

Mental health of adults in contact with the criminal justice system

NICE quality standard

February 2018

This quality standard covers recognising, assessing and managing mental health problems in adults (aged 18 and over) who are in contact with the criminal justice system (this includes police contact, court and prison custody, street triage, liaison and diversion services, and probation services). It describes high-quality care in priority areas for improvement.

It is for commissioners, service providers, health, public health and social care practitioners, and the public.

Endorsing bodies

This quality standard is endorsed by the [Department of Health](#) as required by the Health and Social Care Act (2012).

Supporting organisations

A number of organisations recognise the benefit of this quality standard in improving care. They work with us to promote it to commissioners and service providers:

- TBC

Quality statements

[Statement 1](#) Adults in contact with the police because of a suspected offence have any features of mental health problems responded to in a way that reduces the risk of anxiety, self-harm or aggression.

[Statement 2](#) Adults in contact with the police because of a suspected offence who have suspected mental health problems are referred for a comprehensive mental health assessment.

[Statement 3](#) Adults with mental health problems who are in contact with the criminal justice system have a care plan that is shared with relevant services.

[Statement 4](#) Adults who have a mental health risk management plan and are transferring within the criminal justice system have their plan reviewed by the receiving service.

NICE has developed guidance and a quality standard on service user experience in adult mental health services (see the NICE pathway on [service user experience in adult mental health services](#)), which should be considered alongside these quality statements.

Other quality standards that should be considered when commissioning or providing mental health services to people in contact with the criminal justice system include:

- [Physical health of people in prison](#) (2017) NICE quality standard 156
- [Violent and aggressive behaviours in people with mental health problems](#) (2017) NICE quality standard 154
- [Drug misuse prevention](#) Publication expected April 2018
- [Suicide prevention](#) Referred for quality standard development

A full list of NICE quality standards is available from the [quality standards topic library](#).

Quality statement 1: Responding to mental health problems

Quality statement

Adults in contact with the police because of a suspected offence have any features of mental health problems responded to in a way that reduces the risk of anxiety, self-harm or aggression.

Rationale

It is important that police officers recognise features of mental health problems in people who are suspected of committing an offence. They should know how to respond if a person is behaving in a way that suggests a mental health problem, so that they keep them calm, reduce their anxiety and, if their behaviour is aggressive, minimise the need for restrictive interventions such as restraint. Police officers may see the same person on several occasions, so developing and maintaining safe boundaries and constructive relationships will help to reassure the person and reduce the risk of anxiety, self-harm or aggression when they are with the police.

Quality measures

Structure

a) Evidence of arrangements to ensure that police officers are given induction training in responding to features of mental health problems.

Data source: Local data collection, such as induction training plans and audits of induction training records.

b) Evidence of arrangements to ensure that police officers are given regular update training in responding to features of mental health problems.

Data source: Local data collection, such as audits of annual performance reviews.

Process

a) Proportion of adults at risk of self-harm or suicide in contact with the police because of a suspected offence for whom initial safety precautions are taken.

Numerator – the number in the denominator for whom initial safety precautions are taken.

Denominator – the number of adults at risk of self-harm or suicide in contact with the police because of a suspected offence.

Data source: Local data collection, for example attendance and custody records and risk assessments.

b) Proportion of adults in contact with the police because of a suspected offence behaving aggressively who are calmed using de-escalation techniques.

Numerator – the number in the denominator who are calmed using de-escalation techniques.

Denominator – the number of adults in contact with the police because of a suspected offence behaving aggressively.

Data source: Local data collection, for example custody reports.

Outcome

a) Number of people with mental health problems in contact with the police because of a suspected offence referred to liaison and diversion services.

Data source: Local data collection, for example audits of attendance records and custody reports.

b) Number of assaults on police officers by people with mental health problems.

Data source: Local data collection, for example audits of incident and custody reports.

c) Number of assaults on other detainees by people with mental health problems.

Data source: Local data collection, for example audits of incident and custody reports.

d) Number of self-harm and suicide attempts by people in contact with the police because of a suspected offence.

Data source: Local data collection, for example audits of incident and custody reports.

