

[REDACTED]

27 August 2025

Miss Caroline Topping
Assistant Coroner for Surrey

Dear Miss Topping

Regulation 28 report response from HSSIB: Ms. Tracy Ostler

Thank you for providing us with the opportunity to respond to your regulation 28 report regarding the death of Ms. Ostler. We were very sorry to learn about the circumstances surrounding her death.

We note that no specific matters of concern were highlighted for HSSIB to respond to in your report. Instead, we have attempted to take account of all the various concerns raised in the report in providing our response.

Your report highlighted concerns about Ms. Ostler's death in relation to:

- arrangements for detaining patients assessed to require Mental Health Act section in the Emergency Department
- training for paramedics to undertake capacity assessments
- protocols on undertaking capacity assessments in relation to life threatening decisions, and
- multi agency safeguarding plans.



Health Services Safety
Investigations Body

HSSIB came into operation on 1 October 2023. We are a fully independent arm's length body of the Department of Health and Social Care. We investigate patient safety concerns across the NHS in England and in independent healthcare settings where safety learning could also help to improve NHS care. We do not replace any existing investigation processes available within healthcare.

Our job is to understand why patients may have been harmed or be at risk of harm and our investigations take a system perspective and aim to reduce the likelihood of patient safety incidents from happening. We share learning and support patient safety improvements across the whole healthcare system in England.

During our series of investigations into [Mental health inpatient settings](#) we heard concerns about the care of people in mental health crisis, a safety concern which may benefit from a HSSIB investigation. We carried out a range of work to further understand these concerns, including conversations with stakeholders, reviewing available data, and analysing existing literature.

During this period, we also received a further PFD report in relation to the death of Mr. Charles Andrew Stonley, which has helped us to understand areas of concern we have identified about the crisis pathway.

On 26 August, we approved two new HSSIB investigations into mental health crisis care. These investigations will help to address key areas of concern highlighted in your report. These investigations are:

Mental Health Crisis: Care of patients in emergency departments

This investigation is intending to:

- Explore the knowledge, skills, and resources available to emergency departments to care for patients in mental health crisis, including access to information held by other services.
- Explore how the physical environment in emergency departments impacts on the care provided to patients in mental health crisis.



Health Services Safety
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- Explore staff decision making about when to admit or discharge patients who have presented in mental health crisis.

This will include consideration of the impact of protected characteristics and health inequalities in this area of care.

The investigation will launch in October 2025 with a final report anticipated to be available in Summer 2026.

Mental Health Crisis: Ambulance service response via NHS 111 and 999

This investigation is intending to:

- Explore how ambulance services triage and prioritise calls about patients in mental health crisis.
- Explore ambulance crew education, training, and assessment of a patient's capacity when in mental health crisis.
- Explore ambulance crew decision making on when to convey a patient in mental health crisis to hospital, including access to relevant clinical advice and access to information held by other services.

This will include consideration of the impact of protected characteristics and health inequalities in this area of care.

This investigation will launch in Spring 2026, following completion of substantive work on the first report, and is anticipated to be available in Spring 2027.

I would like to take this opportunity to thank you for sharing your report with us. The investigations we have now launched will help to address the issues you have identified at a national level.

Yours sincerely,

Chief Executive Officer