## SPECIAL MEETING OF THE CANADIAN JUDICIAL COUNCIL

IN THE MATTER OF SECTION 65 OF THE JUDGES ACT, R.S., 1985, C. J-1, AND THE INQUIRY COMMITTEE CONVENED BY THE CANADIAN JUDICIAL COUNCIL TO REVIEW THE CONDUCT OF THE HONOURABLE PAUL COSGROVE OF THE ONTARIO SUPERIOR COURT OF JUSTICE.

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## **HELD BEFORE:**

THE HONOURABLE RICHARD J. SCOTT (CHAIR),
THE HONOURABLE DONALD BRENNER, THE HONOURABLE BEVERLEY
BROWNE, THE HONOURABLE PATRICK D. DOHM, THE HONOURABLE
ERNEST DRAPEAU, THE HONOURABLE ROBERT F. FERGUSON,
THE HONOURABLE CATHERINE A. FRASER,
THE HONOURABLE J. DEREK GREEN, THE HONOURABLE GLEN JOYAL,
THE HONOURABLE JOSEPH P. KENNEDY, THE HONOURABLE JOHN
KLEBUC, THE HONOURABLE ROBERT D. LAING,
THE HONOURABLE MARC M. MONNIN, THE HONOURABLE ROBERT
PIDGEON, THE HONOURABLE GERALD RIP, THE HONOURABLE J.J.
MICHEL ROBERT, THE HONOURABLE FRANCOIS ROLLAND,
HE HONOURABLE EUGENE P. ROSSITER, THE HONOURABLE DAVID D.
SMITH, THE HONOURABLE DEBORAH K. SMITH,
THE HONOURABLE RONALD VEALE, THE HONOURABLE ANDRE WERY

Held at Ballroom B Meeting Room, InterContinental Toronto Centre, 225 Front Street West, Toronto, Ontario, M5V 2X3, on Friday, March 6, 2009 at 9:30 a.m.

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## **APPEARANCES:**

Chris G. Paliare Richard Stephenson Robert Centa For the Hon. Paul Cosgrove

Earl. A. Cherniak Cynthia Kuehl Independent Counsel

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1 Toronto, Ontario
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- 2 --- Upon commencing on Friday, March 6, 2009
- 3 at 9:30 a.m.
- 4 MR. SABOURIN: I am the Executive
- 5 Director of the Canadian Judicial Council. Before
- 6 we begin I want to remind everyone that the use of
- 7 cameras and recording equipment is not allowed
- 8 during the proceedings. Also, everyone who is
- 9 present, I will thank you for turning off any cell
- 10 phones or pagers that you have or switching them
- 11 off to silent mode.
- 12 This meeting of the CJC is public,
- 13 however there is no opportunity for public
- 14 intervention other than statements by Justice
- 15 Cosgrove and counsel. Proceedings are expected to
- 16 conclude around noon or so and at that time I will
- 17 be available if there are any questions from the
- 18 media.
- I will now turn the meeting over
- 20 to the chairperson.
- 21 CHIEF JUSTICE SCOTT: Good
- 22 morning. My name is Richard Scott, I am the Chief
- 23 Justice of Manitoba and Vice Chairperson of the
- 24 Canadian Judicial Council. In accordance with
- 25 Council's operating procedures I will be chairing

- 1 this public meeting.
- 2 With me are 21 other members of
- 3 the Council, they are designated to hear this
- 4 matter in accordance with our by-laws and
- 5 procedures. I take this opportunity to extend a
- 6 special welcome to the Honourable Glen Joyal,
- 7 seated to my far left, who was appointed Associate
- 8 Chief Justice of Manitoba Court of Queen's Bench
- 9 just six weeks ago. Welcome and thank you for
- 10 being here.
- In 2004 the Attorney General of
- 12 Ontario asked the Canadian Judicial Council to
- 13 begin an inquiry into the conduct of the Honourable
- 14 Paul Cosgrove. The Judges Act gives this authority
- 15 to all Attorneys General, however Justice Cosgrove
- 16 challenged the provisions of the Act and asked the
- 17 proceedings be set aside. The process of review by
- 18 the Courts going all the way to the Supreme Court
- 19 of Canada took quite a while but the outcome was to
- 20 validate the inquiry process.
- 21 The Inquiry Committee held
- 22 hearings in late 2008 and presented a report to the
- 23 full Council in which the majority concluded that a
- 24 recommendation should be made that Justice Cosgrove
- 25 be removed from office.

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1 This meeting of the Council has
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2 been convened to hear from Justice Cosgrove and his

- 3 lawyer and from independent counsel in this case,
- 4 after which Council members will retire for
- 5 deliberations.
- 6 Justice Cosgrove and his counsel
- 7 will have a maximum of one-and-one-half hours to
- 8 make oral presentations. Independent counsel will
- 9 have a maximum of one hour. A further fifteen
- 10 minutes will be allocated to counsel for Justice
- 11 Cosgrove to respond as needed. These time limits
- 12 will be rigorously applied. There will be a
- 13 three-minute warning at presentations near the
- 14 maximum amount of time.
- 15 Council members who have questions
- 16 will address themselves through the chair, but we
- 17 will try to keep interruptions to a minimum.
- 18 We are ready to begin and I would
- 19 now invite the honourable Justice Cosgrove to make
- 20 a brief oral statement.
- 21 ORAL STATEMENT BY JUSTICE COSGROVE:
- 22 Chief Justice Scott, Justices of
- 23 the Council, it's a humbling experience to appear
- 24 before you today. I am acutely aware of the fact
- 25 that my judicial career hangs in the balance. I

- 1 made a lengthy statement to the Inquiry Committee
- 2 and I know you have that. I do not intend to
- 3 repeat it although I stand by it.
- 4 I intend return to some of the
- 5 things contained in that statement and to speak to
- 6 the reservations about that statement expressed by
- 7 the Inquiry Committee.
- For the past 40 years I have
- 9 dedicated my life to public service. In the late
- 10 1960s I was a municipal politician in Scarborough,
- 11 Ontario, which was and is a fast-growing suburban
- 12 area of Metropolitan Toronto with a population of
- 13 approximately 600,000 people. Eventually I had the
- 14 honour of serving several terms as Mayor of
- 15 Scarborough and as a member of the Metropolitan
- 16 Toronto Council. In 1980 I was elected to
- 17 parliament, and I had the privilege of serving in
- 18 the cabinet. In 1984 I was appointed as a judge in
- 19 the Eastern Ontario town of Brockville and I have
- 20 lived there with my family since that time.
- 21 Being sworn in as a judge was a
- 22 moment of great pride for me, I felt that it was a
- 23 great honour to serve as a judge and being a judge
- 24 has been the focus of my working, community and
- 25 social life since that time.

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Some of the letters of support
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- 2 that have been filed with you refer to me as a
- 3 "judicial workhorse". I didn't plan it that way
- 4 but it does paint an accurate reflection of my love
- 5 for the work as a judge.
- 6 As a municipal and federal elected
- 7 official I came to understand the heavy
- 8 responsibilities that come with having a position
- 9 of power over lives of people in the community. I
- 10 was a member of the federal cabinet at the time of
- 11 the patriation of the Constitution of Canada and
- 12 the passage of Charter of Rights and Freedoms. I
- 13 had a keen understanding of the significance of
- 14 these events to the people of Canada.
- 15 Upon my appointment as a judge, I
- 16 quickly came to appreciate the unique and important
- 17 role of judges and the administration of justice in
- 18 ensuring the maintenance of the rule of law in
- 19 Canadian society.
- 20 I understand that judicial
- 21 independence plays a key role in ensuring the
- 22 maintenance of the proper administration of justice
- 23 and that, as a result, the public has the right to
- 24 expect high ethical standards of members of the
- 25 bench.

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1 For the past 23 years I have run a
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- 2 Community Law Day program in Brockville. This has
- 3 proved to be an extremely popular and successful
- 4 program involving high school students with lawyers
- 5 and police in a mock jury trial which provides them
- 6 with important lessons respecting the rule of law
- 7 and the administration of justice.
- 8 While I have dealt with all sorts
- 9 of cases and all sorts of lawyers in my years on
- 10 the bench, nothing prepared me for the experience
- 11 of sitting on the Elliott trial. It was an
- 12 extraordinarily difficult experience, like nothing
- 13 I had seen or I have seen since.
- I accept it was my responsibility
- 15 to keep control of the case to ensure that the
- 16 proper administration of justice was maintained,
- 17 and I failed in that task.
- 18 Although I always tried to do the
- 19 right thing, it's now obvious to me that sometimes
- 20 I did not. Nevertheless, I acted in good faith at
- 21 all times. My failures resulted in a number of
- 22 people being hurt in a variety of ways, that is
- 23 something I profoundly regret.
- I knew that my decision in the
- 25 Elliott case would be an unpopular one in many

- 1 circles. While I do not seek out popularity, I
- 2 know that being a judge is not a popularity
- 3 contest, I knew that I had to do what I thought was
- 4 right in accordance with the law and the facts; and
- 5 I did that. Because I had braced for some outcry,
- 6 when it arrived I was neither surprised nor overly
- 7 affected. In retrospect this process may have
- 8 caused me to fail to recognize the degree to which
- 9 my actions had affected others, some in a very
- 10 negative way.
- 11 Fortunately for me, I was able to
- 12 continue to immerse myself in the business of
- 13 judging. Between September 1999, when I released
- 14 my decision, and December 2003, I carried on as I
- 15 had in the past hearing dozens of cases, both civil
- 16 and criminal. During that period, never once did
- 17 any party or counsel raise any concern with me that
- 18 I was sitting on their case. No complaints were
- 19 raised even by a number of Crown counsel attorneys
- 20 who had appeared before me at different times in
- 21 the Elliott case.
- 22 In December 2003, the decision of
- 23 the Court of Appeal reversing my decision in
- 24 Elliott was released. By then I had been a trial
- judge for more than 20 years and I was well aware

