



Ministry
of Justice

Annual Prison Performance Ratings Guide 2022/23

Ministry of Justice
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Guide to Annual Prison Performance Ratings

Introduction

His Majesty's Prison and Probation Service (HMPPS) is an executive agency of the Ministry of Justice (MoJ) with the goal of helping prison and probation services work together to manage offenders through their sentences. For 2022/23, HMPPS had responsibility for delivering prison performance using a suite of performance measures resulting in performance ratings for both public sector and privately managed prisons across England and Wales.

The Annual Prison Performance Ratings are derived from the Prison Performance Tool Dashboard (PPTD). All prison performance ratings reflect performance between 1 April 2022 and 31 March 2023.

There is overlap between some information provided in the Annual Prison Performance Ratings and other MoJ publications:

- The Safety in Custody National Statistics published quarterly by MoJ. Previous and current publications can be found at www.gov.uk/government/collections/safety-in-custody-statistics.
- The HMPPS Annual Digest Official Statistics is published annually by MoJ. Previous and current publications can be found at <https://www.gov.uk/government/collections/prison-and-probation-trusts-performance-statistics>.

Data presented have been drawn from administrative IT systems. Although care is taken when processing and analysing the data, the level of detail collected is subject to the inaccuracies inherent in any large-scale recording system.

Prison Performance Tool Dashboard

The 2022/23 prison performance framework used 17 outcome-focussed key performance indicators measures to formally assess prisons. These formed the basis of the prison performance framework for 2022/23. They reflected HMPPS priorities and are aligned to the areas of:

- a. Security and stability,
- b. Training, skills and work,
- c. Drugs and alcohol addiction and
- d. Family, accommodation and readjustment to society.

The Prison Performance Tool Dashboard (PPTD) was introduced to report the 2022/23 framework. This assessed performance in each prison against each measure and provided comparisons to other prisons in the same functional group although not all measures applied to all prisons. In a deviation from previous years methodology, a prison's overall score was calculated based on the relative performance within their functional group rather than by performance against target.

The PPTD uses a data-driven assessment of performance in each prison to derive overall prison performance scores and ratings. As in previous years, data-driven ratings were ratified and subject to in depth scrutiny at the moderation process which took place in June 2023.

In the PPTD, overall performance in each prison is rated on a 1 to 4 scale. The different ratings are:

- 4 - Outstanding performance
- 3 - Good performance
- 2 - Performance of concern
- 1 - Performance of serious concern

The measures by priority area are shown in Table 1 below:

Table 1: 2022/23 Performance Measures by Priority Area

Priority Area	Performance Measure
Security and Stability	Assaults on staff incidents
	Prisoner on prisoner Assaults
	Self-harm incidents
	Escapes from closed prisons
	The rate of absconds
	Releases in error
	Security Audit
Training, skills and work	Positive random mandatory drug testing
	Employment at 6 weeks following custodial release
	Education progress in English and maths
	Attendance at education courses
	Achievement of vocational qualifications
	Percentage of prisoners in purposeful activity
Drug and alcohol addiction	Number of individuals released on temporary licence
Family, accommodation and readjustment to society	Prisoners completing drug treatment free from dependence
	Housed on first night of custodial release
	Family and Significant Others

Data is reported for each measure from 1 April 2022 to 31 March 2023. Descriptions of each performance measure along with the data source and target can be found in [Annex A](#).

Prison Scores

Overall prison performance ratings are derived from a data-driven score for each prison. Each measure in the performance framework carries a weighting, with the sum of all measure weights adding up to 100% for each prison. The weightings represent the importance of the performance measure for HMPPS. Measures are weighted differently for different prison functional groups, based on their relative importance. Not all performance measures in the framework apply to every prison as a result of varying prison functions.

Each applicable measure carries an outturn, a rank and a rating. The outturn is the data for that measure for the prison. The rank is calculated based on the relative position of the prisons outturn for that measure within their Functional Group e.g. there are 30 Reception prisons who will all be ranked 1 – 30 for each measure depending on their outturn figure.

