

The Anthony Grainger Inquiry

Inquiry Protocol: Legal Representation at Public Expense

Introduction

1. This Protocol relates to:
 - (a) applications by a person who has either been designated by the Chairman as a Core Participant in the Inquiry or is an individual witness who has not been so designated (“**applicant**”) for an award to be made under section 40(1)(b) of the Inquiries Act 2005 (“**the Act**”) in respect of expenses properly incurred or to be incurred in respect of legal representation (“**legal expenses**”); and
 - (b) in respect of any decision to make an award, the assessment of legal expenses which become payable under it.
2. This Protocol is subject to, and should be read with, the provisions of sections 17 and 40 of the Act, the Notice of Determination dated 11 May 2016 made by the Secretary of State for the Home Department under section 40(4) of the Act (“**the Minister's Determination**”) set out at Annex A to this Protocol, and rules 19 to 34 of the Inquiry Rules 2006 (SI 2006/1838) (“**the Rules**”).
3. Issues relating to the designation of a person as a Core Participant in the Inquiry and of a qualified lawyer as the recognised legal representative of a Core Participant and/or an individual witness are dealt with separately to the question of funding.

Eligibility

4. A person is eligible to be considered for an award only if he or she is:
 - (a) a person attending the Inquiry to give evidence or to produce any document or other thing; or
 - (b) a person who, in the opinion of the Chairman, has such a particular interest in the proceedings or outcome of the Inquiry as to justify such an award.
5. In exercising his power to make an award relating to legal representation at public expense the Chairman must:
 - (a) act with fairness and with regard also to the need to avoid any unnecessary cost (whether to public funds or witnesses or others); and
 - (b) ensure that he complies with the qualifications and conditions set out in the Minister's Determination.

6. Subject to the qualifications and conditions placed on him by the Minister, the Chairman will, when determining an application for an award relating to legal expenses to be incurred, take into account:
 - (a) the financial resources of the applicant; and
 - (b) whether making an award is in the public interest.

7. Having regard to the criteria set out in paragraph 6 of this Protocol, the considerations set out in paragraph 2(a) of the Minister's Determination, and the Chairman's powers under section 17 of the Act, awards may only be made (unless the Secretary of State for the Home Department agrees otherwise) where the applicant:
 - (a) has been designated by the Chairman as a Core Participant pursuant to rule 5 of the Rules; or
 - (b) is a person required or permitted to give evidence or produce documents during the course of the Inquiry; and
 - (c) in either case,
 - (i) the applicant has appointed a qualified lawyer who has been designated by the Chairman pursuant to rules 6 or 7 of the Rules; and
 - (ii) the applicant is likely to be prejudiced if they were not represented and they have no other means of paying for the representation and the Chairman considers it necessary, fair, reasonable and proportionate to make an award.

8. Awards will generally not be made in respect of the legal expenses of substantial bodies, or those of witnesses who could reasonably expect those expenses to be met by such bodies, unless there are special circumstances which justify a call on public funds.

The scope for legal representation in the Inquiry at public expense

9. Where the Chairman determines to make an award, it will normally be limited to a recognised legal representative having a role in relation to some or all of only the following matters:
 - (a) considering initial instructions;
 - (b) advising the client in relation to the making of a witness statement, and/or otherwise providing evidence to the Inquiry, in accordance with any request made by the Inquiry under rule 9 of the Rules;
 - (c) considering the material disclosed to a Core Participant or to a witness by the Inquiry in so far as is necessary properly to represent the client's interest in the material disclosed and/or in the issues raised by the Inquiry's terms of reference in so far as they relate to them;
 - (d) attending any preliminary hearing of the Inquiry;

- (e) making an opening statement and/or closing statement on behalf of a Core Participant, where permitted;
- (f) representing the client during their oral evidence (and the evidence of others, should that be necessary);
- (g) making an application in accordance with rule 10 and any directions by the Chairman to be permitted to examine any witness giving oral evidence;
- (h) advising the client in relation to any warning letter issued by the Chairman under rule 13 of the Rules.

