Ontario Review Board

Annual Report

Fiscal Reporting Period April 1, 2015- March 31, 2016



TABLE OF CONTENTS

Message from the Chair	2
Overview of the Ontario Review Board	3
Jurisdiction of the Ontario Review Board	4
Organization of the Ontario Review Board	5
Increasing Complexity of Board Hearings	6
Performance Measures and Targets	7
By Way of Summary	11
Members of the Board	12
Review Board Personnel	16
Financial Information	17

Ontario Review Board Office of the Honourable Mr. Justice Richard D. Schneider

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Message from the Chair

Once again, this past year has brought to the Ontario Review Board a great number of hearings regarding individuals with verdicts of either Unfit to Stand Trial or Not Criminally Responsible (NCR) on account of mental disorder. This is so even though many prospective NCR verdicts are obviated through the provincial diversion program. Our data confirms that mentally ill individuals becoming involved with the criminal justice system remains a significant concern.

At the same time we are aware of the efforts being made with innovative programs to 'divert' many of these people out of the courts and Review Board systems earlier in the process. I am of the view that these efforts have great potential. In particular, there is the work of the various Mental Health Courts, the Ministry of the Attorney General's 'Diversion of Mentally Disordered Accused', and various 'pre-arrest' diversion strategies which are proving to be very effective.

As I am at the four year mark as Chair of the ORB we have made considerable progress and have identified three key target objectives which we have kept in focus and have been improving over the past three years:

- 1. Reduction in hearing times through more extensive pre-hearing conferencing,
- 2. Reduction in the time from hearing to the production of our Reasons (with 4 weeks being the goal),
- 3. Reduction in the number of adjourned hearings, accomplished through:
 - i. More extensive pre-hearing conferencing, and
 - ii. Scheduling of hearings 9 months in advance (so as to avoid parties' 'conflicts')

Meanwhile, the Review Board continues to fulfill its statutory mandate as set out in Part XX.1 of the *Criminal Code of Canada*, complemented by its strong membership and supported by a very effective administrative office. All are dedicated to conducting efficient hearings all within the legislated time lines.

The Honourable Mr. Justice Richard D. Schneider

Overview of the Ontario Review Board

The Ontario Review Board is a unique tribunal that, with its counterparts, forms a critical component of the Canadian justice system. While it operates within the province of Ontario, the Ontario Review Board is not governed by provincial legislation, but by federal legislation.

Established under Part XX.1 of the *Criminal Code*, the role of the Ontario Review Board is clearly defined as follows:

"A Review Board shall be established or designated for each province to make or review dispositions concerning any accused in respect of whom a verdict of not criminally responsible by reason of mental disorder or unfit to stand trial is rendered, and shall consist of not fewer than five members appointed by the Lieutenant Governor in Council of the province..." (Part XX.1)

While the role of each Review Board is the same from province to province, the *Criminal Code* states that "a Review Board shall be treated as having been established under the laws of the province." This statement recognizes the fact that the efficiency and effectiveness of each Board in each province hinges on its connection to the province's psychiatric facilities and mental health delivery system.

The Ontario Review Board's procedures are directed solely by the *Criminal Code* and the *Public Inquiries Act*. Unlike adjudicative agencies that are created by provincial statute, the Ontario Review Board is not subject to the provisions of the *Statutory Powers Procedure Act*. Appeals from decisions of the Ontario Review Board are made to the Court of Appeal for Ontario.

Jurisdiction of the Ontario Review Board

The Ontario Review Board has jurisdiction over individuals, referred to in the *Criminal Code* as "accused," who the Ontario courts have found to be either unfit to stand trial (unfit), or not criminally responsible (NCR) on account of mental disorder for the commission of a criminal offence.

Individuals found to be unfit to stand trial continue to be subject to the jurisdiction of the Ontario Review Board until it finds them fit to stand trial. At that time, they are returned to the court and if the court confirms that verdict, their cases proceed in the normal course.

In dealing with accused found not criminally responsible on account of mental disorder, the Ontario Review Board's responsibility is to hold a hearing and to make a disposition for each accused under its jurisdiction, taking into consideration the "need to protect the public from dangerous persons, the mental condition of the accused, the reintegration of the accused into society and the other needs of the accused."

