

17th June 2026

Mr Paul Rogers
H.M Assistant Coroner
Inner West London
Westminster Coroner's Court
65 Horseferry Road
London
SW1P 2AA

By email - HM Coroners Inner West London Coroners Court
[REDACTED]

Dear Coroner,

Re: Regulation 28 Report to Prevent Future Deaths - Edward Muwanga who died on 7th August 2023

Thank you for your Report to Prevent Future Deaths (hereafter "Report") dated 24th April 2026.

Before responding to the specific concerns raised in the Report, we would like to express our deep condolences to Edward's family and loved ones. The OneLondon Board is keen to assure the family and yourself that the concerns raised about the integration and accessibility of patient health care records which contain important patient information about risks they may present to themselves and others have been listened to and reflected upon.

Your Report raises concerns about the training and application of the Mental Health Act by our strategic partner Metropolitan Police. It also raises concerns about the integration and accessibility of patient health care records which contain important patient safety information about risks that a patient may present to themselves and others, and the sharing of information that will assist a clinician or health and care professional with little or no knowledge of the patient to make properly informed decisions about treatment or risk management.

We understand the concerns raised in the Report. The OneLondon Board recognise the importance and duty to share information. We fully understand that making the right information available to health and care professionals at the right time can save lives and improve the safety and quality of the treatment and care our patients receive.

In consideration of the concerns raised within the PFD report, OneLondon have taken active part in several review meetings with participants from London Ambulance, NHS England (London Region), and South London and Maudsley NHS Foundation Trust. We have agreed joint working to continue improvements that are already underway and committed to continue to work closely with partner organisations to ensure mental health and patient safety remains central to future developments.

1) Background information on OneLondon

This background information explains OneLondon. It also outlines the relevant national NHS systems and OneLondon systems that were referenced in this case.

OneLondon is not a statutory body – but it is a ‘collaboration’ that was created in May 2018 across the NHS in London. It includes the NHS Integrated Care Systems (ICSs), London Ambulance Service, NHS England (London region), the Greater London Authority and London’s Health Innovation Networks. The aim of the collaboration is to improve the sharing of information to support more effective and more joined up care for Londoners. (Ref: <https://onelondon.online/>)

OneLondon has a governance framework with senior decision-makers, and their responsibilities include agreeing our work plan, monitoring performance against this and ensuring we always operate to the highest standards. Members include representatives from NHS England London, each of the Capital’s Integrated Care Systems, London Ambulance Service and other partners.

There are three ‘OneLondon’ IT systems that are used across London that are relevant to this case –

- 1) Universal Care Plan – this is a regional care planning system available in London
- 2) eMHA – this is a regional system used to digitise the Mental Health Act in London by many (but not all) of our Mental Health Trusts and LAs
- 3) London Care Record – this is a regional shared care record available in London

These systems can all be used alongside other national systems – such as the National Care Records Service (NCRS) and the National Record Locator (NRL).

LCR	London Care Record – this is a regional shared care record for London
UCP	Universal Care Plan – this is a regional care planning system for London
NCRS	National Care Records Service – this is a national system that supports the sharing of some patient information National Care Records Service - NHS England Digital

NRL	National Record Locator – this is a national system that enables the sharing of documents. It is part of NCRS. It is widely used by Mental Health Trusts in the country to share ‘Crisis Plans’ that are held within their own electronic patient record systems (EPRs). National Record Locator (NRL) - NHS England Digital
------------	--

Edward Muwanga died on 7th August 2023. The Report explains that before his death, there was interaction with the London Ambulance Service (LAS) Clinical Hub, London Ambulance clinicians and with a 111 GP – and that the NHS staff accessed different systems to obtain information about Edward Muwanga. The investigation showed that either the important information about Edward Muwanga was missing, or it was very hard to find, and hence was not seen.

2) Response and actions taken

Universal Care Plan (UCP)

At the time of Edward Muwanga’s death, there was no Universal Care Plan (UCP) for him because UCP was not being used to support mental health care. That is now changing and work is currently underway to build mental health care & crisis plans in the UCP – and for this to be linked to Mental Health Trust electronic patient record (EPR) systems.