Each measure's rating is the rescaled rank into the range of 1 to 4. The best performing prison in the functional group attains a 4 and the worst performing prison in the functional group attains a 1. The score for each measure is calculated by multiplying the rating with the weighting.

The sum of these scores is divided by the sum of the maximum possible scores (4 multiplied by the weighting) provides the overall percentage score for the prison. This overall percentage score determines the overall rating of the prison using the thresholds shown below in Table 2:

Table 2: Rating thresholds for 2022/23

Rating	Percentage of max score
4: Outstanding performance	Greater than or equal to 76.5%
3: Good performance	Less than 76.5%
	And Greater than or equal to 57.9%
2: Performance of concern	Less than 57.9%
	And Greater than or equal to 48.2%
1: Performance of serious concern	Less than 48.2%

Moderation

Prior to publication of Annual Prison Performance Ratings, an annual moderation process is undertaken by HMPPS. During this process, performance data is scrutinised by key stakeholders in the prison performance process and considered alongside wider contextual evidence to make a final assessment for the year-end rating of each prison. This ensures the rating for each prison is fully reflective of performance.

In 2022/23 prisons were automatically considered for moderation if the following criteria were met:

- if they had an escape in the 22/23 performance year or
- if they received an Urgent Notification in 22/23 that was not considered as part of moderation in 21/22.

Prisons and prison leaders could submit a moderation proposal to challenge the data driven performance rating. Where a justifiable improvement or decline in performance would move a prison to the next rating, a evidence was considered by the moderation panel as to whether the rating should change.

A moderation panel discussed each proposal to agree a final rating. Prisons that were not brought forward to the moderation panel kept the data driven rating.

Weights

Each measure in the PPTD is weighted differently depending on the functional group to account for the different nature of the prisons. The agreed weightings for each distribution can be seen in Annex B.

Weight redistribution

Where a measure does not apply to a prison, the weighting for that measure is proportionately redistributed to all other measures across the PPTD ensuring the weightings continue to sum to 100%.

Generally, the Security Audit is undertaken every three years. As such this measure is age weighted on the assumption that the results become less relevant over time. The weighting for this measure reduces in weight as shown in Table 3 below:

Table 3: Weighting reduction over time for Security Audit measure

Age	Weighting reduces by:
Up to 1 year	0%
1 to 2 years	20%
2 to 3 years	40%
3 to 4 years	60%
Over 4 years	80%

In these cases, the weighting which no longer applies to the measure is proportionately redistributed across all other measures in the framework. Some of the redistributed weighting is regained by the Security Audit.

Rules

Rules exist in the PPTD for certain measures.

Incident Reporting System (IRS) – assaults checks

Both the prisoner on prisoner assaults and assaults on staff measures are capped at a maximum rating of 2 in the following cases:

- a) If the performance in the IRS Assaults Checks is below 3, or
- b) If the performance in the IRS Assaults Checks is not available and the performance in the IRS Data Quality Audit is below 3.

Incident Reporting System (IRS) – self-harm checks

The self-harm measure is capped at a maximum rating of 2 in the following cases:

- a) If the performance in the IRS Self Harm Checks is below 3 or
- b) If the performance in the IRS Self Harm Checks is not available and the performance in the IRS Data Quality Audit is below 3.

Escapes from prison or prisoner escort

If a prison had an escape from prison or prisoner escort during 2022/23, they were automatically considered at the moderation process with a view for the overall performance rating to be reduced. As such, this measure carried a weighting of zero.

Number of individuals released on temporary licence

Where the number of ROTL instances facilitated by a prison was less than 30, that prison was considered exempt from the “Number of individuals released on temporary licence” measure as the numbers were considered too low to make fair comparisons.

Urgent Notification

If a prison had an HM Inspectorate of Prisons inspection during 2022/23 and received an Urgent Notification as a result, the prison was automatically considered at the moderation process to further scrutinise their data-driven rating.

