FORM 86A

IN THE SUPREME COURT OF BERMUDA

CIVIL JURISDICTION

2018: No: 25

IN THE MATTER OF AN APPLICATION FOR JUDICIAL REVIEW

AND IN THE MATTER OF THE POLICE COMPLAINTS AUTHORITY ACT 1998

AND IN THE MATTER OF THE POLICE COMPLAINTS AUTHORITY REPORT OF THE 10TH AUGUST 2017

BETWEEN:

- (1) WINNAE WALES
- (2) DEBORAH RILEY TUZO
- (3) RICHARD L BRANGMAN
 - (4) LILY MAY BULFORD
 - (5) ANTHONY BURGESS
 - (6) PEGGY A W BURNS
 - (7) DESNELL DAVIS
- (8) LIONEL ELLSWORTH DAVIS
 - (9) PATRICIA M D FOX
- (10) (ELDER) PATRICK J HAYWARD
 - (11) KALVIN D SIMMONS
 - (12) DOREEN L SMITH
 - (13) MARIE C SMITH
 - (14) LYNDA SHARON SWAN
- (15) ANKOMA GEORGE CANNONIER
 - (16) DAVID B JONES
 - (17) ANGELA MARIE JONES
 - (18) ANTOINE ROBERT MINORS
 - (19) GLEN K SIMMONS
 - (20) CRAIG LOOBY
 - (21) WILLIS STEEDE
- (22) LINDA MARION ROCHELLE TROTT
 - (23) VIVIAN ESME WILLIAMS

Applicants

and

THE POLICE COMPLAINTS AUTHORITY

Respondent



Applicant's Ref. No. 1959-9355

Notice of an APPLICATION for leave to apply for Judicial Review (Order 53, Rule 5)

Supreme Court Ref. No.

This form must be read together with Notes for Guidance obtainable from the Registry.

To the Registrar of the Supreme Court, Supreme Court Registry, Hamilton HM 12.

Name, address and description of applicant:

Winnae Wales #10 Clarkes Hill, St Georges

Mrs. Wales together with all other named Applicants in this action are persons who took part in the demonstrations at the House of assembly protests on 2 December 2016 and made complaints to the Police Complaints Authority

Deborah Riley Tuzo #2 Derwent Lane South Devonshire, HM 16

Richard L Brangman #75 Cobbs Hill Road Warwick

Lily May Bulford #6 Portland Lane Somerset

Anthony Vernon Burgess 29 Cottage Hill, Baileys Bay Hamilton Parish CR 02

Peggy A W Burns 41 Battery Road, Apt #4 St. David's DD 02 Desnell Davis 24 Vesey Street Devonshire DV 05

Lionel Ellsworth Davis #8 Cedarcroft Lane, Beacon Hill Road Sandy's MA 02

Patricia M D Fox #69 Harrington Sound Road Smith's HS 01

(Elder) Patrick J Hayward #9 Happy Valley Lane Pembroke HM 19

Kalvin D Simmons 38 Bob's Valley Lane Sandy's MA 04

Doreen L Smith 5 Rockland Crescent Warwick WK 08

Marie C Smith #2 Ocean Sands South Road Warwick WK 02

Lynda Sharon Swan #74B North Shore Road, Apt 1B Hamilton Parish CR 01

Ankoma George Cannonier #4 Miss Vickeys Lane St. Davids DD 03

David B Jones #21 Bostock Hill East Paget PG 02

Angela Marie Jones #18 Fentons Drive, Parsons Road Pembroke HM 17

Antoine Robert Minors #10 Boundary Crescent Hermitage Road Devonshire FL 02

	Glenn K Simmons
	Craig Looby #9 Banana Lane, Ord Road Warwick WK 10
	Willis Steede 10 Bean Dale Pembroke HM 02
	Linda Marion Rochelle Trott Upper Apt West #2, 6 Rocklands Crescent Warwick WK 08
	Vivian Esme Williams 177 North Shore Road Hamilton Parish CR 03
Judgment, order, decision or other proceedings in respect of which relief is sought.	The written decision of the Police Complaints Authority made on the 10 th of August 2016 dismissing complaints of police misconduct made by each of the 23 Applicants.

