Ontario Review Board

Annual Report

Fiscal Reporting Period April 1, 2016 - March 31, 2017



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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 five year mark as Chair of the ORB we have, as indicated last year, 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, 2017, the Ontario Review Board had 161 members. In addition to a full time Chair, the Ontario Review Board's part time members include 38 alternate chairs, 21 legal members, 59 psychiatrists, 17 psychologists, and 25 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 victims receive Notices of Hearings, Dispositions and Reasons, as well as Notice that hearings have been adjourned or re-scheduled in order to permit the timely filing of victim impact statement.

New Accused (NCR and Unfit)

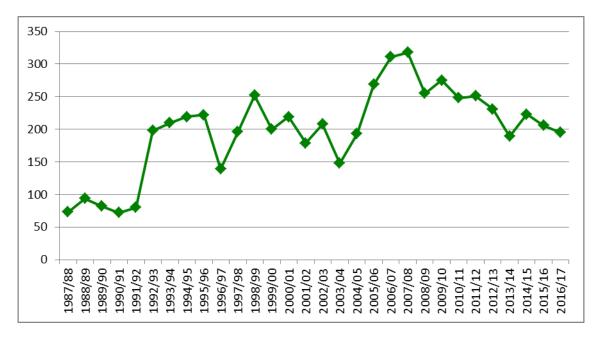


Figure 1 - Number of New Accused per Year

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 2016-2017 the courts found 71 accused to be unfit to stand trial and 124 not criminally responsible on account of mental disorder for the commission of a criminal offence for a total of 195 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 are initiated for all initial hearings where the accused is 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.

2016/17	195
2015/16	206
2013/18	200
2013/14	189
2012/13	231
2011/12	251
2010/11	248
2009/10	275
2008/09	255
2007/08	318
2006/08	311
2005/06	269
2004/05	193
2003/04	148
2002/03	208
2001/02	179
2000/01	219
1999/00	200
1998/99	252
1997/98	196
1996/97	239
1995/96	222
1994/95	219
1993/94	210
1992/93	198
1991/92	80
1990/91	72
1989/90	82
1988/89	94
1987/88	73

Number of Hearings Held Yearly

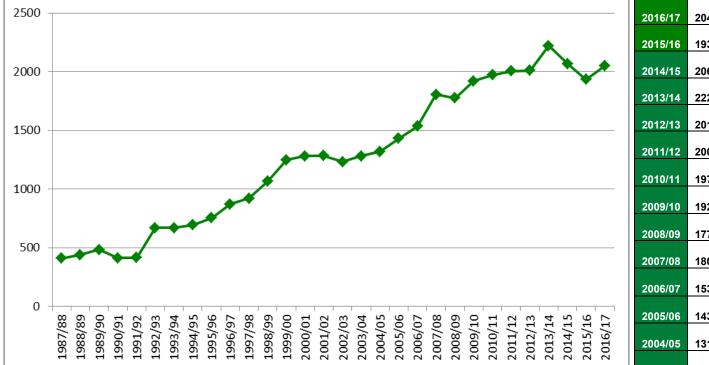


Figure 2 - Number of Hearings per Year

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 2016-2017 was 2048 (see Figure 2).

2016/17	2048
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

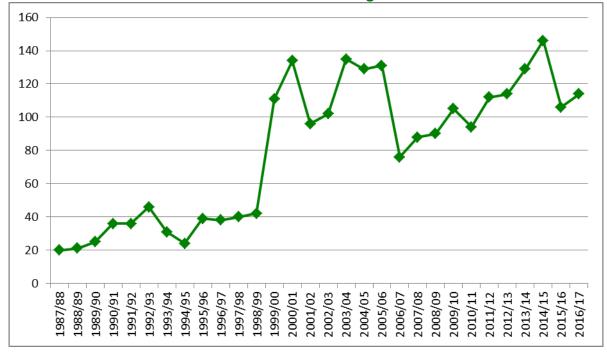
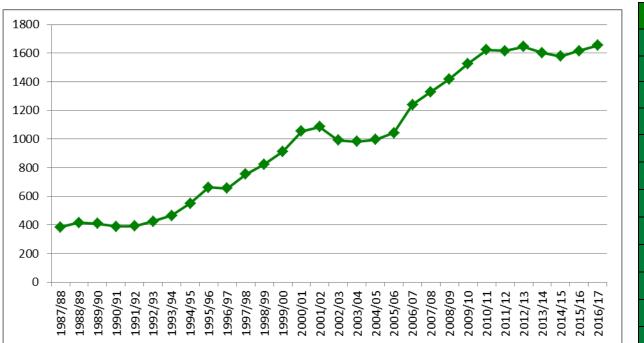


Figure 3 – Absolute Discharges per Year

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).

2016/17	114
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
1987/88	20



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.