- 1 that from time to time every judge is reversed by
- 2 the Court of Appeal. But this decision was
- 3 different. I recognized the harsh criticism of my
- 4 judgment.
- I understood, and I accepted that
- 6 judgement. Nevertheless, I was sustained by my
- 7 view that notwithstanding the errors I had clearly
- 8 made, those errors had been made in good faith and
- 9 what was now obviously a misguided attempt to
- 10 achieve justice in the case.
- 11 For the next five months I
- 12 continued on as I had before, working hard hearing
- 13 cases. As before, no party ever raised any issue
- 14 with me hearing their case.
- In April 2004, I received a copy
- of the Attorney General of Ontario's complaint to
- 17 the CJC. I was shocked to receive it. Frankly, I
- 18 could not understand why the complaint would be
- 19 filed more than six years after many of the events
- 20 in question and more than four-and-a-half years
- 21 after my judgment.
- While it was hurtful to see my
- 23 conduct characterized in the way that it did, I
- 24 recognize now that by this time I had become
- 25 somewhat desensitized to criticism of me over the

- 1 case which I had come to consider as something long
- 2 past.
- I obtained legal advice as to how
- 4 to respond to the complaint and commence the
- 5 challenge to the constitutionality of section 63(1)
- 6 which His Honour has referred to.
- 7 I considered it an important issue
- 8 of principle which affected every superior court
- 9 judge in Canada, and I thought it was an argument
- 10 that had considerable weight. Indeed, I was
- 11 supported in this Constitutional challenge by the
- 12 Canadian Superior Court Judges Association, by the
- 13 Criminal Lawyers Association of Ontario and the
- 14 Canadian Counsel of Criminal Defence lawyers.
- 15 I was also gratified that when my
- 16 challenge succeeded in the Federal Court of Canada
- 17 initially in October 2005, one important side
- 18 effect of the decision was that I obtained the
- 19 agreement of my Chief Justice and my Senior
- 20 Regional Justice to resume a number of active
- 21 judicial duties including civil, family law and
- 22 estates pretrial and mediation as well as motions
- 23 in writing.
- 24 Over the next several years I
- 25 obtained great satisfaction from being able, again,

- 1 to assist in the administration of justice at a
- 2 time and in a place where resources were severely

- 3 strained. And this situation continued until the
- 4 report of the release of Inquiry Committee last
- 5 December.
- 6 Ultimately the decision of the
- 7 Federal Court was overturned and the application
- 8 for leave was denied by the Supreme Court of
- 9 Canada. This brought matters back to the CJC
- 10 Inquiry Committee.
- In April of 2008, I received the
- 12 Notice of Allegations from independent counsel.
- 13 This led to the hearing before the Inquiry
- 14 Committee in 2008 and ultimately to my appearance
- 15 here today.
- 16 I have provided this background in
- 17 order to give some context to the statement I gave
- 18 to the Inquiry Committee. It was not easy for me
- 19 to make that statement even once I recognized that
- 20 it was the right thing to do. Rightly or wrongly,
- 21 judges are not accustomed to apologizing. Perhaps
- 22 it is from training that you should be heard only
- 23 once and that's in your reasons for judgment.
- 24 Whatever the reason, I made my
- 25 statement at that time because I believed it was

1 the right thing to do and I stand by my statement.

- 2 Upon reading the report of the
- 3 Inquiry Committee, it's apparent that the majority
- 4 had two concerns with my statement, and I want to
- 5 address those squarely.
- First, they were concerned that my
- 7 statement did not constitute an unqualified
- 8 recognition of the errors I had made or an
- 9 unqualified apology to those affected by my
- 10 actions. Let me say here that it was my intention
- 11 to make an unqualified recognition of my judicial
- 12 misconduct and an unqualified apology. If my words
- 13 did not convey that meaning, that was my error and
- 14 I regret that. I don't propose to repeat in its
- 15 entirety the apology, I made my statement, you have
- 16 that statement.
- 17 Nevertheless, I do want to
- 18 reaffirm to you the strengths and the sincerity of
- 19 my apology to the Ministry of the Attorney General,
- 20 its counsel and senior representatives, the police
- 21 officers and civilian witnesses that came before me
- 22 in this case and to the public generally.
- 23 Moreover, I would like the
- 24 apologize, again, to the family of the victim of
- 25 the crime who, as a result of my errors, have

- 1 experienced a significant delay in achieving the
- 2 closure arrived at by having the criminal
- 3 prosecution reach its substantive conclusion.
- 4 Secondly, the Inquiry Committee
- 5 expressed concern over the timing of my statement
- 6 and apology. In my statement itself I attempted to
- 7 address that issue, obviously without success. The
- 8 simple matter is that I have been fortified for
- 9 many years by my unflinching view that right or
- 10 wrong I always conducted myself in good faith. I
- 11 felt this was the ultimate obligation of a judge
- 12 and a judge's ultimate protection. I now realize
- 13 this is too simple a perspective.
- 14 Within the context of this
- 15 proceeding I was, for the first time, able to shift
- 16 my perspective and examine how my conduct had such
- 17 serious adverse affect on others. That realization
- 18 came later in the day that others may prefer, but
- 19 it did come.
- Once it came, I made my decision
- 21 to give a statement. I did so without any
- 22 assurance from the Committee that it would have any
- 23 impact upon their deliberations. I did it because
- 24 it was the right thing to do and it was an
- 25 important step in ensuring the confidence in the

- 1 administration of justice is maintained.
- I am 74 years of age and I have
- 3 been a judge close to a quarter of a century, I
- 4 think four months off. Being a judge allows me to
- 5 continue to contribute to the community in the best
- 6 way I know how. I wish to be permitted the
- 7 opportunity to serve out the balance of my time as
- 8 a judge until I retire in December of this year.
- 9 The last thing that I would hope for would be to
- 10 bring disrespect to this office. I realize that by
- 11 my actions and my judicial misconduct, I may have
- 12 done that. I deeply and acutely regret the
- 13 prospect that my actions may have done damage to
- 14 this office.
- The Elliott trial was a very
- 16 unpleasant experience for me. At one time I tried
- 17 to forget about it and to put it behind me. The
- 18 experience of this proceeding has caused me to
- 19 realize that that was the wrong approach. I have
- 20 been forced to examine what I did, how I did it,
- 21 how my conduct did not meet the high standards that
- 22 the public expects. Moreover, I have been forced
- 23 to consider the consequences that my actions had
- 24 upon others. I understand I must learn from them
- 25 and to become a better judge as a result; I believe

- 1 I have done that.
- I am not proud of my role in the
- 3 Elliott trial, however, I do take satisfaction in
- 4 my overall work as a judge performed both before
- 5 and after the Elliott trial.
- 6 When you are assessing the
- 7 recommendation that you will make, I respectfully
- 8 ask that you consider my entire judicial career.
- 9 Others have spoken of my character and my
- 10 integrity, I will speak of my dedication. In this
- 11 case my dedication is to the task of ensuring that
- 12 the public's respect and confidence for the
- 13 judicial office is maintained. If I am allowed the
- 14 opportunity, I will ensure that my remaining months
- 15 as a judge are dedicated to that task. Thank you
- 16 very much.
- 17 CHIEF JUSTICE SCOTT: Thank you,
- 18 Justice Cosgrove. Mr. Paliare, are you ready to
- 19 proceed with your submission this morning?
- 20 SUBMISSIONS BY MR. PALIARE:
- 21 I am, Chief Justice. I, first of
- 22 all, would like to introduce my partners, Richard
- 23 Stephenson and Rob Centa, both of whom have
- 24 assisted me throughout in the matter.
- 25 Chief Justice and members of the

- 1 Council, it is my privilege to appear before you
- 2 today on behalf of Justice Cosgrove.
- We submit that the Canadian
- 4 Judicial Council should not recommend to the
- 5 Minister of Justice that Justice Cosgrove be
- 6 removed from the bench by virtue of having become
- 7 incapacitated or disabled from the due execution of
- 8 his office.
- 9 We do dispute the Inquiry
- 10 Committee findings -- we do not dispute the
- 11 judicial committee findings of judicial misconduct,
- 12 however, we submit that when this Council is
- 13 undertaking the second stage of its analysis, it
- 14 must consider all of the relevant facts and
- 15 circumstances including four specific matters:
- 16 First, the character letters filed
- 17 on behalf of Justice Cosgrove; secondly, the
- 18 opinion expressed by independent counsel that
- 19 removal was not an appropriate sanction on the
- 20 whole of the evidence; third, the evidence that
- 21 Justice Cosgrove sat for more than four-and-a-half
- 22 years after the events in question without any
- 23 complaint, and; fourth, his statement to the
- 24 Inquiry Committee and his remarks here today which
- 25 demonstrated the utmost regret for his conduct and

- 1 his determination to exhibit and promote
- 2 respectively the high standards of judicial conduct
- 3 so as to reinforce public confidence in himself and
- 4 the administration of justice.
- 5 We submit that when this Council
- 6 has considered all of these facts and circumstances
- 7 it will be satisfied that public confidence in
- 8 Justice Cosgrove has not been sufficiently
- 9 undermined so as to render him incapable of
- 10 executing the judicial office. As a result, no
- 11 recommendation for removal is warranted.
- We have filed with the Council an
- 13 extensive brief in support of justice Cosgrove's
- 14 position. In my oral remarks, I simply wish to
- 15 highlight for you what we consider to be the key
- 16 issues that the Council will need to review in
- 17 dealing with this matter.
- In particular, I would like to
- 19 review the following six issues with you:
- 20 First, the test to be applied by
- 21 the Council in making its recommendation; second,
- 22 the significance of the letters of support for
- 23 Justice Cosgrove provided to the Inquiry Committee;
- 24 third, the significance of the views expressed by
- 25 independent counsel; fourth, the significance of