These complex factors must be considered at each hearing conducted by the Ontario Review Board. They affect both the liberty of individuals and the safety of the public. The importance of the Ontario Review Board's decisions as they relate to these basic human rights is further underlined by the fact that appeals from the Ontario Review Board's decisions are made directly to the Court of Appeal for Ontario.

Decisions of the Ontario Review Board are referred to as dispositions. Following a hearing, the Ontario Review Board renders one of three dispositions:

- 1) An absolute discharge
- 2) A discharge subject to conditions; or
- 3) Detention in a hospital, subject to conditions.

For those detained in hospital, the Ontario Review Board issues a warrant for detention as set out in the *Criminal Code*.

Other than absolute discharges, dispositions of the Ontario Review Board are to be reviewed by the Ontario Review Board at least once every twelve months.

Parties to a hearing typically include the accused, the person in charge of the hospital in which the accused is or may be detained or to which the accused reports, and a representative of the Attorney General. Other persons who have a substantial interest in protecting the interests of the accused may be made a party if the Ontario Review Board is of the opinion that it is just to designate such persons as parties.

Organization of the Ontario Review Board

In carrying out its mandate as directed by the *Criminal Code*, the Ontario Review Board operates in a fashion similar to the courts.

As of March 31, 2016, the Ontario Review Board had 163 members. In addition to a full time Chair, the Ontario Review Board's part time members include 42 alternate chairs, 18 legal members, 59 psychiatrists, 17 psychologists, and 26 public members. All are residents of Ontario. The members of the Ontario Review Board are appointed by Order-in-Council.

Board Composition

The *Criminal Code* stipulates that the Chairperson must be a judge of the Federal Court or of a provincial superior, district or county court, or a person who has retired from or is entitled to be appointed to such a judicial office. "Chairperson" by definition includes not only the Chairperson as appointed by the provincial Cabinet, but also any other qualified member whom the Chairperson designates as an "alternate chairperson" to act on the Chairperson's behalf. In Ontario, the Chair usually appoints alternate chairs who are lawyers with 10 years' experience, judges or retired judges.

The *Criminal Code* also specifies that a quorum for a hearing consists of three Ontario Review Board members. Each panel must have a Chairperson or alternate chairperson, a psychiatrist and any other member. The Ontario Review Board usually sits in panels of five consisting of the Chair or alternate chair, two psychiatrists, or one psychiatrist and one psychologist, a legal member and a public member.

Board Hearings

An initial hearing, held after an individual has been found unfit to stand trial or not criminally responsible on account of mental disorder for the commission of a criminal offence in court, is usually conducted in the hospital where the accused is detained or directed to attend, or in a court house. The Ontario Review Board no longer holds hearings in jails or detention centres. The Ontario Review Board is required by statute to hold an initial hearing within 45 or 90 days following the verdict of the court.

An annual hearing is required for those accused who are already subject to the Ontario Review Board's jurisdiction. Annual reviews are conducted in the provincially-designated psychiatric facility where the accused is detained or reporting, in a courtroom, or in other meeting rooms open to the public.

Those who are declared to be unfit to stand trial must be represented by counsel at hearings conducted by the Ontario Review Board, and most accused persons found not criminally responsible on account of mental disorder for the commission of a criminal offence are also represented by counsel. At each hearing, evidence from the hospital where the accused is detained or to which an accused is required to report is considered along with other evidence which may be adduced. Following deliberation by the panel who has conducted the hearing, a written disposition and the written reasons for that disposition are issued.

Increasing Complexity of Board Hearings

We have been able to attenuate considerably the trend toward longer and more complex hearings which we had been experiencing over the past several years. While our hearings are complex, especially with our 'Charter competence' confirmed by the Supreme Court in R. v. Conway, most of our hearings are now completed within the allotted time slot. This has been accomplished over the last year through more effective use of pre-hearing conferences which serve to obviate much of what might otherwise have been litigated. It remains the case that most parties to the Board's hearings are represented by counsel.