Positive random mandatory drug testing (rMDT)

The number of drug tests undertaken is considered and the rating for rMDT capped if appropriate. The rules are:

- If the prison has missed the required level of drug tests for half or less than half of the total months in the period, the maximum rating achievable in the rMDT measure is capped at 3.
- If the prison has missed the required level of drug tests for more than half of the total reporting months in the period, the rMDT measure rating is reduced by 1, with the maximum rating achievable to be capped at 2.
- If the prison has not completed any drug tests or has missed the required testing level in all months of the reporting period, the maximum rating achievable in the rMDT measure is capped at 1.

Due to low volumes of testing across the prison estate, data for rMDT has been redacted.

Releases in error

Releases in Error carried a zero weighting. Each release in error was considered at internal boards. Where the prison was deemed to be responsible for the error, they were referred to the moderation panel and discussed through this process to understand whether the overall performance rating was an accurate reflection of performance.

Inclusion in the Prison Performance Tool Dashboard

In 2022/23, 119 prisons were included in the PPTD comprising of 10 Category B prisons, 6 Category C Resettlement prisons, 17 Category C Trainer prisons, 26 Category C Trainer/Resettlement prisons, 12 Female prisons, 5 High Security prisons, 13 Open prisons and 30 Reception prisons.

The five under 18 Young Offender Institutes are no longer included in the prison performance process as the framework was not aligned to their priorities. These sites are being monitored through the Youth Custody Service Performance Framework. Only the over 18 sites at Feltham and Parc have been considered in these statistics.

Data Redactions

Positive Random Mandatory Drug Testing

All random mandatory drug testing (rMDT) was paused in March 2020 following the outbreak of the COVID-19 pandemic. Low levels of testing resumed from September 2020 in line with establishments' position within the National Framework for managing COVID-19 before formal performance expectations around rMDT volumes were re-instated in April 2022. rMDT is still yet to return to the levels required for reliable national or establishment-level estimates in 2022/23.

Data for Positive Random Mandatory Drug Testing is not provided in the Annual Prison Performance Ratings due to the low levels of testing. Further information can be found the

HMPPS Annual Digest 2022/23. However, data for Positive Random Mandatory Drug Testing has been included in the calculations towards a prisons overall rating. Where a prison hasn't met required testing levels, their performance for this measure has been limited as outlined in the Rules section above.

Prisoners Completing Drug Treatment Free from Dependence

This data is owned and managed by Office for Health Improvements and Disparities. As such, data has been included in calculations of overall performance ratings but is not included in this publication.

Further information can be found in the Substance misuse treatment in secure settings Official Statistics.

Prison Functional Groups

Prisons were assigned to Functional Groups based on their predominant function. The Prison Functional Groups were the basis of the relative performance used for assessment.

Prison Functional Group	Description
High Security (5 prisons)	Hold male prisoners classified as category A; prisoners whose escape would be highly dangerous to the public or the police or the security of the state and for whom the aim must be to make escape impossible.
Category B (10 prisons)	Hold male prisoners classified as category B; prisoners for whom the very highest conditions of security are not necessary but for whom escape must be made very difficult.
Category C Resettlement (6 prisons)	Hold male prisoners classified as category C with up to 24 months' time left to serve in preparation for resettlement.
Male Category C Trainer (17 prisons)	<p>Hold male prisoners classified as category C; prisoners who cannot be trusted in open conditions but who do not have the will to make a determined escape attempt or the resources to do so.</p> <p>Some category C trainer prisons will hold a specialist cohort of men including men convicted of sexual offences.</p> <p>Some prisons hold foreign national prisoners who are category C and are of interest to the Home Office with between 3- and 36-months' time left to serve of their sentence.</p> <p>Prisoners in training prisons will transfer to a resettlement prison with between 10-and 24 months' time left to serve. This will be dependent on addressing their offending behaviour needs and on resettlement requirements.</p>
Category C Trainer/Resettlement (26 Prisons)	<p>Hold male prisoners classified as category C; prisoners who cannot be trusted in open conditions but who do not have the will to make a determined escape attempt or the resources to do so.</p> <p>Prisoners in training/resettlement prisons will transition between the training and resettlement cohorts with between 10-and 24 months' time left to serve in preparation for resettlement.</p> <p>This may mean those with 10 months' time left to serve require a transfer to a more appropriate resettlement prison based on individual need.</p>
Open (13 Prisons)	Accommodate category D prisoners whose risk of absconding is considered to be low or who are of low risk to the public because of the way they have addressed their offending behaviour. Open prisons also house indeterminate and longer-sentenced prisoners who are coming towards the end of their sentence and who have gradually worked their way down the categories.