- 1 other evidence when applying a prospective analysis
- 2 to the determination of the appropriate sanction to
- 3 be imposed; fifth, the significance of Justice
- 4 Cosgrove's statement to the Inquiry Committee and
- 5 to you, and; sixth, on the basis of consistency
- 6 that has been a hallmark of the Council, how the
- 7 present case compares to other cases where the CJC
- 8 has considered a recommendation for removal.
- 9 In dealing with those six points I
- 10 ask you to keep in mind two critical facts. The
- 11 events in question are now between nine and eleven
- 12 years old, and, second, as Justice Cosgrove pointed
- out, he has been a judge for over 24 years, nearly
- 14 a quarter of a century.
- 15 Let me begin with the test to be
- 16 applied by the Council. I will be brief on this as
- 17 it is set out in our material. We deal with this
- 18 issue at paragraphs 88 to 90 of our written
- 19 submission.
- 20 As the Matlow report tells us,
- 21 this Council is not sitting in appeal or judicial
- 22 review from the report of the Inquiry Committee.
- 23 As a result, there is no issue of deference to the
- 24 Inquiry Committee's ultimate recommendation,
- 25 although it may be appropriate to defer to the

- 1 Committee's findings of fact. In this case,
- 2 however, there is no controversy with respect to
- 3 the facts so this issue does not arise.
- As a result, the recommendation of
- 5 the Inquiry Committee is only persuasive to the
- 6 extent that this Council in its deliberations finds
- 7 it to be persuasive. It is our submission that for
- 8 a variety of reasons you should reach a different
- 9 conclusion with respect to sanction that should be
- 10 imposed.
- 11 The recent decision of this
- 12 Council in the Matlow report is of substantial
- 13 assistance, in our respectful view, of clarifying
- 14 the analytical approach to be used in cases such as
- 15 this. In particular, the Matlow report, at
- 16 paragraph 166, makes it clear that the CJC is to
- 17 undertake a two-step approach in determining
- 18 whether a recommendation of removal is warranted.
- 19 That two-step approach is as follows: First,
- 20 determine whether the judge has engaged in
- 21 sanctionable conduct in accordance with the
- 22 criteria set out in section 65(2) of the Judges
- 23 Act.
- 24 It is not disputed that some of
- 25 Justice Cosgrove's conduct in this matter

- 1 constituted sanctionable conduct; so this step is
- 2 not in issue before you.
- 3 The second step in the analysis is
- 4 if sanctionable conduct is found, whether that
- 5 conduct satisfies the Marshall test. I don't want
- 6 to test your patience, but it is important to set
- 7 out the test so that we are all looking at the same
- 8 issue.
- 9 The test is: Is the conduct
- 10 alleged so manifestly and profoundly destructive of
- 11 the concept of the impartiality, integrity and
- 12 independence of the judicial role that public
- 13 confidence would be sufficiently undermined to
- 14 render the judge incapable of executing the
- 15 judicial office?
- In undertaking the second stage
- 17 analysis, Council must take into account two
- 18 matters. First, consider the affect of the
- 19 sanctionable conduct in light of all other relevant
- 20 evidence. And, second, recognize that the analysis
- 21 is intrinsically prospective or forward looking in
- 22 the sense that it is seeking to assess the
- 23 likelihood that the sanctionable conduct will
- 24 undermine the public's confidence in the ability of
- 25 the judge to execute his or her judicial duties in

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1 the future so as to necessitate his removal from
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- 2 the bench. That's all set out at paragraph 166 of
- 3 the Matlow report. In our respectful view it's
- 4 something which the inquiry panel failed to do.
- In addition, we submit that in
- 6 undertaking this second-stage analysis, the Council
- 7 must be mindful of the obvious fact that removal is
- 8 the ultimate sanction, it is capital punishment for
- 9 a judge.
- 10 While the Council must consider
- 11 that sanction in a proper case, it must also
- 12 consider whether the public interests can be
- 13 fulfilled and the public confidence in the judge
- 14 and the judiciary as a whole can be maintained by a
- 15 lesser sanction. Only if the Council is convinced
- 16 that nothing less than removal will fulfil the
- 17 public interest should a recommendation of removal
- 18 be made.
- 19 It's clear from paragraphs 181 and
- 20 182 of the Matlow report that the CJC is required
- 21 to take into account all relevant facts and
- 22 circumstances regarding the judge's situation in
- 23 coming to its recommendation.
- 24 In our submission in the
- 25 proceedings before the Inquiry Committee, a single

- 1 issue, specifically the effect of Justice
- 2 Cosgrove's statement, appears to have taken on a
- 3 pre-eminent significance to the exclusion of all
- 4 other relevant considerations.
- I do want to address the issue of
- 6 the effect of Justice Cosgrove's statement before
- 7 the Inquiry Committee, because it is clearly an
- 8 issue of significance. However, there are a number
- 9 of other factors which, from our perspective, are
- 10 equally critical to the Council's consideration and
- 11 I want to address some of those first.
- Let me begin with the second point
- 13 that I wanted to address you on and that is the
- 14 significance of the letters of support for Justice
- 15 Cosgrove provided to the Inquiry Committee.
- We tendered to the Inquiry
- 17 Committee 32 letters which speak to Justice
- 18 Cosgrove's character, honesty, integrity,
- 19 conscientious, commitment to his role as a judicial
- 20 officer and to the administration of justice. All
- 21 of those are part and parcel of what we have put
- 22 before you in the two binders.
- The Inquiry Committee concluded
- 24 that the letters were irrelevant to the
- 25 consideration and gave them no weight. They

- 1 accepted the letters when we introduced them but
- 2 never said to us that they were going to disregard
- 3 them. In our submission it is clear the Inquiry
- 4 Committee erred in principle in failing to consider
- 5 and to give any weight to the letters.
- The Inquiry Committee's handling
- 7 of the character letters reflect its
- 8 misapprehension of the two-stage approach that the
- 9 CJC has determined in the Matlow report as being
- 10 appropriate in these kinds of cases.
- 11 The Inquiry Committee said that it
- 12 disregarded the character letters because the
- 13 letters did not address the events which gave rise
- 14 to the allegations of misconduct. We don't dispute
- 15 that fact, but we specifically refrained from
- 16 asking the authors of the letters to comment on any
- 17 of the facts of Regina versus Elliott. My
- 18 respectful view, perhaps I was wrong but I don't
- 19 think I am, it would have been improper to do so.
- The character letters were not
- 21 tendered to speak to the first stage of the
- 22 analysis nor did we ever assert that that was the
- 23 case. Rather, they were tendered to address the
- 24 second stage where the focus of the CJC is much
- 25 broader. This is the very issue that the CJC dealt

| 1  | with in paragraphs 149 to 1 | 50 of the Matlow report   |
|----|-----------------------------|---------------------------|
| 2  | where they said this:       |                           |
| 3  | "The                        | reasons of Inquiry        |
| 4  | Comm.                       | ittee indicate that it    |
| 5  | view                        | ed this evidence"         |
| 6  | That is c                   | naracter letters          |
| 7  | submitted on behalf of Just | ice Matlow                |
| 8  | "                           | as partisan and, in any   |
| 9  | even                        | t, as representative of a |
| 10 | smal                        | l segment of the public   |
| 11 | only                        | . We do not disagree      |
| 12 | with                        | this assessment. But we   |
| 13 | also                        | find the evidence to be   |
| 14 | rele                        | vant. Positing the        |
| 15 | oppo                        | site question, what if    |
| 16 | there                       | e were a deluge of        |
| 17 | lette                       | ers from the local        |
| 18 | comm                        | unity, including Justice  |
| 19 | Matle                       | ow's peers and lawyers,   |
| 20 | to t                        | ne effect that he was     |
| 21 | unfi                        | t to hold office? Would   |
| 22 | that                        | be relevant as part of    |
| 23 | our                         | deliberations? We think   |
| 24 | it ma                       | ay properly be. So too,   |
| 25 | are                         | the support letters which |

| 1  | have been accepted as             |
|----|-----------------------------------|
| 2  | evidence."[as read]               |
| 3  | I particularly focus on paragraph |
| 4  | 150 of the Matlow report.         |
| 5  | "Character is certainly           |
| 6  | relevant to the assessment of     |
| 7  | a judge's attributes. The         |
| 8  | letters deal with various         |
| 9  | aspects of Justice Matlow's       |
| LO | character, that is his            |
| L1 | integrity, honesty,               |
| L2 | conscientious work ethic and      |
| L3 | commitment. While these           |
| L4 | letters are not relevant to       |
| L5 | whether the conduct               |
| L6 | complained of occurred, they      |
| L7 | may be relevant to why the        |
| L8 | acts occurred, the context of     |
| L9 | the acts and whether the acts     |
| 20 | were committed without malice     |
| 21 | and without bad faith.            |
| 22 | Character is also highly          |
| 23 | relevant to the issue of what     |
| 24 | recommendations should flow       |
| 25 | from a finding of judicial        |

| 1  | misconduct. While the weight                       |
|----|--|
| 2  | to be given to this evidence                       |
| 3  | is admittedly for the Inquiry                      |
| 4  | Committee, and while an                            |
| 5  | Inquiry Committee may elect                        |
| 6  | to give it little weight,                          |
| 7  | still it is an error in                            |
| 8  | principle to simply ignore                         |
| 9  | this kind of evidence for all                      |
| 10 | purposes. In particular, the                       |
| 11 | evidence is relevant to the                        |
| 12 | sanction phase of the                              |
| 13 | proceedings and ought to have                      |
| 14 | been considered in that                            |
| 15 | context. It was not."[as                           |
| 16 | read]  |
| 17 | Said the CJC in the Matlow matter.                 |
| 18 | Three critical points from that last paragraph:    |
| 19 | First, the letters may be relevant                 |
| 20 | to determine if the acts committed were done with  |
| 21 | malice or bad faith. All 32 letters that we have   |
| 22 | filed with you in this matter and that were before |
| 23 | the Inquiry Committee without question make it     |
| 24 | clear that Justice Cosgrove was a fair-minded,     |
| 25 | conscientious judge who would not and did not      |