Continued guidance from the Court of Appeal assists the Board in providing fair hearings to the people under its jurisdiction. Appellate decisions in the past fiscal year reiterated the obligation of the Board to convene timely hearings, especially where restrictions of liberty have resulted. Appellate decisions both articulate the expectations of the court and clarify the Board's statutory mandate, however they can increase the obligations upon the Board's operation.

Since the amendments to the *Criminal Code* in 2006, and continuing to date, more administrative time is required to meet the Board's responsibility to victims, and to provide them with information about the Board. The Board's data-base of notified victims now surpasses the number of accused persons under the Board's jurisdiction. Now that Bill C-14 has come into force (July 11, 2014) our obligations in this regard have added considerably to the time required to manage our case load. The Board is now being required to notify victims whenever an accused is either absolutely or conditionally discharged, every time the Board sends a High Risk Accused ('HRA') to court for review and every time the Board receives a new accused with a verdict of NCR. The Board must also ensure hearings are adjourned at any of the junctures to permit the victim time to file statements.

New Accused (NCR and Unfit)

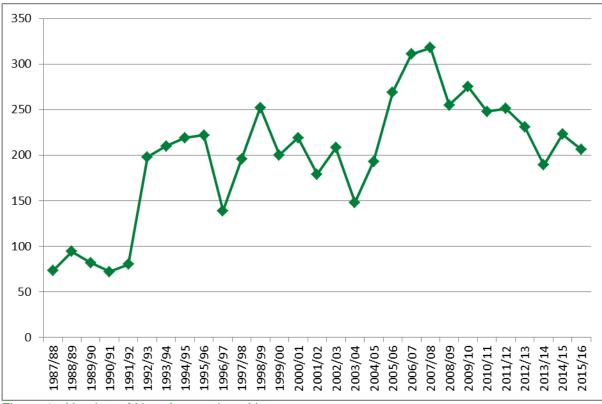


Figure 1 - Number of New Accused per Year

Performance Measures and Targets

The core business of the Ontario Review Board is to conduct hearings and issue dispositions in accordance with the *Criminal Code* within the mandatory timeframes - 45 or 90 days after the verdict is rendered, and at least annually thereafter.

During the fiscal year 2015-2016 the courts found 62 accused to be unfit to stand trial and 144 not criminally responsible on account of mental disorder for the commission of a criminal offence for a total of 206 new accused coming under the jurisdiction of the Board (see Figure 1).

The ongoing influx of new accused continues to have a significant financial impact on the Ontario Review Board. The initial hearings for these new accused are more expensive to convene as they must be scheduled on an *ad hoc* basis and typically require more travel and accommodation. The hearings are held where the accused is being detained or resides. These matters are usually heard singly rather than organized with a group of other cases as are the annual hearings because they need to be conducted within 45 days of the court verdict. There had often been adjournments when insufficient information was available as to the mental condition of the accused or what, if any, threat the accused posed to the safety of the public. To address this last problem, pre-hearing conferences were initiated for all initial hearings where the accused was either detained in jail or living in the community, in order to narrow issues, determine if an assessment is required, and witnesses need to be called. Where an accused is not connected to a hospital at the time of an initial hearing the ORB ensures that there is sufficient information to conduct a hearing.

Ontario Review Board Annual Report 15/16

Number of Hearings Held Yearly

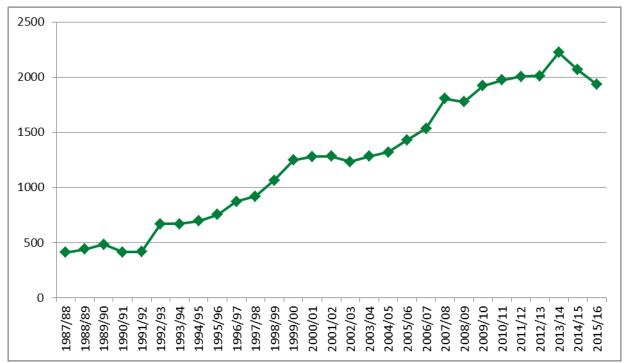


Figure 2 - Number of Hearings per Year

After making a disposition, the Ontario Review Board must review that disposition within 12 months and every 12 months thereafter until such time as the Board cannot conclude that the accused remains a significant threat to the safety of the public.