What the quality statement means for different audiences

Service providers (police services and training providers) ensure that training in responding to the features of mental health problems is provided for police officers. This ensures that police officers understand the causes and implications of mental health conditions. It also means that officers are confident when they are in contact with adults with mental health conditions and ensures the safety of these adults and themselves. Initial training is provided at induction, with regular update training provided subsequently.

Police officers attend training at induction and have regular updates in responding to the features of mental health problems. They are confident to safely support the adults with mental health problems they have contact with. By developing and maintaining safe boundaries and constructive relationships, officers may be able to keep people calm and minimise their anxiety. Officers can help adults who present with symptoms of aggression to minimise the need for restrictive interventions such as restraint.

Commissioners (police and crime commissioners, local authorities, NHS England and clinical commissioning groups) ensure that the police and health services they commission work together to provide training to frontline staff that includes responding to the features of mental health problems in adults. The police services they commission ensure that frontline staff are given time to attend this training.

Adults in contact with the police because of a suspected offence are looked after by police officers who have an understanding of mental health problems. Police officers will work with them to keep them calm and reassure them if they are anxious or aggressive while they are with the police.

Source guidance

[Mental health of adults in contact with the criminal justice system](#) (2017) NICE guideline NG66 recommendations 1.9.3 and 1.9.4.

Definitions of terms used in this quality statement

In contact with the police

Adults are in contact with the police when they are taken into custody or they voluntarily attend a police station because they are suspected of committing an offence. At these times, the police service has responsibility for their wellbeing.

[Expert opinion]

Responding to features of mental health problems

Responding to features of mental health problems includes but is not limited to:

- taking initial safety precautions when there is a risk of self-harm or suicide
- using de-escalation methods to minimise the use of restrictive interventions
- developing and maintaining safe boundaries and constructive relationships
- avoiding judgemental attitudes and inappropriate terminology.

[Adapted from NICE's guideline on [mental health of adults in contact with the criminal justice system](#) recommendations 1.9.2 and 1.9.4 and expert opinion]

Features of mental health problems

These are behaviours or aspects of appearance that suggest a person may have mental health problems. The College of Policing's [authorised professional practice](#) details features of mental ill health which may be displayed when people are in contact with the police.

Equality and diversity considerations

When adults who may have mental health problems voluntarily attend a police station on suspicion of committing an offence or are taken into police custody, consideration should be given to the possibility that they may have a learning disability, cognitive impairment (for example brain injury, dementia or autism) or a communication difficulty (for example, language, literacy, information processing or sensory deficit). If this is the case, they may need additional support both while they are with the police and following release or transfer within the criminal justice system.

Quality statement 2: Mental health assessment

Quality statement

Adults in contact with the police because of a suspected offence who have suspected mental health problems are referred for a comprehensive mental health assessment.

Rationale

A comprehensive mental health assessment, which includes information about the person obtained from relevant sources, can provide a detailed picture of the person's mental health. This means they can be referred to the appropriate services to receive the care and support they need. For some people, a comprehensive mental health assessment may result in referral from a police station or custody to liaison and diversion services. Support can then be provided for people with mental health problems throughout their contact with the criminal justice system.

Quality measures

Structure

Evidence of local arrangements of joint working between the police and mental health services to ensure people with suspected mental health problems are referred for comprehensive mental health assessments.

Data source: Local data collection, for example established local referral pathways.

Process

Proportion of adults in contact with the police because of a suspected offence identified as having suspected mental health problems who are referred for a comprehensive mental health assessment.

Numerator – the number in the denominator who are referred for a comprehensive mental health assessment.

Denominator – the number of adults in contact with the police because of a suspected offence identified as having suspected mental health problems.

Data source: Local data collection, for example audits of attendance and custody records and referrals.

Outcome

a) Number of people with mental health problems in contact with the police referred to liaison and diversion services.

Data source: Local data collection, for example audits of attendance and custody records.

b) Number of mental health assessments following referral from police services.

Data source: Local data collection, for example audits of attendance and custody records.