Prison Functional Group	Description
Reception (30 prisons)	Hold male prisoners. These serve the courts and receive remand and post-conviction prisoners, before their allocation to other establishments. They hold many short-term prisoners; remand prisoners; those waiting allocation to training prisons; and may hold a small number of immigration detainees. The short-term prisoners held in local prisons are those who are due for release in to the surrounding area and as such engage with resettlement providers in the last 16 months of their sentence.
Female (12 prisons)	These hold both female prisoners for whom the very highest conditions of security are not necessary but who present too high a risk for open conditions or for whom open conditions are not appropriate as well as females who are assessed as suitable for open conditions.

Annex A – Performance Measure Information

Priority Area	Performance Measure <i>Description in italics</i>	Data source
Security and Stability	Assaults on staff incidents <i>Assaults on staff reported as an annualised rate per 1,000 prisoners. An assault is defined as unwanted physical contact between two or more individuals.</i>	Prison NOMIS
	Prisoner on prisoner assaults incidents <i>Prisoner on prisoner assaults incidents reported as an annualised rate per 1,000 prisoners. An assault is defined as unwanted physical contact between two or more individuals.</i>	Prison NOMIS
	Self-harm incidents <i>Self-harm incidents reported as an annualised rate per 1,000 prisoners. Self-harm is defined as any act where a prisoner deliberately harms or injures themselves.</i>	Prison NOMIS
	Escapes from closed prisons <i>A prisoner escapes from a prison or prisoner escort if they unlawfully gain their liberty by breaching the secure perimeter of a closed prison, i.e. the outside wall or boundary of the prison.</i>	Prison NOMIS
	The rate of absconds <i>Abscond incidents reported as a rate per 100,000 prisoner days. An abscond is an escape that does not involve overcoming a physical security. Only applies to open prisons.</i>	Prison NOMIS

Priority Area	Performance Measure <i>Description in italics</i>	Data source
	<p>Releases in error</p> <p><i>A prisoner is released in error if they are wrongly discharged from a prison or court when they should have remained in custody, where the prisoner has not deliberately played a part in the error</i></p>	Prison NOMIS
	<p>Security Audit</p> <p><i>To review levels of compliance within specific HM Prison Service Performance Standards.</i></p>	Operational and System Assurance Group
	<p>Positive Random Mandatory drug testing</p> <p><i>The average rate of positive results from random mandatory drug testing.</i></p>	Security Group MDT database
Training, skills and work	<p>Employment at six weeks following custodial release</p> <p><i>The number of releases in employment on the date six weeks after release date, as a proportion of all eligible releases from a custodial sentence.</i></p>	National Delius and Prison NOMIS
	<p>Education progress in English and maths</p> <p><i>The percentage of prisoners, initially assessed as being below level 2 in English and/or maths, who make progress by achieving an accredited qualification in either or both of these subjects while in custody.</i></p> <p><i>This measure does not apply to prisons in Wales or privately managed prisons.</i></p>	CURIOUS and Prison NOMIS