In addition to initial hearings and annual hearings, the *Criminal Code* provides for a discretionary early review of a disposition at the request of any party. An early review is mandatory if requested by the hospital or if an individual's liberties are restricted for more than seven days. The total number of all hearings conducted by the Board in 2015-2016 was 1934 (see Figure 2).

2015/16	1934
2014/15	2067
2013/14	2222
2012/13	2012
2011/12	2004
2010/11	1972
2009/10	1920
2008/09	1775
2007/08	1805
2006/07	1534
2005/06	1430
2004/05	1319
2003/04	1282
2002/03	1233
2001/02	1283
2000/01	1280
1999/00	1248
1998/99	1065
1997/98	920
1996/97	872
1995/96	753
1994/95	694
1993/94	668
1992/93	670
1991/92	415
1990/91	413
1989/90	482
1988/89	440
1987/88	410

Absolute Discharges

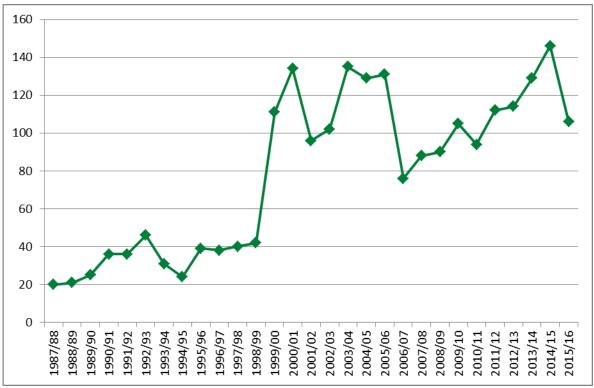


Figure 3 – Absolute Discharges per Year

Accused persons that are not criminally responsible or under the former term, Not Guilty by Reason of Insanity (NGRI), remain under the jurisdiction of the Ontario Review Board until such time as they are granted an absolute discharge by the Board. In 1999 the Supreme Court decision in *Winko* clarified the test for an absolute discharge, and the Ontario Review Board experienced a significant increase in the number of absolute discharges it granted (see Figure 3).

Those found Unfit to Stand Trial remain under the jurisdiction of the Board until such time as the court either finds the accused fit to stand trial or until the court grants a stay (if it finds the unfit accused both permanently unfit and not a significant threat to the safety of the public).

2015/16	106
2014/15	146
2013/14	129
2012/13	114
2011/12	112
2010/11	94
2009/10	105
2008/09	90
2007/08	88
2006/07	76
2005/06	131
2004/05	129
2003/04	135
2002/03	102
2001/02	96
2000/01	134
1999/00	111
1998/99	42
1997/98	40
1996/97	38
1995/96	39
1994/95	24
1993/94	31
1992/93	46
1991/92	36
1990/91	36
1989/90	25
1988/89	21
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1987/88

Number of Accused Under Board's Jurisdiction

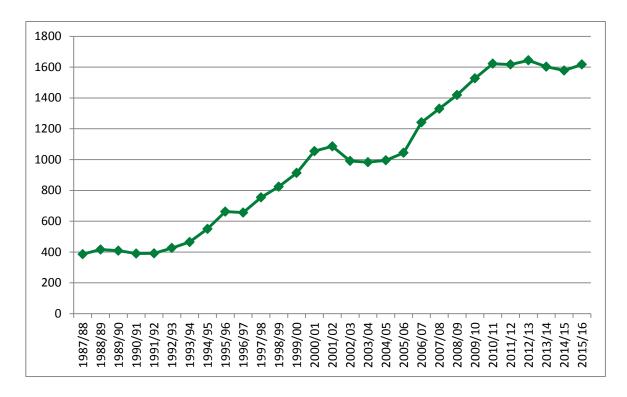


Figure 4 – Number of Accused per Year (Note: this includes over 100 'Fit Return to Court' files which are kept open pending Court confirmation.)

As a result of *Winko*, the Ontario Review Board experienced more equilibrium between the number of accused entering the system, and those exiting via absolute discharge, although the Board continues to see an annual increase in the total number of accused persons under its supervision in recent years.