Applications for awards and the procedures for agreeing the level of funding

10. An applicant who wishes to apply for an award relating to legal expenses to be incurred must submit an application to the Chairman in writing specifying the following:

- (a) the reason(s) why legal representation is considered necessary;
- (b) the extent of the applicant's financial resources (rule 21(2)(a) of the Rules) and confirmation that there are no other means by which such representation can be funded;
- (c) the nature of the public interest that will be served by an award being made from public funds (see rule 21(2)(b) of the Rules);
- (d) the nature and function of the legal representation for which the award is sought;
- (e) the size and composition of the team that the applicant's recognised legal representative proposes to engage, including the seniority and proposed hourly charging rate for all solicitors and paralegals to be so engaged, subject to the maximum hourly rates specified in paragraph 3 of the Minister's Determination;
- (f) where it is thought necessary to instruct counsel, the reasons for so doing, the date of call of that counsel and proposed hourly rate, subject to the maximum hourly rates specified in paragraph 3 of the Minister's Determination (note that the employment of counsel will be funded only on the basis of payment for time spent; it will not be acceptable to submit general claims along the lines of a "brief fee", "refresher" or "preparation");
- (g) the estimated duration of the recognised legal representation;
- (h) the number of hours each week for which it is anticipated that the recognised legal representative's team will be engaged on Inquiry work, having regard to the specific interests of the applicant;
- (i) the number of hours each week for which it is anticipated that counsel (if permitted at public expense) will be engaged on Inquiry work;

(j) the amount of time that it is anticipated will be spent in conference at the end of each day of the oral hearings;

(k) particulars of any other foreseeable expenses relating to legal representation.

11. Subject to the cap on the maximum number of hours that can be charged by an applicant's recognised legal representative, as provided in paragraph 2(g) of the Minister's Determination –

(a) the representative will agree with the Inquiry Solicitor in advance the hourly rates that are to apply to them and/or to any other qualified lawyer who, if the Chairman approves their involvement, will be appointed to assist them in the discharge of their function; but

(b) in the event that no agreement can be reached regarding hourly rates, the Chairman will determine such rates as he considers appropriate upon receipt of representations in writing on behalf of the applicant.

Determination of applications by the Chairman

12. Having regard to the provisions of the Act, the qualifications and conditions set out in the Minister's Determination, the Rules and the provisions set out in this Protocol, the Chairman will determine an application for an award within a reasonable time.

13. The Chairman will notify the applicant and, where it relates to amounts to be incurred, his recognised legal representative, in writing of his determination and, where an award is made, the terms of the award. Such terms must include (but are not limited to) the following:

(a) the nature and scope of the work that is to be funded. (This is to be agreed in advance with the Inquiry Solicitor; and is likely to be in relation to some or all of the matters set out in paragraph 9 of this Protocol. An award will not be made in respect of investigative work or in relation to obtaining an expert's report unless the Chairman has given his express written permission in advance for such work to be undertaken);

(b) the size and composition of any legal team to be engaged by an applicant's recognised legal representative, including the number and seniority of counsel whose retention he agrees to be necessary;

(c) the hourly rates which will be paid for all counsel, solicitors and paralegals to be engaged including the hourly rates for travel and waiting having regard to paragraphs 3 and 4 of the Minister's Determination;

(d) the upper limit or limits on the sums or the number of hours which will be paid in any working day or working week, even though the number of hours actually worked exceeds that maximum and having regard to paragraph 2(g) of the Determination;

(e) the frequency with which bills must be submitted to the Chairman; and

(f) the form in which bills relating to legal expenses must be submitted to the Chairman;

- (g) that disbursements in excess of £100 (net of VAT) will not be paid unless authorised in advance by the Inquiry Solicitor. Disbursements under £100 will only be paid where the expenditure is adjudged to have been reasonable and necessary and where they are supported by evidence of payment;
- (h) that the award is subject to the condition that payment will only be made for work that is properly evidenced and can be identified as having been done in an efficient and effective manner, avoiding unnecessary duplication and making the best use of public funds;

14. Expenditure incurred before the making of an award will not normally be recoverable, except where it has been expressly agreed in advance by the Inquiry Solicitor on behalf of the Chairman.
15. It will be open to the Chairman, either initially or at any time after making an award, to impose further conditions on the award. In particular, he may determine that a lower limit be imposed in relation to legal expenses that may be incurred at public expense. This may amount to an overall financial limit and/or a limit on the number of hours to be spent on Inquiry business.