Relief sought:

That leave be granted to the Applicant to issue an Originating Motion seeking:

- A Declaration that the Police Complaints Authority Report of 10th August 2017 was produced unlawfully in breach of the provisions of the Police Complaints Authority Act 1998 because the Police Complaints Authority failed to separately address the pertinent factual and legal issues in respect of each complaint made by the 23 Applicants.
- A Declaration that the Police Complaints Authority Report of 10th August 2017 unlawfully failed to provide adequate reasons for rejecting the separate complaints made by the 23 Applicants.
- A Declaration that the Police Complaints Authority report of 10th August 2017 was produced in breach of the rules of natural justice.
- 4. A Declaration that the Police Complaints Authority report of 10th August 2017 was produced in breach of the Police Complaints Authority's common law obligation to fulfil its objectives of maintaining and enhancing confidence in the police and the proper administration of police services.
- An Order of Certiorari quashing the decision of the Police Complaints Authority made in the Report dated 10th August 2017 which dismissed the complaints of police misconduct made by each of the 23 Applicants.

- An Order of Mandamus requiring the Police Complaints Authority conduct a fresh
 investigation into each of the 23 complaints made by the Applicants with a differently
 constituted panel excluding ex-police officers.
- 7. Further and other relief; and

8. Costs.

Name and address of applicant's attorneys, or, if no attorneys acting, the address for service of the Applicant.

Trott & Duncan Limited "Trott & Duncan Building" 17A Brunswick Street Hamilton HM 10

Signed:

Dated: The 8th February 2018

GROUNDS UPON WHICH RELIEF IS SOUGHT

Order 53, Rule 3

STATEMENT OF FACTS

Introduction

- On 2nd December 2016, a large gathering of in excess of fifteen hundred (1500) citizens
 of the Islands of Bermuda gathered at the House of Assembly to peacefully protest against
 the Government of the day debating and passing legislation, which if enacted, would
 transfer to an overseas consortium, control and operation of the L. F. Wade Bermuda Civil
 Air Terminal.
- 2. Members of the Bermuda Police Service ("BPS") forcibly attempted to move demonstrators who were blocking entry to the House of Assembly. The resulting clash between the peaceful protestors and members of the BPS resulted in one of the darkest days in recent memory in community relations between members of the public and the BPS. Many demonstrators were seriously injured and assaulted by members of the BPS. Demonstrators and the public at large were outraged by the behaviour and tactics used

by members of the BPS against peaceful demonstrators. The public outcry focused first, on whether the "bubble tactic" used by the BPS was appropriate to disperse demonstrators and second, whether it was both lawful and necessary to use Captor Spray against the demonstrators. However, demonstrators had wider concerns about the conduct of members of the BPS on 2nd December 2016. These concerns were evinced by their subsequent complaints to the Police Complaints Authority ("PCA").

- 3. Following the events of 2nd December 2017, those protestors wishing to complain about the conduct of members of the BPS attended the Hamilton Police Station wishing to make complaints of assault and violent conduct on the part of members of the BPS. When the protestors asked that charges be preferred against members of the BPS, they were told by the BPS that they could not file charges against individual police officers, their complaints must be made to the PCA by filing a complaint at the Hamilton Police Station. Twenty-six (26) complaints were then logged into the police computer and of those complaints twenty-three (23) were filed by the Applicants in this application.
- 4. The police computer into which the complaints were registered is accessible by any police officer, including, any officers who were subsequently informed they were the subject of a complaint. The Applicants have real concerns, that police officers against whom complaints have been made, had every opportunity to read each of the 26 complaints and were well prepared before they were examined on oath by the PCA.
- 5. Each complaint was filed separately, with some complaints filed on different dates. Further, each complaint makes separate allegations against members of the BPS. Some of the complaints include allegations of assault, excessive use of physical force, threatening behavior, use of Captor Spray and excessive or unnecessary use of Captor Spray.
- 6. Consequent upon the events of 2nd December 2017, in April 2017, the Director of Public Prosecutions laid criminal charges against fourteen (14) demonstrators. Indictments were preferred against ten (10) demonstrators and informations were laid against four (4) demonstrators. Despite complaints and the requests of the Applicants, no charges were laid against police officers who assaulted the peaceful demonstrators. The charges and informations faced by the 14 demonstrators are as follows:

- i. On 2nd day of December 2016, in Pembroke Parish, advisedly prevented entry into the House of Assemble (sic) y grounds, an act calculated to interfere with the free exercise by a Minister of Finance of his duties or authority of his office as Minister. Contrary to Section 97(b) of the Criminal Code
- ii. On 2nd December 2016, in Pembroke Parish, willfully obstructed police officers while such officers were acting in the execution of their duty. Contrary to Section 2(n) of the Summary Offences Act 1926
- 7. Only one of the 26 Complainants was charged with a criminal offence yet on page 6 of the PCA Report positioned immediately before the paragraph commencing Determination, the PCA states:

"Fact – Tensions were running high, and Police Officers were assaulted, injured and insulted in their attempt to break through the human blockade. The PCA has been informed that a guilty plea was entered by one of those charged with assaulting the Officers and that person was given a six month conditional discharge. Another person was convicted of assault of an Officer and sentenced to 12 months in prison. Ten other people were bound over to keep the peace for six months. "

- 8. At least one of the Applicants received serious injuries in the demonstration. The Applicants contend that if they allege police officers assaulted or threatened them and Applicants were not charged with a criminal offence, there could be no basis for not preferring charges against the police officers who assaulted or threatened them.
- 9. The Applicants further contend the patent unfairness of the situation they are faced with is that they were specifically told they could not commence prosecution of police officers for their conduct, after which, demonstrators were individually prosecuted. And to round things off, each Applicant was told to make a complaint to the PCA. However, their specific complaints were not individually addressed in the PCA Report unlike the individual and specific way in which charges were laid against demonstrators.

Report of the National Police Coordination Centre

- 10. On 11th January 2017, His Excellency the Governor of Bermuda announced that he had agreed with the Commissioner of Police and following consultation with the Premier that in line with best practice, the police response to the protests at the House of Assembly on 2 December 2016 should be independently reviewed by a peer organisation.
- 11. On 28th March 2017, Chris Shead Assistant Chief Constable of the National Police Coordination Centre produced a report into the protests at the House of Assembly Hamilton on Friday 2nd December 2016 the ("NPoCC Report").
- 12. The Applicants contend that the PCA Report fails to identify all the planning, communication and execution failures made by the BPS identified in the NPoCC Report. The following paragraphs in the NPoCC Report identify planning, command, tactical and execution failures which were either not considered or given inadequate consideration by the PCA when it made findings in the Police Complaints Authority Report of 10th August 2017 ("PCA Report").

Last sentence in paragraph 2.1- last two lines paragraph 2.2, and paragraphs 2.5-2.6- 2.9- 2.11-2.12-2.13- 2.14- 3.1-3.2-3.3-3.4-3.5-3.6-3.7-3.8-3.9- 4.3- 4.7-4.9-4.10-4.14.

Report of the Police Complaints Authority

- 13. The PCA Report acknowledges that on 2nd December 2016, as a matter of law, the demonstrators had a Constitutional right to peacefully demonstrate in and around the grounds of the House of Assembly. This point is also highlighted in paragraph 4.3 of the NPoCC report in terms favourable to the demonstrators.
- 14. The PCA report also acknowledges that the Speaker of the House of Assembly closed the House of Assembly sitting on 2nd December 2016 save for the period between 12:15 pm and sometime before 1:00 pm. Importantly, the PCA Report also confirms that "The Officers were mobilised and sent on their task. Sometime before they reached Parliament Street, the Speaker spoke with the Commanders and told them that he had decided the House would not sit. The decision that the House would not be sitting, made sometime

before 1:00 pm, did not reach the Commanders in time to order cancellation of the Bubble tactic" - page 9 of the PCA Report.

- 15. The Applicants contend a critical unanswered question in the PCA Report which potentially could alter the outcome of the finding in respect of each complaint, is how the BPS could lawfully exercise their powers to clear a path to the House of Assembly and therefore be acting in the execution of their duties, when at the time the BPS engaged the Bubble tactic, the House of Assembly was formally declared not in session. Further, this question should have been considered first, against the background of the Constitutional right of demonstrators to peacefully demonstrate in and around the grounds of the House of Assembly and second, in light of the correct approach to policing large demonstrations suggested in paragraph 4.3 of the NPoCC Report.
- 16. The Applicants refer to the following extracts from the PCA Report: Heading of the Report - page 1

"DECISION IN RESPECT OF THE 26 COMPLAINTS MADE BY MEMBERS OF THE PUBLIC ON THE USE OF CAPTOR SPRAY AT THE HOUSE OF ASSEMBLY PROTESTS ON 2 DECEMBER 2016."