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1 conduct himself or make decisions in bad faith.
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- 2 I add that the Inquiry Committee
- 3 itself found, with respect to the very conduct
- 4 under review in the Elliott case, that Justice
- 5 Matlow did not act in bad faith. I refer you to
- 6 paragraphs 133 and 157 of the Inquiry Committee
- 7 decision where that specific finding of fact is
- 8 made by the Inquiry Committee.
- 9 The second critical point from
- 10 paragraph 150 of the Matlow report is that
- 11 character letters are highly relevant to the issue
- 12 of sanction.
- The third point is it's an error
- 14 in principle to ignore the character letters.
- 15 Yet at paragraph 38 of the reasons
- 16 of the inquiry panel in Justice Cosgrove's matter,
- 17 the panel expressly says they are not giving weight
- 18 to the letters submitted on behalf of Justice
- 19 Cosgrove. I submit to you, given what you have
- 20 said in the Matlow report, that that is an error in
- 21 principle.
- 22 For the reasons recognized in the
- 23 Matlow report, we submit at paragraphs 142 to 147
- 24 of our written submissions that the character
- 25 letters filed by Justice Cosgrove are important

- 1 evidence that this Council can rely upon in its
- 2 task of assessing on a prospective basis whether
- 3 removing Justice Cosgrove from the bench is
- 4 essential to the maintenance of the public
- 5 confidence in the judiciary. These letters assist
- 6 the Council because they speak to the high regard
- 7 that a varied cross section of the bench, the bar
- 8 and the public have for the integrity and character
- 9 of Justice Cosgrove. Their insight, in my
- 10 respectful view, will assist you in assessing how
- 11 Justice Cosgrove will conduct himself in the event
- 12 he is permitted to remain on the bench.
- 13 I add that in the Matlow inquiry
- 14 report it was said that the letters that were
- 15 submitted on behalf of Justice Matlow were from a
- 16 small segment of the public. My respectful view,
- 17 that isn't the case here. I have pointed out in
- 18 the written submissions to you that we have letters
- 19 from senior regional justices, I believe four of
- 20 them; we have letters from fellow judges; we have
- 21 letters from judges who had appeared before Justice
- 22 Cosgrove as counsel before their appointment; we
- 23 have letters from lawyers who have appeared before
- 24 Justice Cosgrove; and we have six or seven letters
- 25 from the community itself. In my respectful view

- 1 it's a broad cross section setting out their views
- 2 of Justice Cosgrove over the last 24 to 25 years as
- 3 a judge.
- In addition, from our perspective,
- 5 it is worth noting comments made by independent
- 6 counsel to the Inquiry Committee regarding the
- 7 impact of the character letters at the time they
- 8 were introduced.
- 9 In particular, as set out in
- 10 paragraph 145 of our written submissions,
- 11 independent counsel noted that while he formed his
- 12 opinion that this was not an appropriate case for a
- 13 recommendation of removal, he did so before he
- 14 received the 32 letters of character evidence. But
- 15 he went on to say his opinion that this was not an
- 16 appropriate case for removal was and I quote
- 17 "reinforced" by the content of those letters.
- 18 Put differently, these letters are
- 19 an additional factor which is relevant in
- 20 determining the appropriate recommendation to be
- 21 made with respect to sanction.
- I am not going to take you,
- 23 because of time, to the letters. I have set out in
- 24 our written submissions a number of quotes from
- 25 those letters. I particularly refer you to

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1 paragraphs 120 to 140 of our written submissions.
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- 2 If I could, though, there is one
- 3 paragraph that I did want to take you to and that
- 4 is paragraph 121.
- 5 Paragraph 121 of our submissions
- 6 say this, that a number of themes run through the
- 7 letters and, that is, that Justice Cosgrove:
- 8 Is a committed jurist;
- 9 He has a strong and abiding belief
- in the need for people who come before the Courts
- 11 to be treated fairly;
- He is a person of great integrity;
- He is, as he described to you this
- 14 morning, it's a phrase that's used time and again
- in the letters a "judicial workhorse" who would
- 16 take whatever assignments were given to him by his
- 17 regional senior judges and regularly gave up
- 18 non-sitting weeks and vacation weeks to pitch in
- 19 and help where there was a need;
- He is courteous and thoughtful and
- 21 recognized as a very good judge, if not an
- 22 excellent judge, in the area of family law in
- 23 particular;
- 24 Very respectful and helpful to
- 25 unrepresented litigants. Again, you will see that

- 1 theme in the letters;
- 2 And he has a strong commitment to
- 3 the community, including the restoration of the
- 4 Brockville Courthouse, which I am advised is a
- 5 gorgeous courthouse really through his efforts.
- And what I didn't mention in the
- 7 themes were, what he mentioned to you, that he was
- 8 the founder of the law day in the community whereby
- 9 students from the school would come and do a moot
- 10 court, and he was active in that.
- So you will see all of that in the
- 12 letters, and I ask you and I hope that you will
- 13 read all of the character letters that have been
- 14 filed on his behalf.
- But by failing to consider the
- 16 letters, we do not have the benefit of knowing what
- 17 the Inquiry Committee recommendation would have
- 18 been if it had done as we submit it should have and
- 19 as this CJC has said is an error in principle.
- We do note, however, that Justice
- 21 Wachowich, in dissent, recommended against removal
- 22 even without the benefit of considering the
- 23 character letters.
- 24 I should note that the decision of
- 25 the Inquiry Committee in the instant case was

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1 released after the decision of the CJC in the
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2 Matlow case and there is no mention in the Inquiry

- 3 Committee decision about the CJC's review of the
- 4 appropriate use of character letters or that it
- 5 would be an error in principle not to consider them
- 6 at the second stage. I just need to make this
- 7 point, not only was there no explanation of it, but
- 8 there is just -- it is just completely silent on
- 9 it.
- 10 But if you look at the date of the
- 11 release of the Matlow report and the date on the
- 12 report of the Inquiry Committee, you might think
- 13 that I have misled you. Because the date on the
- 14 inquiry panel for Justice Cosgrove is something
- 15 like November the 27th, and the decision of the CJC
- 16 in Justice Matlow's was on December the 3rd. But I
- 17 can assure you that none of us received the report
- 18 of the inquiry panel until December the 4th. That
- 19 is, we didn't get the Inquiry Committee decision
- 20 until after the release of the Matlow report.
- 21 But, in any event, you can see
- 22 that they were all being discussed at the same time
- 23 and that those who were on the panel of the Inquiry
- 24 Committee with respect to Justice Cosgrove
- 25 participated in the decision in the Matlow report

- 1 and so would have been aware of this fundamental
- 2 and important principle that character letters can
- 3 and should be considered at the second stage.
- 4 We urge you to consider those and
- 5 give them weight when you determine what the
- 6 appropriate sanction should be.
- 7 My third point that I wanted to
- 8 deal with is the significance of the views
- 9 expressed by independent counsel.
- 10 As set out in more detail at
- 11 paragraphs 50 to 52 and 115 of our written
- 12 submissions, following Mr. Justice Cosgrove's
- 13 statement to the Inquiry Committee, Mr. Cherniak,
- 14 independent counsel, indicated that based on
- 15 Justice Cosgrove's statement that the record was no
- 16 longer capable of supporting a recommendation that
- 17 Justice Cosgrove be removed from office. Rather,
- 18 independent counsel stated it was his view that on
- 19 a full review of the record coupled with Justice
- 20 Cosgrove's statement, that the record was capable
- 21 of supporting a recommendation for a strong
- 22 admonition but not removal.
- Needless to say, no one suggests
- 24 that either the Inquiry Committee or this Council
- 25 is in any way bound by the views of independent

- 1 counsel as to the appropriate recommendation to be
- 2 made. However, in this case, not only did the
- 3 Inquiry Committee not accept the opinion of
- 4 independent counsel, but also the Inquiry Committee
- 5 failed to express any reasons for rejecting that
- 6 opinion.
- 7 We submit that the views and
- 8 recommendations expressed by the independent
- 9 counsel should be accorded significant weight, both
- 10 by the inquiry panel and, more importantly, by this
- 11 council. If there is some reason to not accept the
- 12 views of independent counsel, in my respectful
- 13 view, it is an error in principle not to at least
- 14 set out why it is you are not accepting those
- 15 views.
- We say that those views should
- 17 have been accorded strong consideration for five
- 18 reasons. And those five reasons are as follows:
- 19 First, independent counsel is
- 20 charged with a duty to present the case to the
- 21 committee;
- Second, independent counsel is
- 23 required to act impartially;
- 24 Third, independent counsel have
- 25 reviewed every one of the more than 20,000 pages of

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1 transcript from the lengthy Elliott trial and
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- 2 examined the exhibits from the trial;
- Fourth, independent counsel
- 4 interviewed numerous people involved in or affected
- 5 by the Elliott trial well beyond the four that gave
- 6 evidence before the inquiry panel, and;
- 7 Fifth, independent counsel
- 8 represents the public interest, which features so
- 9 prominently in the analysis of whether or not a
- 10 recommendation for removal is appropriate.
- 11 We make more detailed submissions
- 12 on this issue at paragraph 118 of our written
- 13 submissions.
- 14 In addition, though, it is
- 15 submitted that there is a significant institutional
- 16 interest both from the perspective of the CJC and
- 17 the effected judge to have early resolutions of
- 18 inquiries in circumstances where that is
- 19 appropriate and possible.
- In the Boilard matter, for
- 21 example, the CJC specifically endorsed the
- 22 appropriateness of independent counsel taking an
- 23 active role to bring an inquiry to an early
- 24 conclusion in circumstances where the independent
- 25 counsel was satisfied that the case did not warrant

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1 a recommendation for removal.
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- While the situation is slightly
- 3 different here, it is submitted that similar
- 4 considerations apply. The CJC should foster a
- 5 climate where a judge that is subject to an inquiry
- 6 is encouraged to work together with independent
- 7 counsel to explore all ways to determine whether
- 8 steps can be taken to shorten the inquiry process
- 9 including the possibility of early resolution.
- 10 While the ultimate conclusions
- 11 must always reside with the Inquiry Committee and
- 12 the Council as a whole, affording proper respect to
- 13 the role of independent counsel can and should
- 14 facilitate a more expeditious and co-operative
- 15 resolution of cases. Totally ignoring the opinion
- 16 of independent counsel is antithetical to his role
- 17 of acting in a public interest and undermines the
- 18 pivotal role that independent counsel play and
- 19 diminishes the potential for early resolution.
- That outcome, in my respectful
- 21 view, is not in the interest of the judge, it's not
- 22 in the interest of the CJC and it's not in the
- 23 interest of the public as a whole.
- 24 My fourth point is the
- 25 significance of other evidence on the Council's

