



**NOTICE OF DETERMINATION**  
**CORE PARTICIPANT APPLICATION**  
**MODULE 6 - Public Health Agency 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 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 18 January 2024 the Inquiry received an application from the Public Health Agency for Northern Ireland (“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 Applicant’s application (“the Provisional Decision”), on 8 February 2024. The Applicant was provided with an opportunity to renew the application in writing by 4pm on 15 February 2024. No renewed application was received.

## Application

5. 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.*

6. 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

7. The Applicant is a statutory body which focuses on improving health and social wellbeing, health protection and service development and screening services. The application is made on the basis that the Applicant satisfies Rule 5(2)(a). The application states that the Applicant was involved in assessing the extent of outbreaks and provided guidance on outbreak management to the Care Sector. Further, the application states that the Applicant was involved in the development and implementation of action plans, that the Applicant's former Executive Director of Nursing co-chaired the Infection Prevention and Control Cell and that, under the leadership of the Chief Nursing Officer, the Applicant had a lead role in developing the Care Partner Model.

## **Decision for the Applicant**

8. While no formal renewal application was received from the Applicant, in granting renewed applications from the other public health authorities, namely Public Health Scotland, Public Health Wales and UK Health Security Agency ('UKHSA') I reconsidered my provisional decision in respect of the Applicant. On 29 February 2024 the Applicant's legal representatives indicated that the Applicant was content for me to take this course. Having done so, I consider that the Applicant does meet the criteria set out in Rule 5(2) for designation as a Core Participant in Module 6 and I have decided to designate the Applicant as a Core Participant in Module 6.
9. 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. Taking everything that is said on the Applicant's behalf into account, and the renewed applications from the other public health authorities operating across the UK, I consider that the Applicant played, or may have played, a direct and significant role in the Northern Irish 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 important aspects of the matters to which Module 6 relates and thus also satisfies Rule 5(2)(b).
10. While it is too early in the Inquiry for me to determine whether any criticism will be made, I consider there is also the potential for the Applicant to be subject to explicit or significant criticism in Module 6.
11. On reflection and after considering everything that is said on the Applicant's behalf and the renewed applications from the other public health authorities operating across the UK, I consider that it is appropriate to designate the Applicant as a Core Participant in Module 6.

## 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 Brian Donnelly of the Directorate of Legal Services as its qualified lawyer in relation to this Module. I therefore designate Brian Donnelly 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**

**6 March 2024**