Work plans

16. Recognised legal representatives of applicants in respect of whom the Chairman has decided in accordance with this Protocol that an award should be made shall, if requested to do so by the Inquiry Solicitor, submit a work plan covering a designated period of time or task.
17. The work plan shall set out in detail:
- (a) the work that is proposed to be undertaken during that period or for that task;
 - (b) the identity of each member of the legal representative's team who will be engaged in delivering the work and their specific role during that period or for that task; and
 - (c) the number of hours for which it is expected that an award will be sought in respect of each such member.

Billing procedures

18. Applicants in relation to whom the Chairman has decided in accordance with this Protocol that an award should be made, should submit bills relating to their legal expenses at monthly intervals to the Chairman at the address stated in paragraph 31 below. Such bills are to be received no later than 7 days immediately following the end of the month to which they relate, with a final account to be submitted no later than one month after final submissions are made.
19. Bills submitted in accordance with paragraph 18 above should contain the following information:
- (a) a breakdown of the number of hours worked by each person on each day specifying, in each case, details of the work undertaken and the time spent on it;

- (b) the hourly rates charged for each person. These will be those specified by the Chairman in his original determination of the application for expenses to be incurred in relation to legal representation;
- (c) a list of all disbursements claimed with supporting evidence;
- (d) where work has been undertaken by counsel, details of counsel's fees (supported by fee notes which must specify precisely which work was done and how much time was spent on it).

Procedure for the assessment of amounts payable under an award

20. The relevant part of the United Kingdom for the purposes of the assessment of an award shall be England and Wales.
21. Where an applicant in relation to whom the Chairman has determined that an award should be made submits a bill relating to their legal expenses, the Chairman will refer it to the Inquiry Solicitor as soon as practicable for an assessment to be made of the amount to be awarded. The Solicitor will make an initial assessment of the award within twenty-one days of the referral by the Chairman.
22. In assessing the amount that is to be awarded pursuant to the application, the Inquiry Solicitor will have regard to all the circumstances, including in particular whether the expenses –
 - (a) were proportionately and reasonably incurred; and
 - (b) are proportionate and reasonable in amount.
23. Any work undertaken by an applicant's recognised legal representative which relates to matters outside the Inquiry's terms of reference and/or the issues it identifies for investigation, or which otherwise does not comply with the terms of the award notified to the applicant under paragraph 13 of this Protocol or with the Rules, will be disallowed.
24. Where the Inquiry Solicitor determines that the full amount of an applicant's legal expenses should be paid, that assessment is also the final assessment.
25. If the applicant or his recognised legal representative on his behalf disagrees with the Inquiry Solicitor's initial assessment of a bill relating to their legal expenses, or part of it, he must notify the Inquiry Solicitor as soon as reasonably practicable and in any event within twenty- one days of the date of initial assessment of the award being sent to the applicant. Where the applicant has not responded within twenty-one days the Inquiry Solicitor must issue the final assessment. An initial or final assessment will be in writing and be sent to the applicant and his recognised legal representative.
26. Where the Inquiry Solicitor is notified of a dispute within the twenty-one day period the procedure set out in rule 29 of the Rules shall be followed.

Review of an assessment of an amount payable under an award

27. Where there remains a disagreement following completion of the procedure set out in rule 29 the Chairman must, in accordance with rule 31 of the Rules, either –

- (a) engage the assistance of a Costs Judge of the Senior Court Costs Office by referring the assessment together with all relevant evidence and documentation to that Costs Judge; or
- (b) require the Inquiry Solicitor to issue a final assessment of the disputed bill for legal expenses.

Making an award

28. Where –

- (a) the Chairman decides further to rule 31(1)(b) that an award is not to be reviewed in accordance with sub-paragraph (1)(a) of that rule, or
- (b) the Inquiry Solicitor and the applicant agree on the amount of the assessment at any time after the Chairman's referral of the application to the Costs Judge and before the date of the review hearing,

the Chairman will make an award and arrange for payment of the final assessment in accordance with rule 34(1).

29. Where the amount of the award has been reviewed by the Costs Judge in accordance with rule 31, the Chairman will make an award and arrange for payment of the Costs Judge's assessment within twenty-eight days of the final assessment being sent to the applicant in accordance with rule 34(2).

30. All payments will be made by a Bankers' Automated Clearing System (BACS) transfer. To enable payment to be made, an applicant will be required to complete the appropriate documentation which will be provided by the Inquiry. When completed and signed, the documentation should be returned to the Secretary to the Inquiry, Sue Curran, to whom any queries relating to the processing of payments should also be directed.