Variables such as amendments to the *Criminal Code*, court decisions, intake hearing fluctuations, and rate of discharge dictate the Ontario Review Board's workload, which can fluctuate dramatically from month to month. The Ontario Review Board overall meets its demanding schedule and delivers quality service.

Occasionally the Board exceeds the deadline for a hearing, but this represents a small percentage of overall scheduled hearings. Reasons for an adjourned hearing include:

- Adjournment at the request of a party;
- Adjournment to obtain evidence or an assessment;
- Failure of the Board to be notified of new accused;
- · Clerical error.

The Ontario Review Board continues to pursue methods of increasing the efficiency of its operations and processes, and the delivery of a high quality of service.

2015/16	1617
2014/15	1578
2013/14	1603
2012/13	1644
2011/12	1617
2010/11	1622
2009/10	1527
2008/09	1419
2007/08	1330
2006/07	1241
2005/06	1044
2004/05	995
2003/04	983
2002/03	991
2001/02	1086
2000/01	1055
1999/00	913
1998/99	824
1997/98	754
1996/97	656
1995/96	662
1994/95	550
1993/94	465
1992/93	426
1991/92	391
1990/91	390
1989/90	409
1988/89	416
1987/88	386

By Way of Summary

As can be seen from the number of hearings conducted during the 2015-2016 year, the Ontario Review Board is continually challenged to provide hearings in accordance with the legislated timelines while also providing a high quality of service.

Each year the Board is able to achieve these timelines in the vast majority of cases, as we did in 2015-2016, while integrating a significant number of new accused persons into the existing work load.

Pre-Hearing Conferences

In recognizing that with the increasing complexity of hearings comes increased costs, we have implemented a pre-hearing conference process for any case that is identified by the Board or any party as requiring more than 1.5 hours of hearing time. This process has allowed the Board over the past year to best maximize the time allotted for annual review hearings. An experienced alternate chair is assigned to meet with all counsel to rationalize time requirements, and to define the issues in order to improve the hearing process. Pre-hearing conferences ensure that we act in a proactive manner to identify and narrow issues, and to allot appropriate resources to cases that have greater complexity. In 2015-2016 the Board conducted 206 (126 initials, 80 annuals) pre-hearing conferences.

In the past two years, pre-hearing conferences were also initiated for all initial hearings where the accused was either detained in jail or living in the community, in order to narrow issues, determine if an assessment is required, and witnesses need to be called. Where an accused is not connected to a hospital at the time of an initial hearing the ORB will have to ensure that there is sufficient information to conduct a hearing.

Education and Communication

In keeping with our commitment to provide a high quality of service and expertise for the community and the accused persons who come before the Board, we have remained vigilant in communicating changes in the law and forensic psychiatry/psychology to all members throughout the year. These are often distributed in memorandums, or meetings with alternate chairs and legal members. As well our yearly education seminars tackle topical issues in the forensic field and are directed to better inform our members with the most up to date evidence and practices concerning forensic patients.

Finally, we communicate with courts and consult on issues that may arise at the time that an accused person is found NCR or unfit, and maintain an ongoing dialogue with the Courts to enhance the timeliness and quality of service provided to the community and the accused persons who come within our jurisdiction.

The Board is thankful for the cooperation we receive from the Courts and the Ministry in helping us achieve these goals. We look forward to reporting on more achievements next year.

Members of the Board

Chair	7 0040 luna 40 004	
The Honourable Mr. Justice R. D. Schneider June 2	7, 2012 June 12, 2017	7
Mr. G. Beasley Dr. H. Bloom The Honourable J. W. Brooke, Q.C.* Ms. J.J.D. Burnside Ms. J. Cameron Ms. Kathryn Chalmers * Ms. K. Chown Mr. R.G. Coates Mr. W.B. Donaldson* Mr. J. Goldenberg The Honourable G. Y. Goulard, Q.C. Ms. R. Grinberg Mr. J. Holding, Q.C. Ms. S. Kert The Honourable J.M. Labrosse Ms. J.A. Leiper Ms. J.A. Leiper Ms. J.A. Leiper The Honourable H.R. Locke Ms. C. MacDonald Mr. C.M. MacIntyre, Q.C. * Mr. T.J. Madison Mr. F. McArdle * The Honourable Mr. Justice D.J. McCombs The Honourable J.G.J. O'Driscoll Ms. M.S.G. Peeris Ms. L. Stam Mr. R. Steinberg May 4, May 4, May 6, Mr. R. Steinberg Januar Januar Januar Januar May 6, Mr. R. Steinberg Januar May 6, July 15	y 9, 2013 r 20, 2010 2009	118 0, 2017 2016 118 2020 017 6 017 2017 6 6 7, 2019 2016 2015 19 2021 6 7, 2018 2018 6 9, 2019 2021 7, 2016 16