Priority Area	Performance Measure <i>Description in italics</i>	Data source
	<p>Attendance at education courses</p> <p><i>The percentage of prisoners attending classroom or workshop lessons in custody, as a proportion of the number of lessons the prisoner is expected to attend.</i></p> <p><i>This measure does not apply to prisons in Wales or privately managed prisons.</i></p>	CURIOUS
	<p>Achievement of vocational qualifications</p> <p><i>The percentage of vocational courses which are successfully achieved by prisoners in custody.</i></p> <p><i>This measure does not apply to prisons in Wales or privately managed prisons.</i></p>	CURIOUS
	<p>Percentage of prisoners in purposeful activity</p> <p><i>The percentage of prisoners in at least half-time Purposeful Activity, as a proportion of all prisoners in scope.</i></p> <p><i>This measure does not apply to privately managed prisons.</i></p>	Prison NOMIS
	<p>Number of individuals released on temporary licence</p> <p><i>Number of prisoners who released on Release on Temporary Licence. Release on Temporary Licence allows eligible prisoners to be temporarily released for precisely defined activities that cannot be provided in prisons.</i></p>	Prison NOMIS

Priority Area	Performance Measure <i>Description in italics</i>	Data source
	<p>Prisoners completing drug treatment free from dependence</p> <p><i>Percentage of all Prisoners completing drug and alcohol treatment programmes no longer needing structured treatment for drugs or alcohol, including prisoners who may continue to be occasional users (but excluding heroin or crack cocaine) or prisoners transferred from their existing prison whilst still requiring treatment within another establishment or a community setting.</i></p>	Adult Prison Quarterly Treatment Report
Family, accommodation, and readjustment to society	<p>Housed on first night of custodial release</p> <p><i>The number of releases with accommodation on the first night of release as a proportion of all eligible releases from a custodial sentence.</i></p>	National Delius and Prison NOMIS
	<p>Family and significant others</p> <p><i>Self-assessment of services and provisions put into place within prisons to strengthen the relationship between prisoners and their family and significant others.</i></p>	Family and significant other self-assessment form

Annex B – Measure Weightings

Measure	High Security	Cat B Trainer	Cat C Trainer	Cat C Trainer/Resettlement	Cat C Resettlement	Reception	Open	Female
Assault on staff incidents	9.7%	7.2%	6.1%	6.1%	6.1%	6.9%	5.2%	7.1%
Prisoner-on-prisoner Assaults	3.2%	7.2%	6.1%	6.1%	6.1%	6.9%	5.2%	7.1%
Self-harm incidents	9.7%	7.2%	6.1%	6.1%	6.1%	6.9%	5.2%	7.1%
Escapes from closed prisons	-	-	-	-	-	-	-	-
The rate of absconds	-	-	-	-	-	-	5.2%	-
Releases in Error	-	-	-	-	-	-	-	-
Security Audit	9.7%	7.2%	6.1%	6.1%	6.1%	6.9%	1.7%	2.4%
Positive Random Mandatory Drug Testing	10.0%	10.0%	10.0%	10.0%	10.0%	15.0%	10.0%	10.0%
Employment at six weeks following custodial release	3.5%	10.0%	20.0%	20.0%	20.0%	15.0%	20.0%	15.0%
Education progress in English and Maths	6.5%	5.5%	3.4%	3.4%	3.4%	3.7%	3.5%	3.9%
Attendance at education courses	6.5%	5.5%	3.4%	3.4%	3.4%	3.7%	3.5%	3.9%
Achievement of vocational qualifications	7.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Percentage of prisoners in purposeful activity	9.7%	8.2%	5.2%	5.2%	5.2%	4.5%	5.3%	5.9%
Number Individuals released on temporary licence	0.0%	0.0%	3.4%	3.4%	3.4%	1.8%	5.3%	2.0%
Prisoners completing drug treatment free from dependence	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%	10.0%	15.0%
Housed on first night of custodial release	4.6%	8.2%	6.9%	6.9%	6.9%	4.4%	9.0%	9.4%
Family and Significant Others	4.6%	4.1%	3.4%	3.4%	3.4%	4.4%	6.0%	6.3%

Percentages are rounded and therefore may not add to exactly 100%