- 1 analysis about a prospective determination of the
- 2 appropriate sanction.
- 3 As recognized in the Matlow
- 4 report, the task of this Council in the second
- 5 stage of its analysis is essentially a prospective
- 6 one. In effect, the Council is required to attempt
- 7 to ascertain whether past events have rendered the
- 8 judge incapable of maintaining public confidence in
- 9 his ability to discharge his judicial duties in the
- 10 future. Typically there will be little or no
- 11 direct evidence with respect to these future
- 12 events, so the Council will required to make
- inferences based on the evidence they do have.
- 14 However, the present case is
- 15 somewhat unique in that you actually do have direct
- 16 evidence as to the impact of the events of the
- 17 Elliott trial on the ability of Justice Cosgrove to
- 18 maintain the public confidence in discharging his
- 19 judicial duties.
- 20 Specifically, and as set out at
- 21 paragraphs 19 to 21 of our written submissions,
- 22 Justice Cosgrove's decision in the Elliott case was
- 23 delivered in September of 1999. The decision of
- 24 the Court of Appeal was in December of 2003. The
- 25 Attorney General's complaint was delivered in April

- 1 of 2004. As Justice Cosgrove has pointed out,
- 2 during those four-and-a-half years Justice Cosgrove
- 3 exercised the full range of his judicial duties in
- 4 dozens of cases, both civil and criminal, at no
- 5 time did any party make any complaint with him
- 6 sitting or raise any suggestion that he should
- 7 recuse himself from their case. This included many
- 8 cases involving representatives of the Attorney
- 9 General of Ontario, including some of the same
- 10 Crown attorneys that appeared before him in the
- 11 Elliott matter.
- 12 It does not appear that the
- 13 Inquiry Committee gave any consideration to these
- 14 facts upon which we relied at the hearing. We
- 15 submit you should. In our submission, this is
- 16 powerful direct evidence of the very matter you
- 17 must determine at the second stage of your
- 18 analysis. It demonstrates that Justice Cosgrove
- 19 can continue to discharge effectively the duties of
- 20 his office and public confidence has not been
- 21 undermined. This is critical to your ultimate
- 22 determination.
- My fifth point, the significance
- 24 of Justice Cosgrove's statement to the inquiry
- 25 today. On the seventh day of the proceedings

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25

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counsel's completion of the presentation of
 2
 3
    evidence to the Inquiry Committee, Justice Cosgrove
    made his statement to the Inquiry Committee. You
    have a copy of that statement at Tab 1(e) of our
 5
 6
    book of documents as Justice Cosgrove has referred
 7
    to it this morning and reaffirmed it in his remarks
    to you.
 8
 9
                      In our submission, the statement,
10
    together with his remarks to you this morning, are
    very significant factors weighing against any
11
    recommendation for removal.
12
                                 There can be no
    question about the sincerity and genuineness of the
13
    statement made by Justice Cosgrove. Any
14
15
    fair-minded person reading that statement or
    hearing from Justice Cosgrove today could not
16
    conclude otherwise.
17
18
                      I don't believe I can say it
19
    better than Justice Wachowich did in his dissenting
    reasons. Paragraph 195, he said:
20
2.1
                           "The sincerity of Justice
22
                           Cosgrove's statement is
                           demonstrated from the outset.
23
                           He explains that this
24
```

experience has been

before the Inquiry Committee, before independent

| 1 "extremely humbling   | and       |
|-------------------------|-----------|
| 2 chastening" for him.  | Не        |
| 3 states "to be clear,  | I made    |
| 4 many mistakes in tha  | t         |
| 5 trial I at times      | lost my   |
| 6 wayI now reali        | ze that I |
| 7 made a series of sig  | nificant  |
| 8 errors that affected  | that      |
| 9 proceeding". Justic   | е         |
| 10 Cosgrove outlines th | at he     |
| read the Court of Ap    | peal      |
| decision carefully a    | nd was    |
| humbled. He states      | that "the |
| 14 Court of Appeal foun | d that I  |
| had made many errors    | in my     |
| 16 findings of fact and | I had     |
| misapplied the law o    | n         |
| numerous occasions.     | I accept  |
| 19 their reasons withou | t         |
| reservation". Justi     | се        |
| 21 Cosgrove notes that  | he        |
| reflected upon the C    |           |
| <b>-</b>                | ourt of   |
| 23 Appeal's decision fo |           |
| -                       | r the     |

| 1  | Court of Appeal's reasons for                     |
|----|---|
| 2  | decision have affected me                         |
| 3  | greatly. I have no doubt                          |
| 4  | they have made, and will make                     |
| 5  | me, a better trial judge. I                       |
| 6  | fully appreciate my duties                        |
| 7  | and responsibilities as a                         |
| 8  | judge. I have changed, and                        |
| 9  | will continue to change, my                       |
| 10 | approach to judicial                              |
| 11 | decisions based upon the                          |
| 12 | insights I have obtained from                     |
| 13 | the reasons of the Court of                       |
| 14 | Appeal." Justice Cosgrove                         |
| 15 | also explains that he has                         |
| 16 | "spent many hours reflecting                      |
| 17 | carefully on the Notice                           |
| 18 | provided to me by independent                     |
| 19 | counsel."[as read]                                |
| 20 | He goes on at paragraph 196 and                   |
| 21 | disagrees with the majority of the Committee with |
| 22 | respect to the way in which they, it's my word,   |
| 23 | parsed the statement by Justice Cosgrove. Justice |
| 24 | Wachowich says:                                   |
| 25 | "The majority of the                              |

| 1  | Committee notes that Justice  |
|----|-------------------------------|
| 2  | Cosgrove's statement may not  |
| 3  | necessarily be viewed as an   |
| 4  | unqualified apology and the   |
| 5  | Committee then outlines       |
| 6  | portions of the statement     |
| 7  | that raise such a concern. I  |
| 8  | respectfully disagree,        |
| 9  | however, that the phrase      |
| 10 | "counsel for both parties     |
| 11 | aggressively represented      |
| 12 | their client's interests" can |
| 13 | be interpreted, as suggested  |
| 14 | by the Committee, to mean     |
| 15 | that Justice Cosgrove still   |
| 16 | holds the Crown partly        |
| 17 | responsible for his           |
| 18 | difficulties throughout the   |
| 19 | trial. Nor do I agree that    |
| 20 | utilizing the word "may" in   |
| 21 | the regret expressed for "any |
| 22 | intemperate, denigrating or   |
| 23 | unfair language that I may    |
| 24 | have used" is to be construed |
| 25 | unfavourably towards Justice  |

| 1  | Cosgrove's statement in its                         |
|----|---|
| 2  | entirety. Rather, Justice                           |
| 3  | Cosgrove realizes that his                          |
| 4  | conduct during the trial was                        |
| 5  | not above reproach in the                           |
| 6  | view of reasonable, fair                            |
| 7  | minded and informed persons.                        |
| 8  | He admits,  |
| 9  | "with hindsight, my attempts                        |
| 10 | met with only modest success,                       |
| 11 | it is certainly not                                 |
| 12 | typical of my conduct in the                        |
| 13 | courtroom, and I have and                           |
| 14 | will continue to ensure that                        |
| 15 | I always conduct myself in                          |
| 16 | the best traditions of the                          |
| 17 | judiciary."[as read]                                |
| 18 | We submit that Justice Cosgrove's                   |
| 19 | statement to the Inquiry Committee and his remarks  |
| 20 | here today are important to ensuring that the       |
| 21 | public's confidence in the judiciary as a whole and |
| 22 | Justice Cosgrove is maintained.                     |
| 23 | First, Justice Cosgrove has                         |
| 24 | provided a full, complete, sincere apology to the   |
| 25 | various persons who were effected by his actions.   |

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1 At least three important aspects
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- 2 of his apology are apparent:
- First, providing apologies where
- 4 they are appropriate, in our view, provides strong
- 5 evidence of the self awareness that he did not
- 6 maintain a proper standard of conduct.
- 7 Secondly, apologies also
- 8 demonstrate an awareness of the real consequences
- 9 visited upon real people by his past actions.
- 10 And, thirdly, apologies provide
- 11 evidence of a desire and attempt to put things
- 12 right to the extent that he is able.
- Justice Cosgrove hopes that his
- 14 apology can provide a degree of comfort to those
- 15 who he mistreated in the past.
- 16 Secondly, in addition to the
- 17 apologies, his statement contains a complete and
- 18 sincere acknowledgement of his misconduct. His
- 19 statement itemizes the ways that his conduct fell
- 20 below the required standard. For example, one, the
- 21 statement reveals Justice Cosgrove's self awareness
- 22 of his individual errors and failures. Secondly,
- 23 the statement reveals Justice Cosgrove's sincere
- 24 pledge to ensure that his errors and failures are
- 25 not repeated. Third, the statement reveals Justice

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1 Cosgrove has learned and will continue to learn
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2 from the CJC's own publications, and elsewhere, to

- 3 uphold the highest standards of the judiciary.
- 4 Justice Cosgrove's statement to
- 5 the Inquiry Committee and his remarks here today
- 6 reveal two truths. First, this experience has
- 7 taught Justice Cosgrove a very hard lesson. And,
- 8 secondly, Justice Cosgrove is resolute in his
- 9 commitment to ensure that nothing of this nature
- 10 occurs again.
- 11 My sixth point. How the present
- 12 case compares to other cases where the CJC has
- 13 considered recommendation for removal. Justice
- 14 Cosgrove submits that prior decisions of the CJC do
- 15 not compel that the CJC should recommend his
- 16 removal from the bench. In contrast, we submit
- 17 that prior CJC past decisions support that a strong
- 18 admonition would be more than sufficient.
- 19 Justice Cosgrove submits for the
- 20 reasons set out in paragraphs 149 to 152 of our
- 21 written submissions that his case is
- 22 distinguishable from that of Justice Bienvenue.
- 23 The Inquiry Committee concerning the Honourable
- 24 Justice Bienvenue concluded that he misused the
- 25 office of judge when he used it to express his

25

