, with allocation decisions taken by the reception manager.

20. *More sensitive decisions about cell allocations (for example, if a prisoner represents risk to self and others) must be referred to a more senior manager.*

21. *Duty Managers must be consulted for all prisoners whose risk rating is high. Where cell-sharing is unavoidable for a high-risk prisoner, the Duty Governor/Manager must be consulted.*

**Prisoners with a history of violence in custody**

22. *A prisoner with a history of violence in custody (situational violence) presents a heightened risk. Particular attention should be paid to section 2 of form (XF 001) (initial risk assessment) if the prisoner is known to the service.*

**Prisoners at risk of self-harm and to others**

23. *Where a prisoner is identified as being at risk of self-harm or suicide, an ACCT plan must be opened* (refer to PSO 2700).

24. Particularly sensitive judgements are needed if a prisoner is seen to be at risk of harming him/herself as well as others (refer to PSO 2700 for the options available under the Suicide Prevention Strategy).

**Recommendation for cell sharing for Healthcare reasons**

25. *Where cell sharing may be in the interests of the prisoner’s healthcare, such as having someone to call for help in case of illness, the prisoner must still be managed according to the identified risks (to self or others). If there are difficulties then these should be resolved through a multi-disciplinary case conference.*

26. Full account needs to be taken of the implications for the cell mate of such a locating decision, and that beyond the everyday responsibility all individuals hold towards each other, the care of their cell mate is not their responsibility; this remains the responsibility of management and staff.

**High and Medium Risk Prisoners**

**Risk Minimisation Plans**

27. *A risk minimisation plan must be in place to manage any high or medium risks identified. This must be agreed within 7 days and signed by the duty governor (for high risk) or unit governor (for medium risk). This plan will form an integral part of the prisoner’s history sheet and a copy must be kept on the wing file. These plans must be consulted when relocating prisoners, or when planning to involve a Listener. They can be cancelled, confirmed or revised at any subsequent review but there should be a clear audit trail. The risk management plan must inform and be informed by OASys and any information must be passed to the Offender Manager/Supervisor.*

28. In compiling any subsequent risk minimisation plan and/or reviewing the risk assessment, a prisoner who has exhibited over reactive behaviour in response to perceived threats or who is known to have armed themselves with a weapon whilst in custody should be managed with extreme care.
CSRA Reviews

29. Regular reviews must be held for prisoners initially rated as high or medium risk, and whose rating was then confirmed at the Induction Board or equivalent. This should initially be
   • after one month,
   • then at least three monthly intervals.

30. This schedule does not apply to establishments without shared accommodation. Here reviews must take place before any shared accommodation (Listeners/healthcare/ transfer) is considered.

31. The review form must be used for ongoing assessment. There will be some prisoners who have a completed OASys prepared by the Probation Service. The OASys document, particularly the sections dealing with self harm and harm to others, must be consulted at the time of any subsequent review carried out on prisoners identified as at risk of harming a cellmate or others.

32. The review form must be used for re-assessment of any prisoner if there is a significant event that triggers concern or might affect a prisoners emotional well being. Circumstances that may trigger a review are for local judgement, examples are:
   • new information is received (e.g. Security file)
   • repeated or escalated threats of violence, particularly towards cellmates
   • racially motivated threats or intimidation
   • discharge from segregation following violent or threatening behaviour
   • unexpected conviction or sentence/distress from bail application refusal/unfavourable legal advice
   • bad news
   • being armed with a weapon
   • acute mental illness

33. A register of prisoners designated as high or medium risk must be held centrally in each establishment, recording prisoner’s locations and review dates, to provide an audit trail of open and closed risk management plans. This register should identify the proportion of the establishment's population that high and medium risk prisoners represent.

Role of the Duty Manager/Governor in the Review Process

34. Each establishment must make it clear to staff that the duty governor/duty manager must
   • be made aware of and sign high risk assessments
   • be consulted on difficult or complex cases
   • sign off high risk minimisation plans

Diversity

35. CSRA can aid identification and management of prisoners who show signs of racism, or other forms of bigotry or discriminatory behaviour. It is not an appropriate way of managing prisoners who press for scarce single cell accommodation. Sharing with someone from a non-targeted group can be considered.

36. Racist, or other discriminatory attitudes may be visible (e.g. tattoos), but should be evidenced by monitoring behaviour. It must be made clear to any prisoner who appears to pose a threat to any group of prisoners that racist or harassing behaviour is in breach of
Prison Rules and is unlawful, and will be treated as a serious disciplinary offence (using the racially aggravated offences where evidence is available.)

Impact and resource assessment

Training

37. Guidance is incorporated into CSRA form and in the guidance packs available on the intranet. A senior officer should brief officers completing the CSRA forms on the process and remind officers completing the CSRA that they are only assessing risk posed to other inmates.