What the quality statement means for different audiences

Service providers (police services, liaison and diversion services and mental health teams) ensure that training is in place for staff to identify possible mental health problems in adults in contact with the police because of a suspected offence. If a mental health problem is suspected, a referral system is in place for the person to receive a mental health assessment.

Police and mental health practitioners (such as police officers, custody sergeants and liaison and diversion practitioners) ensure that the police consider the possibility of mental health problems when people attend voluntarily on suspicion of committing an offence or are taken into custody. Adults who are in contact with the police because of a suspected offence are referred for a mental health assessment if they have a suspected mental health problem. The assessment can take place after release into the community or in prison if they are remanded in custody.

Commissioners (police and crime commissioners, NHS England and clinical commissioning groups) ensure that commissioned services work together to ensure comprehensive mental health assessment referrals can be made and information is shared for people identified as having a suspected mental health problem when they are suspected of committing an offence and are in contact with the police.

Adults suspected by the police of committing an offence who may have a mental health problem are identified by the police officers looking after them. If the officers think they may have a mental health problem, they are referred to a mental health professional for an assessment to make sure they receive the care and support they need. The assessment may take place after they leave the police station, are released from police custody or, if they are remanded in custody, in prison.

Source guidance

[Mental health of adults in contact with the criminal justice system](#) (2017) NICE guideline NG66, recommendations 1.3.1, 1.3.8 and 1.8.1.

Definitions of terms used in this quality statement

In contact with the police

Adults are in contact with the police when they are taken into custody or they voluntarily attend a police station because they are suspected of committing an offence. At these times, the police service has responsibility for their wellbeing.

[Expert opinion.]

Suspected mental health problems

This is when an adult's history, presentation or behaviour suggests they may have mental health problems. This can include, but is not limited to:

- reported history of mental health problems, including self-harm or suicidal thoughts
- changes in behaviour (including unusual or late-onset offending behaviour) which may indicate the onset of, or changes to, mental health problems.

[Adapted from NICE's guideline on the [mental health of adults in contact with the criminal justice system](#), recommendation 1.9.4 and expert opinion]

Comprehensive mental health assessment

An assessment of a person's mental health that takes into account:

- the nature and severity of the presenting mental health problems (including cognitive functioning) and their development and history
- coexisting mental health problems
- coexisting neurodevelopmental or cognitive impairment disorders, for example acquired brain injury, dementia and learning disability
- coexisting substance misuse problems, including novel psychoactive substances
- coexisting physical health problems
- social and personal circumstances, including personal experience of trauma
- social care, educational and occupational needs
- people's strengths
- available support networks, and the person's capacity to make use of them
- previous care, support and treatment, including how the person responded to these
- offending history and how this may interact with mental health problems.

The assessment should include obtaining, evaluating and integrating all available and reliable information about the person, for example current and previous:

- person escort record
- pre-sentence report
- all medical reports
- custody reports
- Assessment, Care in Custody and Teamwork (ACCT) document
- reports from other relevant services, including liaison and diversion, substance misuse services, social service or housing services and youth offending services
- Offender Assessment System (OASys) or other assessment tools

[Adapted from NICE's guideline on the [mental health of adults in contact with the criminal justice system](#), recommendations 1.1.3 and 1.3.14 and expert opinion.]

Equality and diversity considerations

Adults suspected of committing an offence who are in contact with the police who have a learning disability, cognitive impairment (for example brain injury, dementia or autism) or a communication difficulty (for example, language, literacy, information

processing or sensory deficit) should be provided with information about the assessment that they can easily read and understand themselves, or with support, so they can communicate effectively with police and mental health services. Information should be in a format that suits their needs and preferences. It should be accessible to people who do not speak or read English, and it should be culturally appropriate and age appropriate. People should have access to an interpreter or advocate if needed.

For people with additional needs related to a disability, impairment or sensory loss, information should be provided as set out in NHS England's [Accessible Information Standard](#).

Quality statement 3: Sharing mental health care plans

Quality statement

Adults with mental health problems who are in contact with the criminal justice system have a care plan that is shared with relevant services.