31. The Inquiry's contact details are as follows:

The Anthony Grainger Inquiry
Renaissance House (2nd Floor)
1220 Centre Park Square
Warrington
WA1 1RU

Tel: 07825 197226

Email: contact@graingerinquiry.org.uk

32. Failure to adhere to, and comply with, any of the matters or procedures set out in this Protocol could result in payment being delayed or refused.
33. The Chairman and Inquiry Solicitor retain the discretion to vary the application of the terms of this Protocol on a case by case basis where it is considered necessary to the proper conduct of this Inquiry, subject always to the Act, the Rules and the terms of the Minister's Determination.

Issued under the authority of the Chairman on 7 July 2016.

Annex A Notice of Determination by the Secretary of State for the Home Department to the Chairman of the Anthony Grainger Inquiry under section 40(4) of the Inquiries Act 2005

Notice of Determination

DETERMINATION BY THE SECRETARY OF STATE FOR THE HOME DEPARTMENT TO THE CHAIRMAN OF THE ANTHONY GRAINGER INQUIRY UNDER SECTION 40(4) OF THE INQUIRIES ACT 2005 IN RESPECT OF LEGAL EXPENSES

1. The Secretary of State for the Home Department has determined under section 40(4) of the Inquiries Act 2005 ("the 2005 Act") that the power of the Chairman of the Anthony Grainger Inquiry ("the Inquiry") to award amounts in respect of legal representation under section 40(1) and (2) of the 2005 Act to persons eligible for an award under section 40(3) shall be subject to the following qualifications and conditions.

2. The qualifications and conditions are-
 - a. The Chairman shall only make an award relating to a person's costs of legal representation in relation to the Inquiry where he considers it necessary, fair, reasonable and proportionate to make such an award.
 - b. Any award shall be subject to the condition that payment will only be made for work that is properly evidenced and can be identified as having been done in an effective and efficient manner, avoiding unnecessary duplication and making the best use of public funds.
 - c. An award shall be made only in respect of legal work undertaken by an applicant's named legal representative whom the Chairman has designated under either rule 6 or rule 7 of the Inquiry Rules 2006 to be that person's recognised legal representative in relation to the Inquiry, unless the Secretary of State for the Home Department agrees otherwise.
 - d. If an applicant's recognised legal representative engages a legal team, an award shall be made in respect of work undertaken by that team only if the Chairman has approved its size and composition, including the seniority and number of any counsel whose retention he agrees to be necessary. Costs associated with work carried out by legal representatives who are not approved in advance of the work being carried out shall not be met from public funds.
 - e. In determining whether to make an award the Chairman shall specify the nature and scope of the work that is to be publicly funded. Legal representatives must not be publicly funded for work that does not fall within the specified scope. When making any award the Chairman shall specify the hourly rates applicable to all members of

- the applicant's approved legal team, subject to the maximum hourly rates specified at paragraphs 3 and 4 below.
- f. As an inquiry under the 2005 Act is inquisitorial in nature, an award shall not be made in respect of investigative work or work in relation to obtaining expert reports unless the Chairman gives express written permission in advance for such work to be carried out.
- g. An award shall limit the maximum number of hours that can be charged by any member of the applicant's legal team in any week to 40 hours. For the purposes of this paragraph, a week shall be taken to commence on a Monday and end on the following Sunday, and no unused hours below the maximum in any one week may be set off against any other week.
3. Where the Chairman has determined that an award in respect of legal representation should be made, the maximum hourly rates to be paid must not exceed:
- Leading Counsel (whether a member of the Bar or a solicitor advocate) £180
 - Junior Counsel (whether a member of the Bar or a solicitor advocate) £100
 - Solicitor with over eight years post-qualification experience £150
 - Solicitors and legal executives with over four years' experience £125
 - Other solicitors, legal executives and fee-earners of equivalent experience £100
 - Trainee solicitors, paralegals and other fee-earners £75
4. The maximum hourly rates for travel and waiting by the members of an applicant's legal team shall be half of the applicable maximum hourly rate relating to legal work as specified at paragraph 3.
5. Expenditure incurred by an applicant in respect of legal representation before an award is made by the Chairman shall not be recoverable, except where (and to the extent that) it has been incurred with the prior agreement of the Solicitor to the Inquiry.