Conduct of the Investigation - page 2 of the Report

"The process in dealing with the 26 complaints that there had been misconduct by Officers included interviewing junior and senior members of the BPS, reviewing multiple video sources, including news media footage, Police Body Cam footage and social media video content. This was done to gain clarity on the specific complaints received by the PCA to ascertain if they had merit and whether there had been misconduct, neglect of duty or negligent performance of duty by an Officer in relation to the use of Captor Incapacitant Spray"

Use of Captor Spray - page 6 of the Report

"Determination - the PCA is satisfied that the Officers used Captor Spray only when they properly believed that it was necessary. However, the PCA also has determined that the use of Captor could have and should have been avoided but that the officers had been put in the precarious position that they found themselves in by their commanders."

Conduct of individual Officers - page 10 of the Report

"Regarding individual Officers, the PCA is unanimous in concluding that no misconduct can be attributed to Officers at the Parliamentary grounds and thus the complaints received cannot be upheld."

LEGAL CHALLENGES TO THE REPORT OF THE POLICE COMPLAINTS AUTHORITY

Breach of the Police Complaints Authority Act 1998

- 17. The Applicants contend there are many disconcerting features in the Report which undermine the Determination and findings in the Report.
- 18. First, the whole thrust of the Report and the Determination arrived at is predominantly and disproportionately directed to address whether it was appropriate for the BPS to use Captor Spray. Rather than *separately* address the pertinent *legal issues in each complaint*, such as whether members of the BPS were at the time of each complaint acting in the lawful execution of their duties, or assaulted or threatened each complainant, the analysis in the Determination appears to have merely given each member of the BPS a bald defence regarding their use of Captor Spray.
- 19. In numerous places throughout the report, the PCA interchanged the description "complainants" as a group, with the description "protestors". Most damning of all is despite the fact that on its own admission, the PCA received 26 separate complaints, the complainants received one Report in which none of the complainants is separately identified by name, nature of their complaint, and none of the circumstances or pertinent legal issues in respect of their complaints is individually addressed.
- 20. The motivation of the Report appears to have been for the PCA to defend the behaviour of the Police rather than separately address each complaint. This is demonstrated by the

- statement of "Fact" on page 6 of the Report which refers to protestors charged in the criminal courts. Only one of the 26 complainants was accused of a criminal offence.
- 21. Consequently, the Applicants contend that the PCA Report unlawfully fails to address the mandatory statutory objectives imposed upon the PCA to investigate each allegation in each complaint separately in breach of sections 2, 5 (2), 7 and 10 of the PCA Act. R v (on the application of A) v Secretary of State for Health [2017] EWHC 2815 at paragraphs 37-45, HK (Afghanistan) v Secretary of State for the Home Department [2012] EWCA Civ 315 generally at paragraphs 31 51, R. (on the application of Trans Berckx BVBA) v North Avon Magistrates Court [2011] EWHC 2605 at paragraphs 15- 18, Secretary of State for Education and Science v Tameside MBC [1977] A.C 1014 at pages 1064 1065.
- 22. Secondly, the Applicants contend that the PCA Report fails to make factual findings and reach mandatory conclusions on whether in response to the 26 complaints there was any unreasonable, unjustified, unfair or unreasonable conduct on the part of a member of the BPS.
- 23. Section 20 (1) of the PCA Act reads "Where the Authority itself undertakes an investigation under this Act it shall form an opinion on whether or not any decision, recommendation, act, omission, or conduct, which is the subject matter of the investigation was contrary to law, unreasonable, unjustified, unfair, or undesirable."
- 24. Having reached the following conclusion on page 6 of its report:

"Determination- the PCA is satisfied that the Officers used Captor Spray only when they properly believed that it was necessary. However, the PCA also has determined that the use of Captor could have and should have been avoided but that the officers had been put in the precarious position that they found themselves in by their commanders."