Rationale

Sharing a person's mental health care plan with other relevant services, for example, police, prison, probation services and social services, will help to ensure that they receive the treatment and support they need. This is particularly important when a person has been detained within the criminal justice system (such as in police or prison custody), and when plans are being made for them to leave it, because there are many agencies who may need to be involved in their care. Sharing the care plan as early as possible will allow for advance planning, help to ensure continuity of care and improve outcomes.

Quality measures

Structure

Evidence of local arrangements for mental health care plans to include an agreed process for the plan to be shared with relevant services both inside and outside the criminal justice system.

Data source: Local data collection, for example local information sharing and care plan protocols and transfer of care policies.

Process

Proportion of adults with mental health problems in contact with the criminal justice system whose care plan is shared with the services identified in the plan as involved in their ongoing care.

Numerator – the number in the denominator whose mental health care plan is shared with the services identified in the plan as involved in their ongoing care.

Denominator – the number of adults in contact with the criminal justice system with a mental health care plan.

Data source: Local data collection, for example an audit of mental health care plans and transfer records.

Outcome

a) Continuity of care for people with mental health problems in contact with the criminal justice system.

Data source: Local data collection, for example an audit of mental health care plans.

b) Referral rates to mental health services, for example liaison and diversion to prison mental health services or prison mental health services to community mental health teams.

Data source: Local data collection, for example an audit of custody reports.

What the quality statement means for different audiences

Service providers (for example police, court, probation, prison and mental health services) ensure that there is an agreed cross-organisational process for mental health care plans to be shared.

Criminal justice professionals and mental health practitioners (for example police, court, prison and probation professionals and mental health practitioners) check whether the adults they come into contact with have a mental health care plan and request a copy of this if necessary. They share the plan with the next service(s) the person is in contact with when they leave the service. Mental health practitioners writing a care plan ensure that it includes a process, agreed with the person, for sharing the plan to relevant services and agencies.

Commissioners (police and crime commissioners, local authorities, NHS England and clinical commissioning groups) ensure that commissioned services have processes in place to ensure that mental health care plans developed for people in contact with the criminal justice system can be shared across services to ensure partnership working and continuity of care.

Adults with mental health problems who are in contact with the criminal justice system have a mental health care plan, which includes an agreed plan for sharing it

with other services. This will help to make sure all services they have contact with, for example courts, prisons, probation, housing and healthcare, can follow the plan to ensure they receive the most appropriate care.

Source guidance

[Mental health of adults in contact with the criminal justice system](#) (2017) NICE guideline NG66, recommendation 1.5.1.

Definitions of terms used in this quality statement

Mental health care plan

A mental health plan, developed in collaboration with the person and, if possible their family, carers and advocates. It should be sharable, integrated with other care plans and include:

- a profile of the person's needs (including physical health needs), identifying agreed goals and the means to progress towards them
- identification of the roles and responsibilities of those practitioners involved in delivering the care plan
- the implications of any mandated treatment programmes, post-release licences and transfer between institutions or agencies, in particular release from prison
- a clear strategy to access all identified interventions and services
- agreed outcome measures and timescale to evaluate and review the plan
- a risk management plan and a crisis plan if developed
- an agreed process for sharing the care plan (such as the Care Programme Approach or Care Treatment Plan) to all relevant agencies, the person, and their families and carers, subject to permission from the person if necessary.

[Adapted from NICE's guideline on the [mental health of adults in contact with the criminal justice system](#), recommendation 1.5.1]

Equality and diversity considerations

Adults in contact with the criminal justice system who have a mental health problem should be involved in the development of their own care plan, including how it will be

shared with relevant services to ensure they receive ongoing support and care. Their family or carers should also be included, as appropriate.

Adults with a learning disability, cognitive impairment (for example, brain injury, dementia or autism) or a communication difficulty (for example, language, literacy, information processing or sensory deficit) may need additional support when the care plan is being developed.

Information about their care plan should be in a format that suits their needs and preferences. It should be accessible to people who do not speak or read English, and it should be culturally appropriate and age appropriate. People should have access to an interpreter or advocate if needed.

