



**NOTICE OF DETERMINATION
CORE PARTICIPANT APPLICATION
MODULE 1 - JOINT APPLICATION BY THE SCOTTISH POLICE FEDERATION, THE POLICE
FEDERATION OF ENGLAND AND WALES AND THE POLICE FEDERATION OF NORTHERN
IRELAND ('THE APPLICANTS')**

Introduction

1. In my [Opening Statement](#) on 21 July 2022, I explained that Modules would be announced and opened in sequence, with those wishing to take a formal role in the Inquiry invited to apply to become Core Participants for each module. On the same day, the Inquiry opened Module 1 and invited anyone who wished to be considered as a Core Participant to that Module to submit an application in writing to the Solicitor to the Inquiry by 16 August 2022.
2. The [Provisional Outline of Scope](#) for Module 1 provides that this module will examine the resilience and preparedness of the United Kingdom for a Coronavirus pandemic. Further modules will be announced and opened in due course, to address other aspects of the Inquiry's Terms of Reference.
3. On 16 August 2022 the Inquiry received an application from the Scottish Police Federation, the Police Federation of England and Wales and the Police Federation of Northern Ireland ("the Applicants") for Core Participant status in Module 1.
4. I made a provisional decision not to designate the Applicants as Core Participants in Module 1, thereby declining their application ("the Provisional Decision"), on 7 September 2022. The Applicants were provided with an opportunity to renew the application in writing by 4pm on 16 September 2022.



5. On 8 September 2022, the Applicants submitted a renewed application for Core Participant status in Module 1. This notice sets out my determination of their application for Core Participant status in Module 1.

Application

6. Applications for Core Participant status are considered in accordance with Rule 5 of the Inquiry Rules 2006, which provides:

5.—(1) The chairman may designate a person as a core participant at any time during the course of the inquiry, provided that person consents to being so designated.

(2) In deciding whether to designate a person as a core participant, the chairman must in particular consider whether—

- (a) the person played, or may have played, a direct and significant role in relation to the matters to which the inquiry relates;*
- (b) the person has a significant interest in an important aspect of the matters to which the inquiry relates; or*
- (c) the person may be subject to explicit or significant criticism during the inquiry proceedings or in the report, or in any interim report.*

(3) A person ceases to be a core participant on—

- (a) the date specified by the chairman in writing; or*
- (b) the end of the inquiry.*

7. In accordance with the approach set out in my Opening Statement and the Inquiry's [Core Participant Protocol](#), I considered whether the application fulfils the requirements set out in Rule 5(2) in relation to the issues set out in the Provisional Outline of Scope for Module 1.

Summary of Application

8. The original joint application by the Applicants states that they are staff associations in each of the jurisdictions of the United Kingdom for police officers of the ranks of



constable, sergeant, inspector and chief inspector. The original application was made on the basis that the Applicants individually and collectively have a significant interest in important aspects of the matters to which Module 1 of the Inquiry relates. The application outlines that the significant interest relates to the concern about the degree to which UK police forces planned and prepared for the impact of the pandemic on the model of policing and the extent to which planning and preparedness took proper account of, and was capable of protecting, officer welfare and efficiency.

9. The renewed application states that the issues most pertinent to Module 1 of the Inquiry, and to which the Applicants can make a significant contribution, are those relating to inter-organisational challenges and inter-agency collaboration and co-operation. The Applicants wish to ensure that the Inquiry thoroughly interrogates how high-level structures, arrangements and planning properly considered the delivery of policing and the welfare of the police services. Given their statutory remit in relation to welfare and efficiency of the police, the Applicants submit that they have an interest of sufficient significance in Module 1 to be afforded Core Participant status.

Decision for the Applicant

10. I have considered with great care everything that is said in the Applicants' renewed application and I am grateful to them for taking the time to make a renewed application. I have also reminded myself of what was said in the original application to enable me to assess the application for Core Participant status as a whole.
11. Module 1 is primarily concerned with the core systems and structures within the United Kingdom for preparedness and resilience for an event such as the Covid-19 pandemic, and with high-level pandemic resilience, preparedness and planning. It will examine whether the correct structures, bodies, procedures and policies were in place at UK and at regional and national levels, and look at their history, development,



co-operation and performance. In terms of inquiring into pandemic planning, this will include examination of the forecasting processes, the extent to which lessons were learned from knowledge of actual events and simulated exercises, the degree of readiness preparation and the general resources that were available. The Module is therefore concerned with how the relevant entities prepared and whether they were ready by way of general response.

12. Whilst I appreciate that the Applicants take a particular interest in 'inter-organisational challenges and inter-agency collaboration and co-operation', in addition to the welfare and efficiency of the police, the focus of Module 1 is the resilience and emergency preparedness of the UK in advance of the coronavirus pandemic.

13. I will of course keep the Provisional Outline of Scope for Module 1 under review and, as I explained in my Opening Statement, other aspects of the Inquiry's Terms of Reference will be covered in future modules for which Provisional Outlines of Scope will be prepared and published in due course.

14. Further, there are a number of ways in which the Applicants can, if necessary, participate in Module 1 without being a Core Participant. For example, it is not necessary for an individual or organisation to be a Core Participant in order to provide evidence to the Inquiry. The Applicants may have relevant information to give in relation to matters being examined in the Inquiry and the Inquiry will be seeking evidence in due course from a large number of individuals, organisations and bodies to seek information, to gain their perspective on the issues raised in the modules and, where appropriate, to ask for witness statements and documents. More generally, and to the extent that the issues raised by the Applicants are intended to be addressed by Module 1 as opposed to later modules, I have every confidence in the Inquiry's independent legal team to pursue all legitimate lines of inquiry with the investigatory and analytical rigour that a statutory inquiry of this scale and importance demands.



15. For all of those reasons, having considered all of the information provided by the Applicants in light of the Provisional Outline of Scope for Module 1, I consider that they did not play a direct and significant role in relation to the matters to which Module 1 relates, nor do they have a significant interest in an important aspect of the matters to which Module 1 relates. Accordingly, in my discretion, I decline to designate the Applicants as a Core Participant in Module 1.

16. My decision not to designate the Applicants as a Core Participant in Module 1 does not preclude them from making any further applications in respect of any later modules. I will consider any future applications the Applicants may wish to make on their merits at the time they are made.

Rt Hon Baroness Heather Hallett DBE
Chair of the UK Covid-19 Inquiry
28 September 2022