



**NOTICE OF DETERMINATION**  
**CORE PARTICIPANT APPLICATION**  
**MODULE 6 - CARE CAMPAIGN FOR THE VULNERABLE**

**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. 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.
3. On 17 January 2024 the Inquiry received an application from Care Campaign for the Vulnerable (“the Applicant”) for Core Participant status in Module 6.
4. I made a provisional decision not to designate the Applicant as a Core Participant in Module 6, thereby declining the application (“the Provisional Decision”), on 8 February 2024. The Applicant was provided with an opportunity to renew the application in writing by 4pm on Thursday 15 February 2024.
5. The Applicant 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 6.

## Summary of Application

8. The Applicant identifies itself as an independent, national, not for profit, safety in dementia care organisation working with the Care Sector to champion and promote the use of safety monitoring in communal areas within all UK care homes, particularly communities caring for the elderly living with dementia. The Applicant is not a membership organisation but reports a combined following of approximately 90,000 persons and over 700 individuals and families raised concerns with the Applicant during the first wave of the pandemic.
9. The Applicant sets out its concerns in relation to the Care Sector, including: the transfer of patients from hospital wards to care homes leading to the introduction of

Covid-19 to care homes, the lack of availability of PPE for those working in care homes, restrictions on and exclusions from visiting those in care homes, application of DNACPRs without consultation with family and a lack of regulator attendance at care homes. The Applicant states that it could provide evidence in relation to the handling of the Covid-19 pandemic in the Care Sector and that it is keen to ensure that the Inquiry considers the full impact of the pandemic on care homes. The application states that the Applicant has a significant interest in important matters to which Module 6 relates given its work with around 700 individual care service users and families during the first wave of the pandemic on the issues contained within the Provisional Outline of Scope. It is submitted that the Applicant could provide the Inquiry with invaluable assistance with regards to these matters.

### **Decision for the Applicant**

10. I wish to reiterate my deep sympathy to each and every individual who has experienced the tragic loss of a loved one or been impacted as a consequence of the Covid-19 pandemic including those the Applicant represents.
11. I have considered with great care everything that is said in the application. Having done so, in my discretion, I consider that the Applicant does not meet the criteria set out in Rule 5 for designation as a Core Participant in Module 6.
12. 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, including residents and loved ones and workers in the Care Sector, the structure of the 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.
13. While I appreciate the important and commendable work the Applicant undertook to keep residents safe during the pandemic and the lessons that may be learned from its experience, I do not consider that it meets the criteria in Rule 5(2)(a) and the Applicant does not suggest that it does. I have also considered whether the Care Campaign for the Vulnerable satisfies Rule 5(2)(b). Whilst the Care Campaign for the

Vulnerable has an interest in the Care Sector, the application has not demonstrated that the interest is “significant” to satisfy Rule 5(2)(b) in the context of Module 6. Rule 5(2)(c) does not arise.

14. Even if that were not the case, in the exercise of my discretion, and having regard in particular to the need to manage the Inquiry effectively and efficiently, I would decline to designate the Applicant as a Core Participant. 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 Covid-19 pandemic, very many people in this country could potentially have an interest in it and not everyone can be granted Core Participant status for the purposes of the Inquiry hearings. I have also considered that other Applicants for Core Participant status are more representative and better placed in any event to advance such interests.
15. For all of those reasons, having considered all of the information provided by the Applicant, in light of the Provisional Outline of Scope for Module 6, I have therefore decided that Care Campaign for the Vulnerable should not be designated as a Core Participant in Module 6 and I confirm that this is my final decision.
16. It is also not necessary for an individual or organisation to be a Core Participant in order to provide evidence to the Inquiry. The Applicant may have relevant information to give in relation to matters being examined in the Inquiry and the Inquiry will be reaching out in due course to a range 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.
17. I will keep the scope of Module 6 and the designation of Core Participants under review. My decision not to designate the Applicant as a Core Participant in Module 6 does not preclude it from making a further application in respect of any later modules. I will consider any future applications the Applicant 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**

**27 February 2024**