



**NOTICE OF DETERMINATION  
CORE PARTICIPANT APPLICATION  
MODULE 2C - THE COMMISSIONER FOR OLDER PEOPLE FOR NORTHERN  
IRELAND**

**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 31 August 2022, the Inquiry opened Module 2C 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 23 September 2022.
2. On 23 September 2022 the Inquiry received an application from the Commissioner for Older People for Northern Ireland (the "**Applicant**") for Core Participant status in Module 2C. This Notice sets out my determination of the application.
3. The Inquiry has published the [Provisional Outline of Scope](#) for Module 2C, which states that this module will examine the decision-making by the government in Northern Ireland during the Coronavirus pandemic. Further modules will be announced and opened in due course, to address other aspects of the Inquiry's Terms of Reference.

**Application**

4. 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.*

5. 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 2C.

### **Summary of Application**

6. The Applicant is the Commissioner for Older People in Northern Ireland ("**COPNI**"). COPNI is a statutory position with the principal aim to safeguard and promote the interests of older people in Northern Ireland. The main focus of COPNI's application is the extent to which COPNI was performing his statutory role during the pandemic, particularly in relation to healthcare and care homes. The application highlights that the office "engaged with very large numbers of elderly people and their families during the pandemic". It also engaged with Northern Ireland Ministers to provide evidence in support of decision-making. The application identifies that COPNI represents the interests of potentially over 600,000 older people and their families in Northern Ireland, which would give them a voice and allow their views and experiences to be considered by the Inquiry.

### **Decision for the Applicant**

7. I have considered with great care everything that is said in the application made by the Applicant. Having done so, I have decided, in my discretion, to designate the Applicant as a Core Participant in Module 2C.

8. I consider that the Applicant, by virtue of his statutory role in safeguarding and promoting the interests of older people in Northern Ireland may have played a direct and significant role in relation to the matters to which the Inquiry relates (Rule 5(2)(a) of the Inquiry Rules 2006) or otherwise has a significant interest in an important aspect of the matters to which the inquiry relates (Rule 5(2)(b)).
9. The Core Participant Protocol provides that while I am bound to consider the factors set out in Rule 5(2), it is also open to me to take into account other relevant matters. I consider that the Applicant is well placed, within the context of Module 2C, to represent the interests of a cross section of older people in Northern Ireland. I anticipate that this may be an important consideration when the Inquiry considers the extent to which equality considerations informed decision making.
10. To be clear, I have not granted the Applicant Core Participant status on the basis of his role in relation to healthcare and care homes. These are matters which will be subject to further consideration in later modules.

## **Legal Representation**

11. Applications for designation as the Recognised Legal Representative of a Core Participant are governed by Rules 6 and 7 of the Inquiry Rules 2006, which provide:

*6.—(1) Where—*

- (a) a core participant, other than a core participant referred to in rule 7; or*
- (b) any other person required or permitted to give evidence or produce documents during the course of the inquiry,*

*has appointed a qualified lawyer to act on that person's behalf, the chairman must designate that lawyer as that person's recognised legal representative in respect of the inquiry proceedings.*

*7.—(1) This rule applies where there are two or more core participants, each of whom seeks to be legally represented, and the chairman considers that—*

- (a) their interests in the outcome of the inquiry are similar;*
- (b) the facts they are likely to rely on in the course of the inquiry are similar; and*
- (c) it is fair and proper for them to be jointly represented.*

*(2) The chairman must direct that those core participants shall be represented by a single recognised legal representative, and the chairman may designate a qualified lawyer for that purpose.*

*(3) Subject to paragraph (4), any designation must be agreed by the core participants in question.*

*(4) If no agreement on a designation is forthcoming within a reasonable period, the chairman may designate an appropriate lawyer who, in his opinion, has sufficient knowledge and experience to act in this capacity.*

12. I am satisfied that the Applicant has appointed Aimee Miller as its qualified lawyer in relation to this Module. I therefore designate Aimee Miller as the Applicant's recognised legal representative in accordance with Rule 6(1).

13. Directions will be given in relation to applications for an award under section 40(1)(b) of the Inquiries Act 2005 of expenses to be incurred in respect of legal representation, at the forthcoming preliminary hearing. I will determine any such applications in accordance with the provisions of section 40 of the Inquiries Act 2005, the Inquiry Rules 2006, the [Prime Minister's determination](#) under section 40(4) and the [Inquiry' Costs Protocol](#).

**Rt Hon Baroness Heather Hallett DBE**  
**Chair of the UK Covid-19 Inquiry**  
**13 October 2022**