On page 10 of its Report the PCA said:

"Regarding individual Officers, the PCA is unanimous in concluding that no **misconduct** can be attributed to Officers at the Parliamentary grounds and thus the complaints received cannot be upheld." Emphasis added.

25. These findings support the view that

- There was no or no adequate separate consideration given to each complaint as
 opposed to the propriety of the BPS use of Captor Spray
- II. By only considering whether there was "misconduct" on the part of members of the BPS, the PCA Report only addressed the question whether the conduct of members of the BPS was "contrary to law".
- III. The findings fail to address ALL the mandatory issues the PCA was required to consider as set out in section 20(1) of the PCA Act namely whether "any decision, recommendation, act, omission, or conduct, which is the subject –matter of the investigation was unreasonable, unjustified, unfair, or undesirable" in its impact upon the Applicants.

Failure to provide adequate reasons for rejecting each complaint

- 26. The Applicants say the PCA Report unlawfully fails to provide any or any adequate reasons for rejecting all 23 complaints. In this regard, the Report fails to:
 - Recognise the duty upon decision makers to give reasons for rejecting each of the 26 individual complaints. Judicial Review Handbook by Michael Fordham 6th Edition
 - II. Separately identify the factual and legal allegations made in each complaint and determine whether the allegations were established or the evidence taken under oath from members of the BPS was sufficient to rebut the allegations contained in each complaint. City of Edinburgh Council v Secretary of State for Scotland [1997] 1 WLR 1447 and R (Wheeler) v Assistant Commissioner of the Metropolitan Police [2008] EWHC 439.
 - III. Separately inform each Complainant in intelligible terms why their complaints of assault, use of excessive force, threatening behavior, use of Captor Spray or unnecessary and or excessive resort to Captor Spray was rejected. Flannery v

Halifax Estate Agencies Limited [2000] 1 WLR 377, R (Iran) v Secretary of State for the Home Department [2005] EWCA Civ 982.

- IV. Demonstrate the PCA focused its mind on, and conscientiously separately addressed the allegations of fact and law in each complaint. R V Ministry of Defence, ex p Murray [1998] COD 134, R.(on the application of Young) v Oxford City Council [2002] EWCA Civ 990
- V. Demonstrate the PCA considered the 26 complaints fairly. Save Britain's Heritage v Number 1 Poultry Ltd [1991] 1 WLR 153.
- VI. Reflect the underlying enhanced duty to provide adequate reasons for rejecting each complaint which concerned the Complainants Constitutional right of Freedom of Assembly under section 10 of the Bermuda Constitution Order 1968. *Judicial Review Handbook by Michael Fordham 6th Edition* page 663.
- VII. Recognise the well-established duty imposed upon tribunals not only to provide reasons but also provide adequate reasons for their decisions as set out in the "Burnton propositions". R (Ashworth Hospital Authority) v Mental Health Review Tribunal for West Midlands and North West Region [2001] EWHC Admin 901 and on appeal, R (H) v Ashworth Hospital Authority [2003] 1 WLR 127.
- VIII. Reflect the heightened requirement for adequate reasons when the tribunal is chaired by a qualified, experienced lawyer. *R (Ashworth Hospital Authority) v Mental Health Review Tribunal for West Midlands and North West Region* [2001] EWHC Admin 901 and on appeal, *R (H) v Ashworth Hospital Authority* [2003] 1 WLR 127.

The Report was produced unfairly and in breach of the rules of natural justice

27.

 The PCA Report fails to identify ALL the planning, communication and execution failures made by the BPS identified in the NPoCC Report referred to in paragraph 12 in this document. Therefore, PCA Report fails to consider adequately or at all whether the 23 complaints were more likely to have been established as a consequence of the egregious failures in policing by the BPS identified in the NPoCC Report.

Pages 7 and 8 of the PCA Report detail five instances of lack of planning and poor communication on the part of the BPA. Critically these instances are described as "major features of the BPS response to the protestors at the House of Assembly on 2nd December 2016". The PCA Report fails to consider and or determine whether the BPS failures in planning, communication and tactical failures in policing were the actual or proximate cause of the allegations contained in each complaint and therefore made more likely, or contributed to, establishing the allegations contained in each complaint. Instead, the Report is drafted in a style and structure which suggests that the police were at all material times acting lawfully. In the premises, it is impossible to see how the PCA carried out a lawful consideration of each of the 26 complaints.