38. All staff will need to be familiar with the principles and procedures of risk management.

Mandatory Action

39. Governors of all closed prisons and YOIs and directors of contracted prisons must satisfy themselves that staff are aware of the CSRA process. They must also be satisfied that:

- the CSRA form is being used and completed properly
- risk minimisation plans are agreed for those prisoners who present a significant or increased risk, and a review schedule agreed
- a manager is designated to oversee the risk management process as part of the Violence Reduction Strategy and time is profiled for an officer to monitor the actual implementation of risk minimisation plans.
- a register of prisoners designated as high or medium risk must be held centrally in each establishment to provide an audit trail of open and closed risk management plans. These will be monitored by the area manager on their regular visits.

Advice and information

40. Queries about the CSRA form (XF 001) should be made to Safer Custody Group - Gill Brigden on 020 7035 4283, or gill brigden@homeoffice.gsi.gov.uk or Amy Blain on 020 7035 4284 amy.blain@homeoffice.gsi.gov.uk

Ordering of forms

41. Prisons that require additional supplies of CSRA form XF 001 should submit orders to Corby Customer Liaison Team on 01536 274674. The form can also be obtained from the intranet.

42. Templates for a CSRA Review form and Risk Minimisation Plan are only available on the intranet on the Violence Reduction Toolkit, under forms (copies are attached to this PSO). There will be no printed version.
CELL SHARING RISK MINIMISATION PLAN

To be completed for High /Medium Risk within 7 days of assessment / before allocating to a shared cell

<table>
<thead>
<tr>
<th>Date:</th>
<th>Prisoner name:</th>
<th>Number:</th>
<th>Significant / Increased risk</th>
</tr>
</thead>
</table>

Details of those contributing to plan

<table>
<thead>
<tr>
<th>Name</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prisoner</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Unit Manager</td>
<td></td>
</tr>
</tbody>
</table>

How does the prisoner feel about the situation?
Ask open questions: e.g. ‘Can you tell me what you think this is about?’ Explore the source of the risk/prejudice, what the prisoner thinks would trigger violence / how the prisoner thinks he/she can learn to cope with his/her risky behaviour

Elements of Risk Minimisation Plan
Consideration may be given to the following: alcohol and drugs, mental illness/distress, fears, self-care, medication, social needs, custodial/legal problems, occupation, sentence plan, co-location.

<table>
<thead>
<tr>
<th>Specific Need</th>
<th>Action Required</th>
</tr>
</thead>
<tbody>
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</tr>
</tbody>
</table>

Timing of review

e.g. 1 month, 3 months

NB Events would trigger review sooner e.g. adjudications, violent behaviour, security information, history sheet, conviction/change of status

Duty Manager/Duty Governor
Comments of Duty Manager/Duty Governor:

<table>
<thead>
<tr>
<th>Name:</th>
<th>Signature:</th>
<th>Date:</th>
</tr>
</thead>
<tbody>
<tr>
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<td></td>
</tr>
</tbody>
</table>
# CELL SHARING RISK REVIEW

<table>
<thead>
<tr>
<th>Prisoner name:</th>
<th>Date of review</th>
<th>Current risk rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number:</td>
<td></td>
<td>Low / Medium / High</td>
</tr>
</tbody>
</table>

## Reason for review

- [ ] Scheduled
- [ ] Revised assessment
- [ ] *see below

* Circumstances that may trigger a review of the initial assessment are for local judgement; here are some examples:
  - Repeated or escalated threats of violence, particularly towards cellmates;
  - Discharge from segregation following violent or threatening behaviour;
  - Unexpected conviction or harsh sentence.
  - Evidence of arming with weapon

## Assessment information

**Has there been any new information to link the prisoner with violent offences?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Has the prisoner displayed any homophobic or racist behaviour?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Has the prisoner displayed any anti-social behaviour, bullying, threats, damage to property, aggression, hate-motivated behaviour, assaults?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Is there a reason to suspect that the prisoner is abusing drugs/ alcohol**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Does the prisoner have a history of self-harm?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Does the security department have any information that may affect the risk assessment e.g. evidence of weapon?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

**Does the Health Care Team have any information that may affect the risk assessment?**

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brief details</td>
</tr>
</tbody>
</table>

## Personal/Wing Officer signed

[Signature] ……………………………….. Date……………..

## Duty Manager/ Duty Governor Comment

[Signature] ………………………….. Date……………..

Based on the information the risk of harming a cell-mate is **high**

Based on the information the risk of harming a cell-mate is **medium**

Based on the information the risk of harming a cell-mate is **low**
<table>
<thead>
<tr>
<th>Outcome of review</th>
</tr>
</thead>
<tbody>
<tr>
<td>The last plan is cancelled and normal location recommended</td>
</tr>
<tr>
<td>The plan dated  still stands</td>
</tr>
</tbody>
</table>

**A New Risk Minimisation Plan must be agreed within 7 days**

*Copy to history sheet and wing file*
First Steps – Early Intervention

Avoid escalation into seriously harmful incidents

At the first signs of any unacceptable behaviour staff should be ready to steer the person/people involved towards positive interactions and orderly routine on the wing and elsewhere.

Intervention

The intervention should be constructive and balanced, allowing (voluntary) participation of the parties involved. This level of intervention need not be seen as disciplinary action at this stage. The emphasis should be on helping both parties to agree not to harm each other or disrupt social stability, and to put right any harm done.

