

KING'S BENCH DIVISION

IN THE MATTER OF AN APPLICATION FOR AN INJUNCTION AGAINST
PERSONS UNKNOWN AND NEWCOMERS;

AND IN THE MATTER OF THE LOCAL GOVERNMENT ACT 1972 AND THE
HIGHWAYS ACT 1980

BETWEEN:

**(1) THE MAYOR AND BURGESSES OF
THE ROYAL BOROUGH OF KENSINGTON AND CHELSEA
(2) THE LORD MAYOR AND ALDERMEN OF
THE CITY OF WESTMINSTER**

Claimants

- and -

1. **Persons Unknown who participate between the hours of 6:00pm and 7:00am in a gathering of 2 or more persons within the area the Royal Borough of Kensington and Chelsea and the City of Westminster set out in Map Exhibit 1 (attached) at which some of those present engage in motor racing or motor stunts or other dangerous or obstructive driving.**
2. **Persons unknown who participate between the hours of 6 pm and 6 am in a gathering of 2 or more persons within the area the Royal Borough of Kensington and Chelsea and the City of Westminster set out in Map Exhibit 1 with the intention or expectation that some of those present will engage in motor racing or motor stunts or other dangerous or obstructive driving.**
3. **Persons Unknown promoting, organising, publicising (by any means whatsoever) any gathering between the hours of 6 pm and 6 am of 2 or more persons with the intention or expectation that some of those present will engage in motor racing or motor stunts or other dangerous or obstructive driving within the area of the Royal Borough of Kensington and Chelsea and the City of Westminster set out in Map Exhibit 1.**

Defendants

DETAILS OF THE PART EIGHT CLAIM

INTRODUCTION

1. The Claimants, the Councils of the Royal Borough of Kensington and Chelsea and the City

of Westminster (**‘the Councils’**), are local authorities within the meaning of the Local Government Act 1972 (**‘the 1972 Act’**). They are responsible for the local authority area within the Royal Borough (**‘K&C’** when referred to geographically) and the City (**‘Westminster’** when referred to geographically).

2. This claim is brought under Part 8 of the CPR as there is unlikely to be a substantial dispute of fact and the issues are suitable for disposal in an initial application for an interim injunction that is, in turn, reviewed and extended periodically, as it has been in other cases of this nature including *Enfield LBC v Persons Unknown*, [2024] EWHC 3142 (KB). Accordingly, the draft claim form, these Details of Claim, the draft order and witness statements and other evidence in support of the claim are included within a Hearing Bundle to which reference will be made in these Details of Claim as, for example, #35; and eight videos are exhibited to the witness statement of Sarah Deighton dated 20th March 2026.

3. In these Details of Claim the following definitions have been applied:
 - (1) Map Exhibit 1: the map exhibited to these Details of Claim, being a map of the area of K&C and Westminster;
 - (2) **‘Car Cruising’**: organised or impromptu events at which drivers of cars race, perform driving stunts, drive dangerously and/or drive in convoy: such activities may be noisy, dangerous, and illegal, obstructing highways and the premises bordering them, damaging property, and putting the safety of spectators and other persons at risk;
 - (3) **‘Car Meets’**: gatherings of two or more person to engage in Car Cruising;
 - (4) **‘Stunts’**: dangerous driving manoeuvres often undertaken as part of Car Cruising including but not limited to the following five defined activities;
 - (5) **‘Wheelies’**: trick or manoeuvre whereby a bicycle or motorcycle is ridden for a short distance with the front wheel raised off the ground;
 - (6) **‘Donuts/Donutting’**: causing a vehicle to rotate around a fixed point (normally the front axle) while not moving- off causing noise, smoke and tyre marks to be created;
 - (7) **‘Exhaust Popping’**: the loud ‘popping’ of the exhaust, primarily caused by unburnt fuel igniting within the hot exhaust system and often triggered by deceleration, air leaks, or performance tuning.
 - (8) **‘Drifting’**: turning by placing the vehicle in a skid so that most sideways motion is due to the skid not any significant steering input;

4. The Metropolitan Police Service serves the Claimants' area.
5. Since at least 2020 the Claimants in co-operation with the Police have been attempting to eliminate Car Cruising in its local authority area.
6. By this claim the Claimants seek an injunction restraining Car Cruising across K&C and Westminster.

