



**NOTICE OF DETERMINATION
CORE PARTICIPANT APPLICATION**

MODULE 3 - FEDERATION OF ETHNIC MINORITY HEALTHCARE ORGANISATIONS

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 8 November 2022, the Inquiry opened Module 3 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 5 December 2022.
2. The Inquiry has published the [Provisional Outline of Scope](#) for Module 3, which states that this Module will consider the impact of the Covid-19 pandemic on healthcare systems in England, Wales, Scotland and Northern Ireland. Further Modules will be announced and opened in due course, to address other aspects of the Inquiry's Terms of Reference.
3. On 5 December 2022 the Inquiry received an application from the Federation of Ethnic Minority Healthcare Organisations ("the Applicant") for Core Participant status in Module 3. This Notice sets out my determination of the application.

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 3.

Summary of Application

6. The Applicant identifies itself as a multi-disciplinary consortium that currently represents over 55,000 individual members and 43 organisations and networks (as set out in the application). The Applicant's membership represents and advocates for the interests of workers from minority ethnic communities at all levels within the health and social care sector across the devolved nations of the UK.
7. The application is put on the basis that the Applicant's members played a direct and significant role in the matters to which Module 3 relates, as per Rule 5(2)(a); and, as a consortium, the Applicant has a direct and significant interest in these key areas, as per Rule 5(2)(b). The application identifies that, in accordance with the Chair's commitment to placing "possible inequalities" at the "forefront" of the Inquiry's investigations, it is vital that Module 3 fully examines whether, and if so how, structural inequalities, cultural competencies including any lack of regard for the public sector equality duty ("PSED") influenced the capacity of healthcare systems and workers to respond to the disparate impact and disproportionate death rates experienced among ethnic minority health and social care workers and communities. The application is put on the basis that publicly available data indicates that individuals from ethnic minorities accounted for 65% to 76% of deaths reported in clinical healthcare workers,

despite contributing less than 20% of the NHS workforce. Concerns are also raised by the Applicant regarding the provision of PPE.

Decision for the Applicant

8. I have considered carefully everything that is said in the application made by the Applicant. I have decided, in my discretion, to designate the Applicant as a Core Participant in Module 3.

9. Module 3 will consider the impact of the Covid-19 pandemic on healthcare systems in England, Wales, Scotland and Northern Ireland. This will include consideration of the healthcare consequences of how the governments and the public responded to the pandemic. It will examine the capacity of healthcare systems to respond to a pandemic and how this evolved during the Covid-19 pandemic. It will consider the primary, secondary and tertiary healthcare sectors and services and people's experience of healthcare during the pandemic, including through illustrative accounts. It will also examine healthcare-related inequalities (such as in relation to death rates, PPE and oximeters), with further detailed consideration in a separate designated Module.

10. The application is put on the basis that the Applicant's members played a direct and significant role in the matters to which Module 3 relates (Rule 5(2)(a)) and, as a consortium, the Applicant has a significant interest in an important aspect of the matters to which Module 3 relates (Rule 5(2)(b)).

11. I recognise that the application brings together 43 organisations and networks, collectively representing over 55,000 individual members and particularly note that the Applicant's membership represents and advocates for the interests of workers from minority ethnic communities at all levels within the health and social care sector across the devolved nations of the UK. Module 3 will specifically look at the impact that the pandemic had on healthcare workers, including any inequalities experienced by those from minority ethnic communities working within healthcare settings. I am satisfied that Rule 5(2)(b) is engaged and that the Applicant has a significant interest in an important aspect of the matters to which Module 3 relates. I also consider that the

Applicant is well placed to assist the Inquiry to achieve its aims given the wide range of individuals and organisations within the Applicant consortium.

Legal Representation

12. 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.

13. I am satisfied that the Applicant has appointed Cyrlia Knight of Saunders Law as its qualified lawyer in relation to this Module. I therefore designate Cyrlia Knight as the Applicant's recognised legal representative in accordance with Rule 6(1).

14. 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's Costs Protocol](#).

Rt Hon Baroness Heather Hallett DBE

Chair of the UK Covid-19 Inquiry

13 January 2023