 $^{^{\}star}$ Under O. Reg 88/11 of the Adjudicative Tribunal Accountability, Governance and Appointments Act, members were reappointed using an Automatic Waiver Form.

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The Honourable R. Armstrong* The Honourable W. Bassel Mr. R. Biaelow Mr. A. Cader Mr. L. Calzavara Mr. P. Capelle Dr. K. Connidis The Honourable Mr. Justice R. DelFrate Mr. G. Evans The Honourable Mr. Justice A. Gans * Mr. P. Hageraats Mr. J. Hanbidge Mr. J. Hodgson * The Honourable R. Kealey Ms. J. Mills * Mr. L. Morphy * Mr. R. Richardson The Honourable A. Roy Mr. I. Scott Mr. M. Segal Ms. J. Trehearne *

May 29, 2013 December 10, 2014 January 15, 2016 April 18, 2011 January 28, 2015 January 5, 2015 February 24, 2016 January 13, 2010 January 5, 2015 November 20, 2013 April 2, 2014 January 15, 2016 December 17, 2013 January 9, 2013 December 17, 2013 December 17, 2013 December 4, 2013 January 28, 2015 January 5, 2015 January 9, 2013 December 4, 2013 March 25, 2015 November 3, 2010

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Psychiatrists

Mr. J. Weinstein

Mr. J. Weppler *

Dr. A.G. Ahmed Dr. R.M. Andreychuk Dr. G. Azadian Dr. M.H. Ben-Aron Dr. B. Bordoff Dr. D. Bourget Dr. D.H. Braden Dr. J.M.W. Bradford Dr. R. Buckingham Dr. L.E. Cappe Dr. G.A. Chaimowitz Dr. R. D. Chandrasena Dr. S. Chatterjee Dr. S. Cohen * Dr. P.E. Cook Dr. A. Côté Dr. I. Côté Dr. S.A. Darani Dr. P.L. Darby Dr. K.D. DeFreitas

August 25, 2004 March 21, 2007 September 3, 2008 October 4, 2000 July 31, 2001 May 28, 1997 June 20, 2007 February 1, 1984 June 12, 1992 August 24, 1998 December 4, 1996 December 6, 2000 July 19, 2007 April 10, 2013 May 29, 2002 November 30, 1989 June 13, 2001 September 15, 2010 June 12, 1992 January 13, 2005 October 21, 1998 February 27, 2008

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Dr. J. Ellis

Dr. L. Faucher

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Dr. J. P. Fedoroff
Dr. J.C. Ferencz
Dr. F.W. Furlong
Dr. D.A. Galbraith
Dr. G. D. Glancy
Dr. K. HanD *
Dr. R.W. Hill
Dr. S.J. Hucker
Dr. W. Johnston
Dr. A.D. Jones
Dr. P.F. Kelly
Dr. E. Kingstone
Dr. P.E. Klassen
Dr. A. Kolodziej
Dr. W.J. Komer
Dr. C. Krasnik
Dr. C. Lessard
Dr. R. Kunjukrishnan Dr. S. Lessard Dr. M. Marshall
Dr. McDonald
Dr. A. McDonald Dr. P. D. Norris *
Dr. D. Pallandi
Dr. M.V.A. Prakash
Dr. P. J. Prendergast
Dr. L. Ramshaw
Dr. J. Rootenberg
Dr. A. Seif
Dr. R.R.B. Sheppard
Dr. G.S. Sidhu
Dr. W.R. Surphlis
Dr. S. Swaminath
Dr. T. Verny
Dr. Z. Waisman
Dr. H. Ward

