



**NOTICE OF DETERMINATION
CORE PARTICIPANT APPLICATION
MODULE 3 - EXECUTORS TO THE ESTATE OF THE
LATE CHARLES CRAWFORD**

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 2 December 2022 the Inquiry received an application from the Executors to the Estate of the late Charles Crawford ("the Applicants") for Core Participant status in Module 3.
4. I made a provisional decision dated 9 January 2023 not to designate the Applicants as a Core Participant in Module 3, thereby declining the application ("the Provisional Decision"). The Applicants were provided with an opportunity to renew the application in writing by 4pm on 16 January 2023.
5. The Applicants did not renew the application by the prescribed deadline. Accordingly, this Notice sets out my final decision on the application.

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 have 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

8. The Applicants state that from Spring 2021 Mr Charles Crawford was unable to see a GP at his registered practice and was only able to obtain sporadic telephone consultations. Mr Crawford died in April 2022 at the age of 30 as a result of a fast spreading ampullary carcinoma. The Applicants state that if Mr Crawford had been diagnosed with that cancer when he initially began to complain of the issue in April 2021 then the cancer would have been surgically removed and the cancer would not have metastasised. The Applicants says that Mr Crawford's care was delayed, of substandard quality and is likely to have caused his death. The Applicants believe that they can provide information and insight into both the negative impact of the quality of

treatment provided to a non Covid-19 patient during the peak of the crisis and also the impact on healthcare. The Applicants state that they have a significant interest in the matters under investigation for the purposes of Rule 5(2)(b), specifically in the quality of services provided to non-Covid patients within the healthcare sector and subsequent delays in treatment and poor standards of healthcare provisions.

Decision for the Applicants

9. I wish to extend my deep sympathy to the Applicants regarding the death of Mr Crawford. I have considered with great care everything that is said in the application. Having done so, I have decided not to designate the Applicants as a Core Participant in Module 3. I recognise the disappointment that my provisional decision will cause.
10. 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 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.
11. The application is put on the basis that the Applicants have a significant interest in an important aspect of the matters to which Module 3 relates (Rule 5(2)(b)).
12. I consider that the Applicants have a significant interest in an important aspect of the Module, per Rule 5(2)(b), as a result of Mr Crawford's death. However, it is not the purpose of the Inquiry, including Module 3, to explore individual deaths.
13. I am determined to run the Inquiry as thoroughly and as efficiently as possible, bearing in mind the Inquiry's wide-ranging Terms of Reference and the need for the Inquiry process to be rigorous and fair. Given the vast numbers of people who were involved with, or adversely affected by, the pandemic, very many people in the UK could

potentially have an interest in the Inquiry. Not everyone can be granted Core Participant status for the purposes of the Inquiry hearings.

14. I have already granted Core Participant status to other groups of bereaved families whose loved ones died during the Covid-19 pandemic. While I note that Mr Crawford did not die from Covid-19 itself, I consider that the interests of bereaved families who lost loved ones during the pandemic are sufficiently met by the groups I have already designated and as I have said previously, it is not the task of this Inquiry to investigate individual deaths. I appreciate that this news will be disappointing for the Applicants.
15. It is not necessary for an individual or organisation to be a Core Participant in order to provide evidence to the Inquiry. The Inquiry will hear and consider carefully the experiences of bereaved families and others who have suffered hardship or loss as a result of the pandemic, through the listening exercise. The Applicants may wish to contribute to the work of the Inquiry through this process. I made clear in my Opening Statement that this listening exercise is a significant and important task which will lead to summary reports of the impact of the pandemic to be used as evidence during the Inquiry's Module hearings.
16. 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 3, I have decided that the Applicants should not be designated as a Core Participant in Module 3 and I confirm that this is my final decision.
17. I will keep the scope of Module 3 under review. My decision not to designate the Applicants as a Core Participant in Module 3 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
16 February 2023