```
personal beliefs about women, Holocaust victims and
 1
    suicidal persons and as well to criticize jurors in
 2
 3
    a criminal case of Regina v. Theberge.
 4
                      The Bienvenue Inquiry Committee
    noted that the breaches of ethics were serious and
 5
 6
    had not been retracted by the judge. The Bienvenue
 7
    Inquiry Committee recommended Judge Bienvenue be
    removed from office and wrote:
 8
 9
                            "We particularly took account
                           of Mr. Justice Bienvenue's
10
                           testimony during the trial.
11
12
                           We found that the judge has
                           shown an aggravating lack of
13
                           sensitivity to the
14
15
                            communities and individuals
                           offended by his remarks or
16
                           conduct. In addition, the
17
                           evidence could not be
18
19
                           clearer, Mr. Justice
20
                           Bienvenue does not intend to
2.1
                           change his behaviour in any
22
                           way."[as read]
23
                      When the CJC considered the report
    of the Bienvenue Inquiry Committee it emphasized
24
```

the fact that Justice Bienvenue had demonstrated no

| Τ  | intention of changing his ways. CJC wrote:          |
|----|---|
| 2  | "No attempt has been made by                        |
| 3  | Mr. Justice Bienvenue since                         |
| 4  | the delivery of the report of                       |
| 5  | the Inquiry Committee to                            |
| 6  | indicate any intention on his                       |
| 7  | part to, in fact, change his                        |
| 8  | behaviour."[as read]                                |
| 9  | Justice Cosgrove submits that in                    |
| 10 | the Bienvenue case the CJC placed significant       |
| 11 | weight on the evidence and position of the judge in |
| 12 | question. In particular, it focussed on whether or  |
| 13 | not Justice Bienvenue recognized and understood how |
| 14 | he fell into error and whether he would provide an  |
| 15 | assurance that the conduct would not happen again.  |
| 16 | Justice Bienvenue failed to do that.                |
| 17 | Justice Cosgrove submits for the                    |
| 18 | reasons set out in our brief that his statement,    |
| 19 | unlike Justice Bienvenue's steadfast refusal to     |
| 20 | acknowledge wrongdoing, demonstrated his            |
| 21 | understanding of his errors, contained a strong     |
| 22 | assurance that such errors would not be repeated.   |
| 23 | For this important reason, Justice Cosgrove submits |
| 24 | that his case is distinguishable from Justice       |
| 25 | Rienvenue's situation                               |

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1 We further submit that the
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- 2 situation before you is more analogous to that of
- 3 Justice Flynn. These submissions are found at
- 4 paragraphs 153 to 156 of our written submissions.
- 5 The CJC appointed the Inquiry Committee concerning
- 6 Justice Flynn as a result of a request from the
- 7 Quebec Attorney General to enquire into his conduct
- 8 with respect to statements he had made to a
- 9 newspaper relating to a property transaction
- 10 involving his wife.
- 11 The Flynn Inquiry Committee
- 12 concluded that Justice Flynn should have refrained
- 13 from making comments to the media, which they
- 14 characterized as inappropriate and unacceptable.
- 15 The Flynn Inquiry Committee held that Justice Flynn
- 16 had spoken out on matters of a controversial nature
- 17 which were likely to come before the superior court
- 18 of which he was a member and that he had failed in
- 19 the due execution of his office given the duty to
- 20 act in a reserved manner.
- 21 However, it went on to say that
- 22 given Justice Flynn's irreproachable career, the
- 23 isolated nature of the incident complained of, the
- 24 unlikelihood of a similar incident reoccurring, and
- 25 the judge's acknowledgement of having made a

- 1 mistake in speaking to the journalist, the Flynn
- 2 Inquiry Committee concluded that Justice Flynn was
- 3 not disabled from the due execution of his office,
- 4 ie., prospectively, and that there was no
- 5 recommendation that he be removed from office.
- I particularly commend you the
- 7 Flynn Inquiry Committee report at paragraph 77.
- 8 The CJC in its report to the Minister agreed with
- 9 the Flynn Inquiry Committee's conclusion.
- 10 At paragraph 33 of Mr. Cherniak's
- 11 brief, he attempts to distinguish the Flynn case by
- 12 saying that Justice Cosgrove's misconduct extended
- 13 over the course of two years and was repetitive in
- 14 nature, unlike Justice Flynn.
- 15 With respect, we disagree with Mr.
- 16 Cherniak's characterization and conclusion. Justice
- 17 Cosgrove's conduct in Regina v. Elliott was in the
- 18 context of one case. It did extend over about a
- 19 year-and-a-half, he repeated the same errors on a
- 20 number of occasions within the context of that one
- 21 case; but he did not do so in bad faith. He now
- 22 recognizes he erred, he recognizes that fact, he
- 23 apologizes for those errors and he is truly
- 24 repentant. He did so in the context of what he
- 25 described as a very difficult case, one that he had

- 1 never encountered in his career either before or
- 2 since.
- But if it was not done in bad
- 4 faith, I suggest to you that the conclusion, of
- 5 course, is that whatever he did he did in good
- 6 faith. It is consistent with what occurred and the
- 7 conclusion in the Flynn matter.
- 8 Moreover, the evidence before you
- 9 demonstrates Justice Cosgrove's own irreproachable
- 10 career. Twenty-four years as a judge, probably
- 11 closer to 40 years in public service. The
- 12 unlikelihood of a similar incident recurring and
- 13 his acknowledgement of his errors and acts of
- 14 judicial misconduct.
- 15 Those factors make it akin to the
- 16 Flynn case, in my respectful view, and are not the
- 17 factors that one should take into account if you
- 18 are considering removal.
- 19 Similarly, as set out at
- 20 paragraphs 156 to 158 of the written submissions,
- 21 Justice Cosgrove submits that his situation is
- 22 similar to that of Justice Matlow.
- The Matlow Inquiry Committee
- 24 recommended that he be removed from the bench,
- 25 however the CJC did not recommend to the Minister

| Τ  | that he be removed from the bench. Rather, the |
|----|--|
| 2  | Matlow report, at paragraph 178, said the      |
| 3  | following:                                     |
| 4  | "Moreover, we have explained                   |
| 5  | why it is appropriate to                       |
| 6  | place on the sanction scale                    |
| 7  | the character evidence                         |
| 8  | letters Justice Matlow                         |
| 9  | submitted to the Inquiry                       |
| 10 | Committee, these letters                       |
| 11 | speak to public support and                    |
| 12 | confidence in Justice Matlow                   |
| 13 | albeit from the certain part                   |
| 14 | of the local community                         |
| 15 | only."[as read]                                |
| 16 | And in a part of paragraph 179,                |
| 17 | the report says:                               |
| 18 | "He"   |
| 19 | Justice Matlow.                                |
| 20 | "acknowledged that he made                     |
| 21 | errors and engaged in various                  |
| 22 | forms of inappropriate                         |
| 23 | conduct. He apologized                         |
| 24 | without reservation for                        |
| 25 | errors of judgment and                         |

| Τ  | inappropriate conduct."[as           |
|----|--------------------------------------|
| 2  | read]                                |
| 3  | Justice Matlow also concluded        |
| 4  | the inquiry concluded and said this: |
| 5  | "The Inquiry Committee               |
| 6  | expressed concern that I             |
| 7  | would repeat the conduct that        |
| 8  | led them to recommend that I         |
| 9  | be removed from the bench.           |
| 10 | In response to that concern I        |
| 11 | promise you today in the most        |
| 12 | binding way that I can               |
| 13 | conceive that if I am                |
| 14 | permitted to remain in office        |
| 15 | as a judge I will never              |
| 16 | repeat conduct similar in any        |
| 17 | way to the conduct that might        |
| 18 | be found offensive by you. I         |
| 19 | will, without exception,             |
| 20 | conform to your views."[as           |
| 21 | read]                                |
| 22 | At 180 he said:                      |
| 23 | "We are satisfied that in            |
| 24 | making these comments, and           |
| 25 | offering the acknowledgement         |

| Т  | of errors of judgment that he                     |
|----|---|
| 2  | did that Justice Matlow was                       |
| 3  | and is sincere about                              |
| 4  | his expressions of regret and                     |
| 5  | we are also satisfied that                        |
| 6  | those expressions of regret                       |
| 7  | before us extended beyond                         |
| 8  | those acknowledged to the                         |
| 9  | <pre>Inquiry Committee."[as read]</pre>           |
| 10 | In this case we say that the                      |
| 11 | expressions of regret are consistent both between |
| 12 | the Inquiry Committee and here, and he has simply |
| 13 | reaffirmed it in case there was any               |
| 14 | misunderstanding.                                 |
| 15 | At paragraph 182 of the Matlow                    |
| 16 | report, it was said:                              |
| 17 | "In doing so, it is important                     |
| 18 | to place Justice Matlow's                         |
| 19 | conduct in the context of his                     |
| 20 | judicial career. Justice                          |
| 21 | Matlow has served on the                          |
| 22 | bench for 27 years. During                        |
| 23 | that time, apart from this                        |
| 24 | case, there is no evidence                        |
| 25 | before us of any improper or                      |

