



NOTICE OF DETERMINATION
CORE PARTICIPANT APPLICATION
MODULE 8 - CHILDREN AND YOUNG PEOPLE

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 21 May 2024, the Inquiry opened Module 8 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 17 June 2024.
2. On 17 June 2024, the Inquiry received an application from the Ministry for Justice (MoJ) for Core Participant status in Module 8. This Notice sets out my determination of the application.
3. The Inquiry has published the [Provisional Outline of Scope](#) for Module 8, which states that this module will examine the impact of the pandemic on children and young people across society in the UK, including in education, health and social care, the criminal justice system, and the immigration system. Module 8 will also examine the extent to which children and young people were considered as part of decision-making in response to the pandemic, and the wider and long term impact of those decisions on children and young people. Further modules will be announced and opened in due course, to address other aspects of the Inquiry's Terms of Reference.
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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 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 8.

Summary of Application

7. The application is made by the Ministry of Justice (the Applicant). The application encompasses the Applicant's five Executive Agencies which are responsible for the delivery of public-facing services, namely His Majesty's Prison and Probation Service, the Office of the Public Guardian, the Criminal Injuries Compensation Authority, the Legal Aid Agency, and His Majesty's Courts and Tribunals Service. It also encompasses the Applicant's three Arms-Length Bodies, namely the Judicial Office, the Law Commission and the Sentencing Council.

8. The application is made pursuant to Rules 5(2)(a) and (b) of the Inquiry Rules 2006. The Applicant submits that the criteria are met in respect of the sixth matter in the Provisional Outline of Scope, namely the impact of the pandemic on children and young people in contact with the criminal justice system. Pursuant to Rule 5(2)(a), the Applicant submits that it played a direct and significant role in relation to both policy and operational matters concerning children and young people in contact with the criminal justice system during the pandemic. Pursuant to Rule 5(2)(b), the Applicant submits that it has a significant interest in the criminal justice system as it affects children and young people by virtue of its responsibility for delivering prison, probation, and youth custody services; administering (with the Judiciary) courts and tribunals; and supporting victims.

Decision for the Applicant

9. I have considered with great care everything that is said in the application. Having done so, I have decided to designate the Applicant as a Core Participant in Module 8. With regard to the provisions of Rule 5(2), I am satisfied that the Applicant played a direct and significant role, and has a significant interest, in at least one of the matters under investigation, namely the impact of the pandemic on children and young people in contact with the criminal justice system. This is by virtue of its responsibility for delivering youth custody and probation services and administering the courts.
10. The Applicant therefore meets the criteria in Rule 5(2)(a), and (b) of the Inquiry Rules: (a) it played a direct and significant role in at least one of the areas under consideration in this Module; and (b) it has a significant interest in that area.

Legal Representation

11. 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.

12. I am satisfied that the Applicant has appointed Amir Mughal of the Government Legal Department as its qualified lawyer in relation to this Module. I therefore designate Amir Mughal as the Applicant's recognised legal representative in accordance with Rule 6(1).

13. 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

8 July 2024