FACTUAL BACKGROUND

7. Since around 2020 there have been regular Car Meets at which Car Cruising has been undertaken on and around the following areas of Westminster and K&C:
 - (1) Exhibition Road, the northern part of which (closer to the Royal Albert Hall) is within the area of Westminster and the southern part of which (adjacent to the Science Museum, the Natural History Museum and the Victoria and Albert Museum) is within the area of K&C;
 - (2) Soho in Westminster;
 - (3) Waterloo Place in the St. James' ward of Westminster; and
 - (4) New Bond Street in the West End ward of the City of Westminster.
8. Since 2012, Exhibition Road has been a flat section of road and pavement in which there is no clear division between pavement and roads, either by raised pavements, pavement curbs, bollards or any other measures. This enables drivers engaging in Car Cruising to drive from road to pavement easily, causing a greater risk of harm to any pedestrians walking on the road. All areas are used heavily by pedestrians.
9. These Car Meets led to Westminster City Council imposing Public Space Protection Order ('**PSPO**') pursuant to the Anti-Social Behaviour, Crime and Police Act 2014 ('**the 2014 Act**') in December 2021 ('**the Westminster PSPO**'). No PSPO has been introduced in K&C. The PSPO specifically relates to nuisance vehicles, including noise. Exhibition Road in the Knightsbridge & Belgravia ward of Westminster was included in the PSPO area. No PSPO was or has since been imposed by the Council.

10. Enforcement of the Westminster PSPO within the areas it applied began in September 2022 first Fixed Penalty Notices ('FPNs') were issued thereafter. FPNs may be imposed for up to £100.
11. In December 2024, the Westminster PSPO was extended for a longer period and into West End wards, following overwhelming support through public consultation.
12. Between the introduction of the PSPO until February 2025. 109 FPNs had been issued under the Westminster PSPO, mainly because of an acoustic camera in the Westminster section of Exhibition Road capturing vehicles acting in a nuisance manner and causing loud noises.
13. The above enforcement action has not stopped Car Cruising at Car Meets in the any of the areas affected. The K&C section of Exhibition Road is not within the area of the Westminster PSPO.
14. Since mid-2024 there has been an escalation in the incidence of Car Meets and Car Cruising in the Knightsbridge and Belgravia wards of Westminster captured by videos exhibited by Ms Deighton on 13th July (x 3) and 26th August 2024, 18th January (x 3) and 3rd May 2025. Car cruising was also seen in the St James' ward of Westminster in a video dated 26th August 2024.
15. From early 2025 until the end of that year there was an escalation in the incidence of Car Meets and Car Cruising in the Westminster and K&C sections of the area around Exhibition Road, typically between around 10 pm and 3 am on Friday/Saturday and Saturday/Sunday nights. This has included:
 - (1) Car Meets lasting from around 11 pm until the early hours of the morning (typically around 3 am), including vehicles driving fast and dangerously, doing Donuts, Drifting, playing loud music, revving their engines and Exhaust Popping; and which were viewed by much larger crowds of spectators filming and otherwise actively encouraging the Car Cruising;
 - (2) Drivers participating in the Car Meets using their vehicles to block pavements and the entrances to residential and commercial buildings;
 - (3) Drivers or spectators participating in the Car Meets illegally parking their vehicles in resident bays;

- (4) Large numbers of motorbikes riding along the pavements at speed and doing Stunts, including Wheelies;
- (5) Other anti-social behaviour by the drivers and spectators of the Car Meets, including by swearing at and threatening members of the public not involved, the police and other enforcement agencies, especially those asking for the Car Meets to stop;
- (6) On 3rd May 2024, a motorbike gaining access to the reception of Imperial College (which is within both K&C and Westminster, Imperial College Road marking the boundary between the boroughs), whereupon the driver drove and did Stunts, damaging the floor;
- (7) On 24th May 2025 a Car Meet of around fifty motor cyclists on their bikes on the pavement, in which some of the motorbikes were being driven at speed and doing Wheelies on the pavement, which was videoed by the car races, on their phones; and
- (8) On 11th October 2025, a Car Meet of around one hundred vehicles across both sections of the starting at around 9:45 pm, before the audience left the Albert Hall and large numbers of them walked towards South Kensington London Underground Station, within K&C.