It should be timely i.e. as soon as the behaviour is reported or observed.

Possible triggers

Reports or observations of:
• Verbal insults or challenges
• Minor conflicts or arguments
• Exclusion
• Coercion
• Taxing
• Or other signs that someone is feeling bullied or using bullying

Action – informal meeting

The reporting Officer with another Officer (Personal Officer, Wing SO or VRC) should arrange an informal meeting with the person/people involved to:
• Mark the behaviour
• Engage with the participant(s)
• Reach agreement on how to restore positive interactions and repair harm.
• Note the proceedings on the history sheet
• Indicate how and when the Offender Manager/Supervisor was involved

Approach

The conversation need not be confrontational, but values need to be firmly stated. All parties should be given an opportunity to be listened to, and the causes of the conflict should be acknowledged. The checklist below will guide the conversation.

Action – following meeting

Monitor and review the situation and if there are no further problems, no further action is needed. If further conflict or bullying occurs then disciplinary action or sanctions may be a next step. However, at all stages, help must be offered to develop inter-personal skills e.g. educational programme/sessions with personal officer/teambuilding. ACCT procedures would need to be followed if this raised any concerns about self-harm
## Checklist for early intervention for unacceptable behaviour

### Person(s) exhibiting unacceptable behaviour

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes/No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Does the person(s) understand what particular behaviour is unacceptable?</td>
<td></td>
</tr>
<tr>
<td>Why it is unacceptable?</td>
<td></td>
</tr>
<tr>
<td>Is there an appreciation of the harm that has resulted?</td>
<td></td>
</tr>
<tr>
<td>• to any individuals</td>
<td></td>
</tr>
<tr>
<td>• to the general ethos and social stability</td>
<td></td>
</tr>
<tr>
<td>Have they been able to explain why they engaged in that behaviour?</td>
<td></td>
</tr>
<tr>
<td>Has this been listened to and understood?</td>
<td></td>
</tr>
<tr>
<td>Do they take responsibility for the action?</td>
<td></td>
</tr>
<tr>
<td>Do they know how to repair the harm?</td>
<td></td>
</tr>
<tr>
<td>Do they feel that they will be supported in improving their interactions in the future? Do objectives need setting?</td>
<td></td>
</tr>
</tbody>
</table>

### Person(s) affected by the unacceptable behaviour

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes/No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has anybody adversely affected by the behaviour been able to contribute?</td>
<td></td>
</tr>
<tr>
<td>Are they satisfied with the outcome?</td>
<td></td>
</tr>
<tr>
<td>Has the Offender Manager reviewed any Risk Management Plan?</td>
<td>Yes/No</td>
</tr>
</tbody>
</table>
**Induction**
Set boundaries, expectations, rights & responsibilities.
Communicate what happens if boundaries are overstepped
- Reporting systems
- Sanctions & support
- Communal impact
Works best if there is engagement & participation rather than this just being presented.

**To prevent escalation to serious assault staff should intervene at earliest stage of conflict or breach of boundaries**

**Reported/Observed Unacceptable behaviour**

- **Behaviour causing offence/concern but no serious harm (early intervention)**
  - **Invite parties to talk through**
    - Follow first steps
    - If resolved no further action
    - If unresolved consider monitoring or
    - Consider organisational aspects that could have reduced risk

- **Behaviour causing harm e.g. assault,**
  - **Follow disciplinary / security procedures**
    - Adjudicate – minor
    - Pursue CJS – Serious
    - Use IEP System to encourage change
    - Review CSRA
    - Record history sheet
    - Invite parties to talk through
    - Follow first steps
    - Identify support needs of all parties relate to sentence plan
    - Consider organisational aspects that could have reduced risk
ANNEX D

MODEL PROCEDURE FOR INFORMING STAFF OF THE ISSUE OF PRISON SERVICE ORDERS AND INSTRUCTIONS RELATING TO THE MANAGEMENT OF PRISONERS

1. A member of staff should be identified as responsible for monitoring the issue of PSOs and PSIs relating to the management of prisoners. This requires monitoring of the “Notices” section of the Intranet. Hard copies of PSOs and PSIs are only issued for prison libraries, and this distribution takes place monthly. The Intranet is the only consistent source of immediate information about the issue of new instructions.

2. Wing staff do not always have the opportunity to access the Intranet daily. This procedure needs to ensure staff are informed promptly when a new PSO or PSI comes into effect that requires their action.

3. A Governor’s Notice should be prepared highlighting the issue of the PSO or Instruction and summarising the key points within one side of A4. The notice should instruct staff to read the full Order or Instruction. An operational manager should be responsible for approving the draft and ensuring the key points are clearly expressed. The notice should be clearly headed “New Prison Service Order/Instruction” and the subject matter.

4. These notices should be clearly and promptly displayed in relevant locations to ensure they are seen promptly by all relevant staff. In most cases this is likely to be in wing offices (where wing observation books are also held – see recommendation 45) but local practice may require alternative locations to be used.

5. To ensure that new notices are visible, old notices should be removed after four weeks.