- In 2025 work was carried out to design a ‘care & crisis plan’ to be used in the UCP. Funding was also requested to support this work. We received funding for this work (confirmed in April 2026)
- The plan is to build the ‘care and crisis plans’ this year (2026/27). Work has started. (This work requires the support of all Mental Health Trusts, as well as their electronic patient record (EPR) suppliers who are the Access Group and TPP)
- This project will deliver a standard template/data set that has been designed to be used, ensuring a common set of information that is shared across London – and available to London Ambulance and 111 staff/clinicians.

To note is that since February 2024, the UCP has been connected to the National Record Locator (NRL) system. This means that as soon as the care & crisis plans are in the UCP, they will also be accessible to everyone who uses NCRS.

eMHA

At the time of Edward Muwanga’s death, London had not yet implemented the eMHA system by Thalamos. Since the death of Edward Muwanga, a new eMHA by Thalamos system has been introduced in London. This system supports the digitisation of the Mental Health Act and aims to support more joined-up assessment,

treatment and discharge of Londoners detained under the Mental Health Act – including those being treated under Community Treatment Orders (CTOs).

In most parts of London, the process for assessing and treating people under the MHA had previously relied on staff from different organisations completing and sharing a number of paper-based forms. The new eMHA by Thalamos system modernises how health and care staff access, record and share information to reduce delays and makes it easier to work together to best meet the needs of patients.

Currently we are still in the process of ensuring full coverage. However, the system is live in most Mental Health Trusts and available to their partners (Local Authorities etc). The eMHA by Thalamos system is live in the following 5 Mental Health Trusts in London:

- East London NHS Foundation Trust (ELFT) – November 2024
- North East London NHS Foundation Trust (NELFT) – January 2025
- South West London and St George's Mental Health NHS Trust (SWLStG) – January 2025
- Oxleas NHS Foundation Trust (Oxleas) – March 2025
- South London and Maudsley NHS Foundation Trust (SLaM) – March 2025

The other Mental Health Trusts in London are reviewing their resources and capacity to implement the digital eMHA solution. The eMHA solution is also being used in some emergency departments (Guy's and St Thomas NHS Foundation Trust were the first).

Data from eMHA is also now shared in the London Care Record.

- There is a clear 'alerting flag' that shows staff using the London Care Record about the existence of Mental Health Act related data when they are being treated under the eMHA.
- In addition, Mental Health Act history will be displayed for 4 years. (The sharing of eMHA data with the LCR started December 2025). The following is available –
 - MHA Legal Status – (short & long description)
 - Start / end date
 - Detaining Organisation e.g. hospital name
 - Detaining Organisation Contact details (e.g. telephone number)
- The following are also included as deemed of key interest to health and care professionals:
 - Section 2 – Detention for Assessment
 - Section 3 – Detention for Treatment

-
- Section 4 – Detention in Emergency
 - Section 5 (2) – Hospital holding Powers - Doctor
 - Section 5 (4) – Hospital holding powers – Approved Nurse
 - Section 17 - Leave
 - CTO – Community Treatment Order

There is currently no information relating to s135 (or s136) available in the London Care Record. However, health and care professionals would be able to see a CTO was in place – and some other relevant information.

The following further development is planned –

- s135 is on the Thalamos roadmap – and is due to be delivered this year
- Thalamos have just completed developing a s136 status with the Met Police. This is now live. (Information will therefore also be available from City Police and British Transport Police for London Region.) This is live in the Thalamos product although it is not yet shared into the London Care Record. (There are no current timescales for this – but is achievable within the next 6 months if the Mental Health Trusts and the Police Organisations agree to sharing).

It is important to note that eMHA records formal MHA processes and outcomes, including detention under the Act and legal documentation. It does not include the earlier clinical decision-making or referral processes leading up to a Mental Health Act Assessment - which is what is applicable in Edward Muwanga's case.

London Care Record

At the time of Edward Muwanga's death, the London Care Record was being used to share information across London.

