



**NOTICE OF DETERMINATION
CORE PARTICIPANT APPLICATION
MODULE 6**

ASSOCIATION OF DIRECTORS OF ADULT SOCIAL SERVICES

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 12 December 2023 the Inquiry opened Module 6 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 19 January 2024.
2. On 16 January 2024 the Inquiry received an application from the Association of Directors of Adult Social Services for Core Participant status in Module 6. This application was made jointly with the Local Government Association and the Welsh Local Government Association. This Notice sets out my determination of the application.
3. The Inquiry has published the [Provisional Outline of Scope](#) for Module 6, which states that this module will examine the impact of the Covid-19 pandemic on the publicly and privately funded adult social care sector (the “Care Sector”) 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.

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 6.

Summary of Application

6. The Association of Directors in Adult Social Services ("ADASS") ("the Applicant") is a charity whose objectives include (but are not limited to) the furtherance of the interests of those who need social care services regardless of their background and status, and promoting high standards of social care services. The Applicant's members are current and former Directors of Adult Social Services and their senior staff, including Principal Social Workers. The Applicant applies for joint CP status alongside the Local Government Association and the Welsh Local Government Association under Rule 5(a) and (b) of the Inquiry Rules 2006.
7. Directors of Adult Social Services have statutory duties including for assessment, planning, safeguarding, working with the NHS, continuity of care and market oversight (including for people paying privately for care). The Applicant states that it was vital in advising and informing the Department for Health and Social Care on key issues and how best to support the sector. The Applicant's advice and intelligence played an important role in government decisions in England relating to the care sector,

including on resilience and preparedness, Care Act Easements, changes to hospital discharge guidance, how the Mental Health Act operated, and ensuring safeguarding. The Applicant states its communication with DASS and the DHSC was central to working through many of the challenges such as PPE supply, infection control, understanding the impacts of low pay and limited sick pay for care staff and providers' ability to provide safe care, care home visiting guidance and designated premises.

8. In terms of care in the home, ADASS states that its members were involved in infection control, including limitation of staff movement, commissioning designated settings, and distributing infection control grants to local care providers.
9. The Applicant states that it worked with central government, NHSE/I, local government, care providers and representatives who use their services, and their carers to try and mitigate the adverse effects of the pandemic.

Decision for the Applicant

10. I have considered carefully this application and having done so, I have decided to designate the Applicant as a Core Participant in Module 6. The application is based on having played a direct and significant role in the matters to which Module 6 relates (Rule 5(2)(a)) and a significant interest in those matters (Rule 5(2)(b)).
11. Module 6 will consider the impact of the Covid-19 pandemic on the publicly and privately funded adult Care Sector in England, Wales, Scotland and Northern Ireland. It will consider the impact on people's experience of the Care Sector, the structure of same, the key decisions in respect of the Care Sector and the management of the pandemic in adult care and residential homes, including discharge, IPC, testing, availability of PPE, use of DNACPRs and changes to the regulatory regime.
12. I consider that the Applicant played a direct and significant role in the Care Sector's response to the pandemic, satisfying Rule 5(2)(a) of the Inquiry Rules 2006, I am also satisfied that it has a significant interest in the matters to which Module 6 relates and thus also satisfies Rule 5(2)(b). The application was made jointly with the LGA and ADASS and it is on this basis that I designate the Applicant as a Core Participant

Legal Representation

13. 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.

14. I am satisfied that ADASS, the Local Government Association and the Welsh Local Government Association have jointly appointed Thelma Stober of the Local Government Association as their qualified lawyer in relation to this Module. I therefore designate Thelma Stober as the recognised legal representative for ADASS, the Local Government Association and the Welsh Local Government Association in accordance with Rule 6(1).

15. 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

8 February 2024