```
1
                           inappropriate behavior on his
                           part on or off the bench."[as
 2
 3
                           read]
                      We say that that is the case, as
 4
    well, before you. We submit that the reasoning of
 5
 6
    this CJC in the Matlow report is equally applicable
    to the matter before you.
 7
                      I would like to conclude in the
 8
 9
    following way. We submit that the Canadian
    Judicial Council should not recommend to the
10
    Minister of Justice that Justice Cosgrove be
11
12
    removed from the bench by virtue of having become
    incapacitated or disabled from the due execution of
13
    his office.
14
15
                      We do not dispute the Inquiry
    Committee findings of judicial misconduct, however,
16
    we submit that when this Council is undertaking the
17
18
    second stage of its analysis, it must consider all
19
    of the relevant facts and circumstances including:
20
                      First, the character letters filed
21
    on behalf of Justice Cosgrove, you have already
22
    said a failure to do so an error in principle;
23
                      Secondly, the opinion expressed by
24
    independent counsel, again, a failure to explain
    why the opinion of independent counsel acting in
25
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- 1 the public interest was rejected is, in our view,
- 2 an error in principle;
- 3 Thirdly, the evidence that Justice
- 4 Cosgrove sat for more than four-and-a-half years
- 5 after the events in question without complaint.
- And then, I might add, he -- I am
- 7 sure you have figured this out by the math -- he
- 8 sat for another four months after the decision was
- 9 released by the Court of Appeal and before the
- 10 Attorney General for Ontario wrote his letter of
- 11 complaint.
- Now someone might say, 'oh, well,
- 13 perhaps they were waiting for the appeal process to
- 14 end'. Well, the appeal process ended in December
- 15 of 2003. The letter wasn't filed until April of
- 16 2004.
- 17 Then one might say 'well, perhaps
- 18 they were waiting the 60 days for leave to appeal
- 19 to run its course'. What I say to you is, if you
- 20 look at the Bienvenue decision, which is in our
- 21 material at Volume 2, Tab 11. The conduct of
- 22 Justice Bienvenue that was found to be offensive
- 23 occurred on December the 7th, 1995. You will see a
- 24 transcript of what he said that was offensive. The
- 25 letter of complaint of the Attorney General for

- 1 Quebec was dated December the 11th, 1995. Less
- 2 than a week after the concern and -- a week after

- 3 the inappropriate conduct and the concern of the
- 4 Attorney General. It is an unusual case because in
- 5 addition to the letter from the AG from Quebec, the
- 6 Minister of Justice, Allan Rock, also wrote a
- 7 letter of complaint. That's in the material and
- 8 that, I think, was also within a two-week time
- 9 frame of the misconduct.
- 10 So if, in fact, there was a
- 11 concern by the Attorney General about whether or
- 12 not public confidence could be maintained with
- 13 respect to Justice Cosgrove sitting, in my
- 14 respectful view, there was no reason for him not to
- 15 have written that letter sooner. These two
- 16 processes could have gone on in parallel, and I
- 17 simply put that forward to you as yet another
- 18 factor which demonstrates clearly that Justice
- 19 Cosgrove can and does have the confidence of the
- 20 public to continue to sit as a judge.
- 21 The fourth item I ask you to take
- 22 into account is his statement to the Inquiry
- 23 Committee and his remarks here today, which
- 24 demonstrated the utmost regret for his conduct and
- 25 his determination to exhibit and promote the high

- 1 standards of judicial conduct so as to reinforce
- 2 public confidence in the judiciary as a whole, in
- 3 himself and the administration of justice.
- 4 We submit that when this Council
- 5 has considered all of these facts and circumstances
- 6 and put them into what was described as the
- 7 "sanction scales" in the Matlow report, it will be
- 8 satisfied that public confidence in Justice
- 9 Cosgrove has not been sufficiently undermined so as
- 10 to render him incapable of executing the judicial
- 11 office, and we submit that there should be no
- 12 recommendation for removal and that, as independent
- 13 counsel had suggested, a strong admonition would be
- 14 most appropriate.
- If I could just have one moment.
- Those are our submissions, I think
- 17 I came in well under my hour-and-a-half.
- 18 CHIEF JUSTICE SCOTT: You did
- 19 indeed, Mr. Paliare.
- 20 MR. PALIARE: Thank you, Chief
- 21 Justice Scott.
- 22 CHIEF JUSTICE SCOTT: We will take
- 23 a very short break at this point in time.
- 24 --- Upon recess at 10:45 a.m.
- 25 --- Upon resuming at 10:55 a.m.

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1 CHIEF JUSTICE SCOTT: Mr.
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- 2 Cherniak, are you ready?
- 3 MR. CHERNIAK: I am in, indeed,
- 4 Chief Justice.
- 5 --- Comments from unidentified person in the
- 6 audience
- 7 CHIEF JUSTICE SCOTT: I think we
- 8 can now proceed.
- 9 SUBMISSIONS BY MR. CHERNIAK:
- 10 Chief Justice, may I start by
- 11 introducing my partner, Cynthia Kuehl, who has been
- 12 involved with me in my work as independent council
- 13 since my appointment as independent council in
- 14 2004. She has been an invaluable part of the work
- 15 of independent counsel.
- I would like to start in this way:
- 17 The removal of a Superior Court Judge from office
- 18 is a matter of, in my view at least, the highest
- 19 constitutional and public importance and
- 20 significance requiring, as it does, a joint address
- 21 of both houses of parliament, something that has
- 22 never happened in our history.
- 23 And before it even gets to the
- 24 houses of parliament, it requires the view of this
- 25 body, the Canadian Judicial Council and the

- 1 Minister of Justice.
- While the constitutional
- 3 responsibility for recommending removal is
- 4 ultimately in the Minister of Justice of Canada
- 5 pursuant to section 69(3) of the Judges Act, in
- 6 practice the recommendation of this body, the
- 7 Canadian Judicial Council, is crucial.
- 8 Given the quality of the superior
- 9 court judiciary in Canada and the constitutional
- 10 imperative of the independence of the judiciary,
- 11 it's not surprising that there have been so few
- 12 instances. Since the current process under the
- 13 Judges Act came into being in 1971, where such a
- 14 recommendation was made, nor is it surprising that
- 15 even in those few cases there has never been a case
- 16 where it was necessary for a minister of parliament
- 17 to act since no judge subject to such a
- 18 recommendation has ever required that the matter go
- 19 that far.
- The necessary corollary of
- 21 judicial independence is judicial accountability.
- 22 It is with the recognition of the essential
- 23 importance of the judicial independence and the
- 24 gravity concerning what was at stake that
- 25 independent counsel approached the task mandated to

1 me -- and to her in the general case, but to me in

- 2 the case -- by the statutory framework in the
- 3 Judges Act and the by-laws of the Canadian Judicial
- 4 Council.
- 5 I think it is important that for
- 6 the purpose of these submissions that the Canadian
- 7 Judicial Council understand my view of the role of
- 8 independent counsel, which I have been privileged
- 9 to hold for almost now five years.
- The position of independent
- 11 counsel, under the scheme of the Judges Act and the
- 12 by-laws, is truly sui generis, he or she has no
- 13 client. I must say it has been quite a unique
- 14 experience in my many years of practice not to have
- 15 a client to report to. It is quite unique.
- The duty is to act in the public
- 17 interest, to investigate complaints that are
- 18 assigned to him or her, determine if there is a
- 19 case that could support a finding of judicial
- 20 misconduct and/or a recommendation for removal, and
- 21 if the independent counsel concludes that there is
- 22 a case, to present fairly and impartially to the
- 23 Inquiry Committee in the first instance and then to
- 24 this body following the recommendation of the
- 25 Inquiry Committee, irrespective of what the

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1 recommendation of the Inquiry Committee is.
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- 2 It is not my role here to support
- 3 or not support the recommendation of the Inquiry
- 4 Committee, rather, it is to give you my independent
- 5 view of the issues and what I see is in the public
- 6 interest.
- 7 That's the way I have approached
- 8 my task.
- 9 It is crucial to keep in mind
- 10 something that is sometimes lost on the public and
- 11 occasionally, as this case demonstrates, on the
- 12 judge that is the subject of the complaint, that
- 13 the statutory process is an inquiry, not a police
- 14 or a prosecution, and that independent counsel is
- in no sense a prosecutor and the judge is not an
- 16 accused. That was recognized, among other places,
- 17 in the Matlow decision where the statement was made
- 18 correctly, in my view, that independent counsel has
- 19 no onus of proof to satisfy when he or she presents
- 20 the case to the Inquiry Committee.
- 21 Careful investigation, procedural
- 22 fairness, independent judgment, and the public
- 23 interest, in my view, are the touchstones of the
- 24 role of independent counsel.
- 25 In particular, and this is

- 1 important in this case as you will see my argument
- 2 to develop. Independent counsel's role is to
- 3 investigate the complaint made that led to the
- 4 inquiry. In this case by the Attorney General of
- 5 Ontario with respect to the conduct of Justice
- 6 Cosgrove in the Elliott trial.
- 7 It is that case, based on that
- 8 complaint, that was put before the Inquiry
- 9 Committee in the case that I presented.
- 10 The inquiry, as I say, is to be as
- 11 to the complaint made and it is not a wide-ranging
- 12 royal commission into the life and conduct of a
- 13 judge against whom the complaint is made.
- Now I am going to enlarge on this
- 15 to some extent when I come to the usefulness and
- 16 relevance of the letters of support for Justice
- 17 Cosgrove because I take a very different view of
- 18 the relevance and importance of those letters than
- 19 does counsel for Justice Cosgrove.
- The role of independent counsel in
- 21 the inquiry process that I have outlined flows from
- 22 what I understand to be the overriding importance
- 23 of the judicial accountability, the corollary of
- 24 the principle of judicial independence. That it is
- 25 for the judiciary itself, in the person of the

- 1 Canadian Judicial Council, to make the
- 2 determination as to whether or not a judge's
- 3 conduct amounts to judicial misconduct and whether
- 4 that misconduct results -- should result in a
- 5 recommendation for removal.
- In my view, and I expressed this
- 7 to the Inquiry Committee as well, it's for the
- 8 judiciary alone and not for the bar, not for
- 9 independent counsel, not for the state or, indeed,
- 10 for the public to do so. That is the way, in my
- 11 view at least, that the corollary of judicial
- 12 accountability works and should work and
- 13 constitutionally in Canada is meant to work, in
- 14 this country, is meant to work with respect to the
- 15 process.
- 16 It's for this reason that I have
- 17 been careful throughout this entire process to
- 18 characterize my advice to the Inquiry Committee as
- 19 my opinion as to whether the conduct of Justice
- 20 Cosgrove, as revealed by my investigation and the
- 21 evidence, was capable of amounting to judicial
- 22 misconduct within the meaning of the Judges Act and
- 23 whether it was capable of supporting a
- 24 recommendation for removal, but leaving it entirely
- 25 to the Inquiry Committee and now to the Canadian