2016/17	1655
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

By Way of Summary

As can be seen from the number of hearings conducted during the 2016-2017 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 2016-2017, 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 2016-2017 the Board conducted 240 (103 initials, 137 annuals) pre-hearing conferences.

In the past three 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

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013January 8 ,20181990September 30, 2017, 1999December 7, 2016
May 3, 2021 013 January 8, 2018 2010 October 19, 2020 April 7, 2019 2007 February 6, 2022 03 June 24, 2021 2004 August 24, 2017 2005 June 21, 2021 2006 April 10, 2021 2007 June 21, 2021 2008 April 28, 2017 209 April 28, 2018 7 May 13, 2021 2009 November 24, 2019 2002 December 3, 2016 8 April 1, 2018 209 March 24, 2019 2004 February 17, 2021 2017 June 20, 2017 7, 2013 December 16, 2018 2008 February 26, 2018 2015 August 7, 2019 202 February 20, 2021 203 September 29, 2019 204 February 20, 2021 205 August 7, 2019 205 August 7, 2019 206 November 28, 2016 207 June 16, 2019 208 June 16, 2019

* 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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Legal Members

The Honourable R. Armstrong The Honourable W. Bassel * Mr. R. Bigelow 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 Mr. J. Weinstein * Mr. J. Weppler

Psychiatrists

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 Dr. J. Ellis Dr. L. Faucher

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 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

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Dr. J. P. Fedoroff Dr. J.C. Ferencz Dr. F.W. Furlong * Dr. D.A. Galbraith * Dr. G. D. Glancv * Dr. K. Hand Dr. R.W. Hill * Dr. S.J. Hucker Dr. W. Johnston Dr. A.D. Jones * Dr. E. Kingstone Dr. P.E. Klassen * Dr. A. Kolodziei Dr. W.J. Komer * Dr. C. Krasnik * Dr. R. Kunjukrishnan Dr. S. Lessard Dr. M. Marshall * 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 Dr. T. Wilkie Dr. S. Woodside *

Psychologists

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

October 17, 2001 December 4, 1996 October 4, 2000 November 3, 1994 March 1, 1988 November 3, 2010 December 15, 2004 December 11, 1996 April 2, 2008 October 6, 1999 January 13, 1995 October 13, 1999 August 21, 2003 February 5, 1997 January 28, 2015 December 4, 1996 February 27, 2008 June 27, 2007 August 24, 1998 October 9, 2002 March 1, 2006 August 24, 1998 June 12, 1992 December 9, 2009 June 22, 2006 June 27, 2007 December 11, 1996 December 7, 1994 March 30, 1999 December 8, 1993 January 9, 2013 January 15, 2007 February 24, 2016 April 22, 2009 May 4, 2011

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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 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. J.J. Rov * Mr. P. Schur Ms. L. Steadman * Mr. K. Turner *

February 24, 1993 December 13, 2000 August 25, 2004 August 24, 1998

March 11, 2015 September 29, 2010 March 11, 2009 January 9, 2013 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 December 16, 1998 May 30, 2006 December 21, 2004 January 15, 2007

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Review Board Personnel

Up to March 31, 2017

Name

The Honourable Mr. Justice Richard D. Schneider Chair Joe Wright Angie Baggetta Amanda Wallace Manny Tan Rhea Duketovsky Fran Bolton Amsale Mamo Radica Roopsingh Puja Karia Carolyn Cook Carolyn Nguyen Chloe Vice Antonia Virzi Jolanta Tuz Inna Eskin Sophie Goldenberg Shukla Fuad John Smith

Position

Legal Counsel **Registrar and Senior Manager Executive Assistant Deputy Registrar Board Order Administrator Board Order Administrator Board Order Administrator Case Coordinator Case Coordinator Case Coordinator Case Coordinator Distribution Coordinator Distribution and Records Clerk** Coordinator, Business Operations

Administrative and Financial Assistant

Bilingual Receptionist/Secretary

Secretary to Chair/Counsel

Systems Officer

2016-17 Expenditures by Standard Account

Description	Allocation	Expenditures	Surplus/(Deficit)
Salaries & Wages	855,100	1,309,140	-454,040
Benefits	99,100	183,400	-84,300
Transportation & Communications	527,800	608,852	-81,052
Services	5,836,800	4,156,694	1,680,106
Supplies & Equipment	56,600	25,501	31,099
Total	7,375,400	6,283,587	1,091,813

2016-17 Expenditures by Function

Function

Expenditures

Salaries & Wages	1,309,140
Employee Benefits	183,400
Administration & Hearings Support	198,911
Annual Hearings	3,050,815
Initial Hearings	817,105
Education	242,132
Adjudicative Operations	215,068
Information Systems	67,221
ORB Accommodation	199,796
Total	6,283,587

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