For people with additional needs related to a disability, impairment or sensory loss, information should be provided as set out in NHS England's [Accessible Information Standard](#).

Quality statement 4: Risk management during transfers

Quality statement

Adults who have a mental health risk management plan and are transferring within the criminal justice system have their plan reviewed by the receiving service.

Rationale

When adults with mental health problems are being transferred to different services (for example, transfers by prisoner escort services to court custody, into prison, between prisons or when people move into the community under the care of probation services) it is important to check if they have a risk management plan and ensure that it is implemented. This will help to maintain their safety, particularly if they are at risk of self-harm. It will also help to keep other people within the criminal justice system safe, for example by ensuring that people who could present a risk are not placed with others in cells, holding areas or prisoner escort vehicles. People working in the criminal justice system and community mental health will also be safer because they will be prepared and aware of any risks before coming into contact with people who could present a risk.

Quality measures

Structure

a) Evidence of local arrangements for mental health risk management plans to be reviewed by the receiving service when adults are transferred between services within the criminal justice system.

Data source: Local data collection, for example local information sharing and risk assessment protocols, transfer policies and community mental health services transfer of care policies.

b) Evidence of local arrangements to implement mental health risk management plans.

Data source: Local data collection, for example evidence of availability of individual cells in police, court and prison custody and suitable safe transport.

Process

Proportion of transfers between services within the criminal justice system in which mental health risk management plans were reviewed.

Numerator – the number in the denominator where mental health risk management plans were reviewed.

Denominator – the number of transfers between services within the criminal justice system.

Data source: Local data collection, for example review of custody, probation and community mental health records and prison escort records.

Outcome

a) Number of assaults within the criminal justice system.

Data source: Local data collection, for example audit of incident reports.

b) Number of self-harm incidents within the criminal justice system.

Data source: Local data collection, for example audit of incident reports and medical records.

c) Number of assaults committed by people under the care of probation services.

Data source: Local data collection, for example audit of incident reports and reoffending rates.

d) Number of self-harm incidents involving people under the care of probation services.

Data source: Local data collection, for example audit of incident reports and medical records.

What the quality statement means for different audiences

Service providers (such as police, prisoner escort, court custody, prison, probation and community mental health services) ensure that processes are in place for mental health risk management plans to be reviewed and acted upon when people

are moved between services within the criminal justice system. This includes sharing information between services and ensuring that people are not placed in transport, holding areas, cells or in accommodation in the community until the plan has been reviewed.

Criminal justice and mental health professionals (such as police officers, custody sergeants, court custody officers, prison escort officers, prison officers, probation officers and mental health professionals) ensure that they review and act upon mental health risk management plans when people are moved between services within the criminal justice system and into the community. This includes checking the requirements of the plan before booking transport and confirming any relevant information, such as the need for someone to be transferred individually or to be placed in a single cell on arrival.

Commissioners (police and crime commissioners, local authorities, NHS England and clinical commissioning groups) ensure that the services they commission review and act upon mental health risk management plans, sharing information across services to do so.

Adults who have a mental health risk management plan have their plan checked and any actions carried out to reduce risks when they are moved between different services within the criminal justice system, for example from police custody to court, prison or the community. A mental health risk management plan is developed for people who may be a risk to themselves or to others. It outlines ways that the risks can be reduced.

Source guidance

[Mental health of adults in contact with the criminal justice system](#) (2017) NICE guideline NG66, recommendations 1.4.4 and 1.4.5.

Definitions of terms used in this quality statement

Mental health risk management plan

This should be completed and implemented for people who are assessed to be:

- a risk to themselves, including self-harm, suicide, self-neglect, a risk to their own health or vulnerable to exploitation or victimisation
- a risk to others that is linked to mental health problems, including aggression, violence, exploitation and sexual offending.

The plan should:

- include protective factors which may reduce risk
- integrate with or be consistent with the mental health assessment and plan
- take an individualised approach to each person and recognise that risk levels may change over time
- set out the interventions to reduce risk at the individual, service or environmental level
- take into account any legal or statutory responsibilities which apply in the setting in which they are used
- be shared with the person (and their family members or carers if appropriate) and relevant agencies and services subject to permission from the person where necessary
- be reviewed regularly by those responsible for implementing the plan and adjusted if risk levels change.