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October 17, 2001
December 4, 1996
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Dr. S. Woodside

Dr. T. Wilkie

Dr. R.B. Cormier Dr. P. Firestone Dr. J. Freedman Dr. G. B. Jones Dr. L.O. Lightfoot Dr. L.C. Litman Dr. W. Loza Dr. M. Mamak Dr. G. Nexhipi Dr. D. Nussbaum

Dr. N. Pollock

December 2, 1998 October 9, 2002 October 22, 2009 March 31, 2000 November 20, 1992 February 25, 1998 July 5, 2007 January 27, 2005 March 20, 2002 December 3, 1997 November 3, 1994

May 4, 2011

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^{*} Under O. Reg 88/11 of the Adjudicative Tribunal Accountability, Governance and Appointments Act, members were reappointed using an Automatic Waiver Form.

Dr. D.J. Simourd Dr. G.M. Turrall Dr. C.D. Webster Dr. S.E. Wiseman Dr. P.N. Wright

Public Members

Mr. W. Apted Mr. S. Auty * Ms. N. Boivin Mr. J. Cyr Ms. M. M. Dow Mr. T. Elek Mr. W. Gee

Rev. W. A. Jupp

Ms. N. Lemieux-McKinnon

Ms. M. Linton
Ms. C.E. Little
Dr. L.L.Q. Lum *
Mr. Y. Mahdavi
Ms. R. MacIntyre *
Ms. K.A. Maharaj
Mr. K. Makin
Ms. C. McGrath
Ms. L. Montgomery

Ms. B. Murray * Ms. B. Naegele Mr. A. Okon

Ms. D.M. Ormston

Ms. J.J. Roy * Mr. P. Schur Ms. L. Steadman Mr. K. Turner December 1, 2004 February 24, 1993 December 13, 2000 August 25, 2004 August 24, 1998

March 11, 2015 September 29, 2010 March 11, 2009 January 9, 2013 February 6, 2002 May 16, 2007 January 31, 2008 May 2, 2007 July 15, 2005 October 5, 2005 December 7, 2005 November 19, 1997 July 15, 2005 January 13, 2005 March 21, 2007 December 10, 2014 March 25, 2009 April 8, 2009 October 20, 2010 January 9, 2013 April 20, 2005 May 17, 1999 December 16, 1998

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Review Board Personnel

Up to March 31, 2016

Name Position

The Honourable Mr. Justice Richard D. Schneider Chair

Joe Wright Legal Counsel

Angie Baggetta Registrar and Senior Manager

Manny Tan Executive Assistant

Sheila McDermott Deputy Registrar

Rhea Duketovsky Board Order Administrator

Sewranie Narine Board Order Administrator

Amsale Mamo Board Order Administrator

Radica Roopsingh Case Coordinator

Puja Karia Case Coordinator

Carolyn Cook Case Coordinator

Chloe Vice Case Coordinator

Antonia Virzi Distribution Coordinator

Shukla Fuad Distribution and Records Clerk

Jolanta Tuz Coordinator, Business Operations

Inna Eskin Administrative and Financial Assistant

Sophie Goldenberg Bilingual Receptionist/Secretary

Fran Bolton Secretary to Chair/Counsel

John Smith Systems Officer

Financial Information

2015-16 Expenditures by Standard Account

Description	Allocation	Expenditures	Surplus/(Deficit)
Salaries & Wages	855,100	1,277,509	-422,409
Benefits	99,100	201,584	-102,484
Transportation & Communications	527,800	605,902	-78,102
Services	5,836,800	4,220,888	1,615,912
Supplies & Equipment	56,600	27,760	28,840
Total	7,375,400	6,333,643	1,041,757

2015-16 Expenditures by Function

Function	Expenditures
Salaries & Wages	1,277,509
Employee Benefits	201,584
Administration & Hearings Support	201,463
Annual Hearings	3,011,125
Initial Hearings	964,372
Education	215,236
Adjudicative Operations	208,393
Information Systems	64,644
ORB Accommodation	189,317
Total	6.333.643

Other Direct Operating Expenses (not including salaries, wages and accommodation)