This system is being used by over 100,000 staff regularly. It is fully recognised that whilst the London Care Record is an important source of information for many clinician staff and health and social care professionals, it is not perfect. There are some known issues with the content and the design, and users have fed back that it is difficult to see the most critical information quickly.

The investigation showed that there was information that was being shared by South London and Maudsley NHS Trust into the London Care Record. South London and Maudsley is one of the Mental Health Trusts who are sharing information into the London Care Record that is available across London for services such as London Ambulance. There are other Mental Health Trusts who are currently only sharing information locally (within their own Integrated Care System).

The information shared by South London and Maudsley included several entries that reflected an escalation in risk and concern. However, key information was recorded

primarily within free-text clinical notes/documents rather than structured or prominently flagged fields. Hence, while this information was available via the London Care Record, it required active navigation and interpretation to identify the most relevant and recent updates. It was therefore very hard for staff (who had no prior knowledge of Edward Muwanga) to find the most relevant and pertinent information about him.

The system used for the London Care Record is provided by Oracle Health. There are currently technical constraints and limitations on the ability of the NHS to change the way that the system presents information. However, we commit this year to –

- Reviewing the options that we have available with the current supplier, and to understand if there are ways that the information that is being shared could be better presented – so that important information is clearly available
- Actions will also be taken this year to seek to address the gaps in data sharing from Mental Health Trusts. (The budget for this work is not yet confirmed as available, but there is a route through London NHSE Regional governance to address this with Trusts, and commitment in principle has been obtained).

In parallel, the current contracts for the London Care Record are due to expire in the coming years – with aligned contract end dates of March 2028 agreed. This year there is a procurement exercise that has started in London which will look at what systems we will use in London.

- We commit to ensuring that the procurement specification will include as essential criteria the ability to share information pan-London from all Mental Health Trusts, and a ‘user interface’ which clearly alerts clinical staff to important and relevant information about the patient they are seeing / treated.

3) Concluding response

There have been improvements to information sharing across the NHS in London since the time of Edward Muwanga’s death, in particular, the introduction of the eMHA system.

There is also work in train to further improve. The focus this year is on creating a improved and standardised care plan for mental health which will also include support during times of crisis. The eMHA Thalamus system will also be further improved and where this done (e.g. for s136) it will be prioritised as additional sharing into the London Care Record.

It is recognised that even with these positive changes, there remains more work that can still be done in terms of –

- the sharing of information from all Mental Health Trusts in London
- wider sharing with the Police, Local Authorities and AMHPs (Approved Mental Health Professionals)

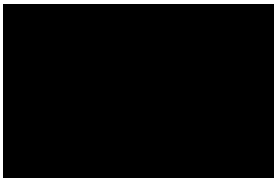
-
- alignment and consistency of information across OneLondon and national systems
 - the usability and accessibility of information within the London Care Record.

We have introduced a new Delivery Oversight Group for OneLondon, and this will be asked to manage the oversight and track implementation of our plan to further improve our information sharing within our three major pan London systems (eMHA, London Care Record and Universal Care Plan as from June 2026). Through this, OneLondon will continue to seek to improve information sharing to support safer Mental Health care for Londoners.

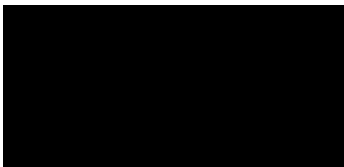
It is also relevant to note that the government has announced work on a Single Patient Record. (Ref [NHS England » Single Patient Record – your health at your fingertips](#)) Whilst this is not available yet, this is important work which should improve the safety of care across the country. OneLondon is already fully engaged in the programme and will encourage its development for use within mental health and patient safety.

Thank you for bringing these important patient safety issues to our attention, and please do not hesitate to contact us should you need any further information.

Yours sincerely



Chief Strategy Officer, NHS West & North London
OneLondon Board SRO and Chair



Consultant anaesthetist
CCIO and Caldicott Guardian - Imperial and NW London ICB
OneLondon CCIO
Chair of the London IG Steering Group