II. Section 8 of the Schedule to the PCA Act provides the PCA with the power to regulate its procedure. Section 10 (C) of the Act also empowers the PCA to conduct an investigation, and section 17 (2) mandates that every investigation shall be conducted in private. Critically, section 18(2) of the Act gives the PCA the discretion to "summon before it and examine on oath any person who in its opinion is able to give any information relating to the matter under investigation". The Applicants contend these powers must all be exercised in accordance with the rules of natural justice and fairness to achieve the express aims of the statute. Further, the statutory powers are subject to the common law guidance expressed by Lord Carswell in *R* (*Green*) *v Police Complaints Authority* [2004] UKHL 6, [2004] 1 WLR 725 at paragraph 78,.

In this case, the PCA received the complaints filed by the 26 Complainants and after that interviewed Police Officers under oath, however, the PCA did not afford the complainants the opportunity to respond to the responses to their complaints made by the BPS. To ensure the investigation was not only conducted fairly but seen to be conducted fairly, it was vital that complainants were told what responses

the BPS gave to their complaints and be given an opportunity to reply to those responses. Ensuring the complaints were given an opportunity to respond would have enabled the PCA to come to an independent, thorough and balanced determination of each complaint.

It is significant to note that even though the PCA took evidence from members of the BPS, each Complainant is unable to determine precisely what evidence the PCA received and found persuasive as the basis for rejecting their individual complaints. This feature of the Report is of critical importance. Bearing in mind the BPS refused to allow members of the public to commence criminal prosecutions, each Applicant is none the wiser about what further action they should now take. Because, there has been no evaluation of their complaint upon which they can make an informed decision of what to do next.

- III. In breach of the spirit and intent of section 23 of the Act, many complainants learned the outcome of their complaints on the electronic media before they received an official copy of the Report.
- VI. In light of the heightened sensitivity in the community at large concerning the issues the PCA had to consider in its report, and the heightened public awareness, concern and scrutiny of the events of the 2nd December 2016, the PCA should not have been comprised of two ex-police officers. This practice is now frowned upon in the United Kingdom. Independent police Complaints authorities no longer comprise of ex-police officers. The inclusion of ex police officer Andrew Birmingham and Winston Esdaille in the composition of the PCA which produced this Report has added to the perception on the part of the Applicants, that the process was neither fair nor transparent.

Common Law Duties owed by the Police Complaints Authority

28. In R (Green) v Police Complaints Authority [2004] UKHL 6, [2004] 1 WLR 725 at paragraph 78, Lord Carswell said:

"Public confidence in the police is a factor of great importance in the maintenance of law and order in the manner which we regard as appropriate in our polity. If citizens feel that improper behaviour on the part of police officers is left unchecked and they are not held accountable for it in a suitable manner, that confidence will be eroded. I therefore consider that the proper discharge of the functions of the Authority involves fulfilling its objectives of maintaining and enhancing public confidence in the police and the proper administration of police services by endeavouring to ensure that the following ends are achieved: (a) police officers who behave in a way which falls below acceptable standards are not exempt from sanction but are duly subject to criminal and/or disciplinary proceedings; (b) members of the public, in particular those who have a legitimate complaint against a police officer, can see that this is being done with a suitable degree of transparency and that there is no collusion in or tolerance of improper behaviour by officers; (c) the process is conducted in a manner which is fair both to complainants and to police officers."

- 29. The Applicants rely upon the following points in support of the contention the PCA has breached the common law obligation to fulfil its objectives of maintaining and enhancing confidence in the police and the proper administration of police services identified in *R* (Green) v Police Complaints Authority:
 - The previous grounds and legal arguments contained in this document upon which relief is sought.
 - II. The fact that the Applicants attempted to commence criminal prosecutions against members of the BPS and were told they must instead file complaints with the PCA. Subsequently, protestors were charged with criminal offences. Having waited for the PCA to make its Report, the Report does not address in a transparent way separate findings addressing each individual complaint.

DATED

Hterracy this 2018

TROTT & DUNCAN LIMITED
Attorneys for the Complainants

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WINNAE WALES & 22 OTHERS

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