[Adapted from NICE's guideline on the [mental health of adults in contact with the criminal justice system](#), recommendations 1.4.2 and 1.4.4]

Transfer within the criminal justice system

These are times that adults in contact with the criminal justice system are moved between services. Most commonly, this will be time spent with prisoner escort services, in court custody, at initial reception into prison, during transfers between prisons and moving into probation services.

[Expert opinion]

Receiving service

This is the service that will be immediately responsible for the person's care. This can include, but is not limited to:

- police services
- prisoner escort services
- court custody
- prison
- probation services
- GPs
- community mental health services.

[Expert opinion]

Equality and diversity considerations

Adults in the criminal justice system who have a mental health risk management plan should be aware of how it will be shared with relevant services when they are transferred to ensure they receive ongoing support and care.

Adults with a learning disability, cognitive impairment (for example brain injury, dementia or autism) or a communication difficulty (for example, language, literacy, information processing or sensory deficit) may need additional support and this should be noted in the plan and acted upon.

If adults are being released from prison into homelessness or temporary accommodation, probation services, community mental health services and the local authority should work together to find permanent suitable accommodation to ensure the person's safety.

About this quality standard

NICE quality standards describe high-priority areas for quality improvement in a defined care or service area. Each standard consists of a prioritised set of specific, concise and measurable statements. NICE quality standards draw on existing NICE or NICE-accredited guidance that provides an underpinning, comprehensive set of recommendations, and are designed to support the measurement of improvement.

Expected levels of achievement for quality measures are not specified. Quality standards are intended to drive up the quality of care, and so achievement levels of 100% should be aspired to (or 0% if the quality statement states that something should not be done). However, this may not always be appropriate in practice. Taking account of safety, shared decision-making, choice and professional judgement, desired levels of achievement should be defined locally.

Information about [how NICE quality standards are developed](#) is available from the NICE website.

See [quality standard advisory committees](#) on the website for details of standing committee 1 members who advised on this quality standard. Information about the topic experts invited to join the standing members is available on the [quality standard's webpage](#).

This quality standard has been incorporated into the NICE Pathway on the [health of people in the criminal justice system](#), which brings together everything we have said on this topic in an interactive flowchart.

NICE has produced a [quality standard service improvement template](#) to help providers make an initial assessment of their service compared with a selection of quality statements. This tool is updated monthly to include new quality standards.

NICE produces guidance, standards and information on commissioning and providing high-quality healthcare, social care, and public health services. We have agreements to provide certain NICE services to Wales, Scotland and Northern Ireland. Decisions on how NICE guidance and other products apply in those countries are made by ministers in the Welsh government, Scottish government, and

Northern Ireland Executive. NICE guidance or other products may include references to organisations or people responsible for commissioning or providing care that may be relevant only to England.

Improving outcomes

This quality standard is expected to contribute to improvements in the following outcomes:

- numbers of adults with mental health problems in prison
- reoffending rates of adults with mental health problems
- premature mortality rates of adults with mental health problems
- morbidity rates of adults with mental health problems.

It is also expected to support delivery of the Department of Health's outcome frameworks:

- [Adult social care outcomes framework 2016–17](#)
- [NHS outcomes framework 2016–17](#)
- [Public health outcomes framework for England, 2016–19](#).

Resource impact

NICE quality standards should be achievable by local services. The potential resource impact is considered by the quality standards advisory committee, drawing on resource impact work for the source guidance. Organisations are encouraged to use the [resource impact products](#) for the NICE guideline on the mental health of adults in contact with the criminal justice system to help estimate local costs.

Diversity, equality and language

During the development of this quality standard, equality issues were considered and [equality assessments](#) are available. Any specific issues identified during development of the quality statements are highlighted in each statement.

Commissioners and providers should aim to achieve the quality standard in their local context, in light of their duties to have due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations.

Nothing in this quality standard should be interpreted in a way that would be inconsistent with compliance with those duties.

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