The incidents on specific dates are evidenced by witnesses reporting that they occurred on those dates; and the general (but undated) conduct is evidenced by evidence of conduct over a longer period.

16. The above behaviour has had serious consequences for residents, the many visitors to the areas affected, being some of the most visited in Central London, the Exhibition Road area being home to the Royal Albert Hall and the museum quarter of 'Albertopolis', in addition to numerous shops, restaurants and cafes) and the many people working in the area in the late evenings, including:
 - (1) The risk of serious harm or death caused by recklessly driven vehicles engaged in Car Cruising, a risk increased by the large number of spectators they attract and the considerable footfall within the areas affected;
 - (2) The risk that emergency vehicles will be delayed, causing the risk of more serious consequences (up to and including death) from the ongoing crime, accidents and health and other emergencies to which they are driving;
 - (3) Residents being kept awake and unable to leave their properties and suffering from lack of sleep and other consequences of this behaviour;
 - (4) Pedestrians being subject to anti-social behaviour including verbal abuse and

intimidation;

- (5) Buses, taxis and other road users being prevented or delayed from driving through affected areas; and
 - (6) Roads, pavements and other surfaces being stained by tyre marks caused by Wheelies, Donuts, Drifting and other Stunts.
17. The police and other enforcement agencies have attempted to prevent, stop or mitigate the anti-social behaviour at and around Car Meets in the following ways, none of which has caused it to stop or its frequency to decrease markedly or at all:
- (1) Attending the area of the Car Meet in vehicles and causing some or all the participants to leave the area;
 - (2) Issuing drivers with warnings under s 59 of the Police Reform Act 2002; and
 - (3) Notices of intended prosecutions;
- Within the section of the areas affected within Westminster and K&C:
- (4) Warnings under the Westminster PSPO;
 - (5) FPNs under the Westminster PSPO;
18. The above attempts to reduce the incidence of anti-social behaviour and the risk of harm from Car Meets has not prevented or even markedly reduced them.
19. In the premises, the Car Meets and the activities within them cause serious nuisance to residents, workers in the area, other members of the public and other road users and carry with them the risk of serious injury and death.

APPLICATION OF THE CLAIMANT'S POWERS

20. Section 37(1) of the [Senior] Courts Act 1981 provides that the High Court may by grant interim and/or final injunctive relief where it is just and convenient to do so."
21. In the circumstances of the facts set out above and evidenced with this Part 8 Claim, filed, it is just and convenient for the court to impose the injunctive relief sought.

22. Section 111(1) of the 1972 Act provides that:
- ‘Without prejudice to any powers exercisable apart from this section but subject to the provisions of this Act and any other enactment passed before or after this Act, a local authority shall have power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.’
23. Section 222 of the Local Government Act 1972 extends that power and empowers local authorities to become involved in litigation if so, doing facilitates the discharge of their functions and is in the interest of their inhabitants.
24. Section 222(1) Local Government Act 1972 provides that:
- (1) Where a local authority considers it expedient for the promotion or protection of the interests of the inhabitants of their area-
 - (2) they may prosecute or defend or appear in any legal proceedings and, in the case of civil proceedings, may institute them in their own name, and
 - (3) they may, in their own name, make representations in the interests of the inhabitants at any public inquiry held by or on behalf of any Minister or public body under any enactment."
25. Further, Section 1 of the Localism Act 2011 provides that a local authority has power to do anything that individuals may do.
26. Section 130 of the Highways Act 1980 provides that the Claimant has a duty to assert and protect the rights of the public to the use and enjoyment of any highway for which they are the highway authority. The injunctive relief sought in these proceedings is necessary to protect the rights of the public to the use and enjoyment of highways within the Claimant’s districts.
27. By section 6 of the Crime and Disorder Act 1998, local authorities must:
- ...formulate and implement, *inter alia*, a strategy for the reduction of crime and disorder in their areas (including anti-social and other behaviour adversely affecting the local environment), which strategy the authorities must keep under review for the purposes of monitoring its effectiveness and making any necessary or expedient changes.
28. Section 17(1) Crime and Disorder Act 1998 provides that:
- Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due

regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

29. Taking measures to restrict Car Cruising falls within and forms part of the Claimant's above statutory duty to reduce crime and disorder in their areas.
30. Accordingly, the Claimants brings this claim for the benefit of the inhabitants of the Royal Borough of Kensington and Chelsea and the City of Westminster, the relief sought being just and convenient; and it is in accordance with the overruling objective and the common law for the Claimants to bring a single claim against persons unknown, including newcomers (persons unaware of the injunction who may become subject to it after it is made).
31. The proposed Injunction does not interfere with the right of the Defendants to respect for their private lives pursuant to Article 8 of the (European) Convention for the Protection of Human Rights and Fundamental Freedoms ('**the Convention**'), to which the Claimant and the Court must have regard pursuant to s 6 of the Human Rights Act 1998 since the behaviour that it seeks to prohibit is illegal and/or anti-social. The Defendants remain free to attend lawful motor-sports events and exhibitions. The injunction does not restrict or prevent lawful and proportionate associations and/or protests for the purpose of campaigning about or bringing to public attention matters of public interest or importance; and so does not engage their rights of association and protest protected by Article 11 of the Convention.

APPLICATION AND EXTENT OF THE INJUNCTION AND SERVICE

Application

32. While Car Meets have been occurring in and around Exhibition Road, it is alleged that it is just and convenient for the injunction to be enforceable throughout K&C as it is likely that the activity would be displaced to other parts of that borough were the order sought imposed only around Exhibition Road. Car meets have been occurring in four different areas of Westminster and it would be just and convenient for the injunction to be enforceable throughout that city because the activity is so widespread and because of the same risk of displacement were it restricted to those areas.

33. It is alleged that the evidence of the regularity of the Car Meets and the number of drivers and spectators participating in them establishes that they are organised, publicised and promoted; and that, in the premises, it is just and convenient to prohibit the organisation, publicising or promotion of Car Meets anywhere in the areas of Westminster and K&C.

Power of Arrest

34. Section 27 of the Police and Justice Act 2006 provides, *inter alia*:
- (1) This section applies to proceedings in which a local authority is a party by virtue of section 222 of the Local Government Act 1972 (c 70) (power of local authority to bring, defend or appear in proceedings for the promotion or protection of the interests of inhabitants of their area).
 - (2) If the court grants an injunction which prohibits conduct which is capable of causing nuisance or annoyance to a person it may, if subsection (3) applies, attach a power of arrest to any provision of the injunction.
 - (3) This subsection applies if the local authority applies to the court to attach the power of arrest and the court thinks that either-
 - (a) the conduct mentioned in subsection (2) consists of or includes the use or threatened use of violence, or
 - (b) there is a significant risk of harm to the person mentioned in that subsection.
35. The Claimants aver that Car Cruising: (a) causes and is capable of causing nuisance or annoyance to persons residing in, working in or visiting K&C; and (b) creates a significant risk of harm to such persons and to any participant in Car Cruising by creating a risk of personal injury or death through motor vehicles being raced, doing stunts and/or otherwise driving dangerously.

Application to dispense with service and steps to bring this Claim Form to the attention of persons potentially affected

36. The Claim seeks remedies against Persons Unknown who cannot be identified and newcomers and so cannot be served. Accordingly, the Court is asked to dispense with the requirement of service before this injunction is granted and to order that the Claimant takes

the reasonable steps to bring this application, claim form, particulars of claim and underlying evidence to the attention of those who may be affected that are set out in the draft Order.

37. The Claimant asks the Court to dispense with personal service of the Injunction and to direct that it may be served by the alternative means set out in the draft Order, such steps being likely to bring the existence of the Injunction to the attention of those who may be affected.

AND THE CLAIMANT CLAIMS:

- (1) An Interim Injunction Order in the form annexed hereto;
- (2) A Power of Arrest ancillary to such Injunction;
- (3) Such further or other relief as the Court thinks fit; and
- (4) Costs against any of the Defendants identified.

FRANCIS HOAR

STATEMENT OF TRUTH

I believe that the facts stated in this witness statement are true. I understand that proceedings for contempt of court may be brought against anyone who makes, or causes to be made, a false statement in a document verified by a statement of truth without an honest belief in its truth. I am duly authorised to make this statement.

Signed: _____ *Anghel Pufulete* _____

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