- 1 Judicial Council to determine whether the conduct
- 2 does or does not rise to that level on both
- 3 branches of the test.
- 4 So unlike most of what counsel
- 5 like me do, I have no case to prove. I simply have
- 6 my role, the case to put forward and my role as I
- 7 understand it.
- 8 Now just so there be no doubt
- 9 about it, the view that I have expressed about the
- 10 role of independent counsel in the inquiry process
- 11 is in contrary distinction to the role that I took
- 12 on the constitutional challenge where I conceived
- 13 it as my duty to come to my own independent view as
- 14 to whether the constitutional challenge had merit
- 15 and, having concluded that it did not, to put
- 16 forward and defend that opinion before the Inquiry
- 17 Committee and the Courts.
- 18 So that brings me to the
- 19 circumstances of this case. Once Ms. Kuehl and I
- 20 reviewed the transcripts -- 20,000 pages -- and
- 21 drafted the particulars, I had no doubt that my
- 22 opinion would be that there was a case to present
- 23 that would support a finding of judicial misconduct
- 24 and a recommendation for removal, and the later
- 25 interviews with the various people that we

- 1 interviewed, some of whom were called to give
- 2 evidence that confirmed that view.
- The evidence, the 20,000 pages was
- 4 voluminous, and Ms. Kuehl and I prepared a
- 5 four-volume, four-large-volume set, double sided,
- 6 of excerpts from the transcript divided under the
- 7 various headings and the extensive particulars that
- 8 we delivered to Justice Cosgrove. The salient
- 9 parts of those four volumes were read to the
- 10 Inquiry Committee during the first six days of the
- 11 hearing. So the Inquiry Committee heard that
- 12 evidence, you may read it, starting about 9:30 in
- 13 the morning and going to about 4:00 in the
- 14 afternoon.
- 15 That is what occurred prior to the
- 16 apology -- statement from Justice Cosgrove.
- 17 Ms. Kuehl and did our best when
- 18 preparing that -- those books and the notice to
- 19 sift out the reversible legal and factual
- 20 discretionary errors that were dealt with by the
- 21 Court of Appeal. So that the particulars that we
- 22 delivered to Justice Cosgrove and put before the
- 23 Inquiry Committee dealt only with conduct that
- 24 could amount, in our view, to judicial misconduct
- 25 using a test similar to that recently put forward

- 1 by the Canadian Judicial Council in the Matlow
- 2 report at paragraph 131. In other words, where
- 3 discretionary rulings rose to the level of the kind
- 4 of judicial misconduct actually found here and
- 5 notwithstanding that they might also be reversible
- 6 errors they could also amount to judicial
- 7 misconduct.
- 8 None of this evidence was disputed
- 9 at the hearing and the finding of judicial
- 10 misconduct capable -- sorry, the finding of
- 11 judicial misconduct made by the Inquiry Committee
- 12 is not disputed. While not every particular
- 13 forward was found to rise to that level, the
- 14 Inquiry Committee did find several, indeed most, of
- 15 the particulars of misconduct as evidencing either
- 16 a lack of restraint, an abuse of judicial
- 17 independence or an abuse of judicial powers.
- 18 Those findings, in my submission
- 19 and, as I say, is not disputed are amply justified
- 20 by a reading of the evidence that was before the
- 21 Inquiry Committee from the Elliott transcript and
- 22 by the evidence of the witnesses. When one reads
- 23 the report of the Inquiry Committee and some of the
- 24 underlying evidence, some of the conduct was
- 25 really, truly, quite remarkable.

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1 So it was and it remains my
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- 2 opinion that the evidence presented to the Inquiry
- 3 Committee was capable not only of supporting a
- 4 finding of judicial misconduct but, as well, a
- 5 recommendation for removal.
- If that had been the only evidence
- 7 before the Inquiry Committee, my view was that a
- 8 recommendation for removal was open on the evidence
- 9 to the Inquiry Committee.
- 10 But the issue for the Inquiry
- 11 Committee, and now for the Canadian Judicial
- 12 Council, is whether the statement, the apology and
- 13 the letters of support were capable of ameliorating
- 14 the effect of the case presented up to that point
- 15 such that the recommendation should be for a strong
- 16 admonition -- which is the word I use but the
- 17 Canadian Judicial Council might have a different
- 18 word for it -- rather than removal. And, if they
- 19 are so capable, should they be given that effect.
- 20 My opinion to the Inquiry
- 21 Committee that the evidence read with the statement
- 22 was no longer capable of supporting a
- 23 recommendation for the removal, was based on a
- 24 number of factors. The first was my view of the
- 25 completeness and the sincerity of the apology

- 1 contained within the recognition of the misconduct
- 2 and the statement -- and the apologies contained
- 3 within.
- 4 Secondly, my review of the
- 5 jurisprudence, some of which my friend has
- 6 reviewed, and the previous cases brought before the
- 7 Canadian Judicial Council given the importance
- 8 attached to a sincere apology. I must say that my
- 9 opinion wasn't based on the facts of those cases,
- 10 but in the Flynn case, for instance, the facts were
- 11 very different, vastly different than the facts
- 12 here. But, rather, on the proposition that the
- 13 presence or absence of a sincere apology was a
- 14 highly relevant factor.
- Thirdly, on the fact that it is
- 16 significant that as bad as the misconduct put
- 17 forward in this case was, it did not involve moral
- 18 turpitude.
- 19 Fourthly, my view was that the
- 20 lateness of the apology did not detract from its
- 21 sincerity and given the lateness could be, in part,
- 22 explained by the right of Justice Cosgrove to
- 23 exercise the legal avenues open to him. I will
- 24 come back to that in a moment based on submissions
- 25 that my friend made.

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1 Lastly, that the jurisprudence of
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- 2 the Canadian Judicial Council has recently
- 3 confirmed in the Matlow decision that an important
- 4 consideration at the sanction stage as to whether
- 5 the test for removal is made is, in part, certainly
- 6 not in whole, but, in part, prospective. The issue
- 7 of what can be expected to be the judge's conduct
- 8 in the future based on the facts and the statements
- 9 made.
- I want to deal with my friend's
- 11 comparison of this case to certain other cases on
- 12 the basis that the suggestion is that Justice
- 13 Cosgrove made his statement at the earliest time.
- 14 My submission that is not the case
- 15 here. The statement was made after six full days
- 16 of evidence, after the bulk of the evidence. There
- 17 would have been one more day of certain evidence
- 18 being read to the panel. So it was made after six
- 19 days of hearing.
- The letter, the complaint of the
- 21 Attorney General of Ontario. Was delivered in
- 22 April 2003, the decision of the Court of Appeal in
- 23 the Elliott case was in December -- I am sorry
- 24 April 2004. The decision of the Elliott case was
- 25 in December 2003. The 60 days within which Ms.

- 1 Elliott had to appeal would have expired sometime
- 2 in February, I guess, 2004 and the Attorney
- 3 General's letter was delivered in April.
- 4 In the period 1997 to 2003, the
- 5 appeal was pending before the Ontario Court of
- 6 Appeal. It was quite a remarkable appeal, in my
- 7 experience. The evidence amounted to 20,000 pages,
- 8 the appellant's factum, the Crown's factum in that
- 9 case amounted to, 1,600 pages. I am sure all of
- 10 you who sit on courts of appeal have rarely, if
- 11 ever, had to deal with a case with 1,600 pages of
- 12 factum on one side and the factum on the other side
- 13 was about as long.
- 14 That case did take a remarkable
- 15 time to wind its way through the Courts.
- 16 It is not surprising that while
- 17 that matter was under appeal, no attempt was made
- 18 by the Attorney General to require Justice Cosgrove
- 19 to recuse himself. Whatever reason, this panel can
- 20 draw its own conclusions, that did not happen.
- 21 But Justice Cosgrove could have
- 22 made his statement and apology at any time. He
- 23 certainly could have made it once he had the notice
- 24 of particulars that was delivered in March -- I am
- 25 sorry near the end of February 2008.

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Justice Cosgrove did not do that,
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- 2 rather, Justice Cosgrove took the position right up
- 3 to and through the hearing -- and you have the
- 4 proceedings outlined in the reasons of the Inquiry
- 5 Committee. Justice Cosgrove took the position that
- 6 the particulars did not raise a case that Justice
- 7 Cosgrove had to meet on either judicial misconduct
- 8 or the test for removal.
- 9 That was ultimately -- that
- 10 position was never ultimately put forward but that
- 11 was the position right up until the start of the
- 12 hearing.
- 13 As I say, it was not until six
- 14 days of evidence had been put before the committee,
- 15 the Inquiry Committee, that the statement and
- 16 apology was made. So it certainly cannot be said
- 17 that the statement was given at an early stage or
- 18 as early a stage as it could have been given. But
- 19 I have given you my reasons why it did affect the
- 20 view that I put before the Inquiry Committee.
- Now, I gave virtually no weight in
- 22 the opinion I express, the position I took to the
- 23 Inquiry Committee to the letters, and I came the
- 24 conclusion I did without the benefit of the letters
- 25 but they were not inconsistent with my view. They

1 say what they say. You know, I am going to return

- 2 to the issue of the letters shortly because I have
- 3 somewhat modified my views in this case at least as
- 4 to how the letters of support should be treated
- 5 based on certain views I have with respect to what
- 6 the Canadian Judicial Council in the Matlow inquiry
- 7 said.
- 8 The majority of the Inquiry
- 9 Committee did not agree with the view that I
- 10 expressed to them of the apology, as was their
- 11 right and, indeed, their duty. It was their view
- 12 that counted at that stage, and it was their view
- 13 -- and for the reasons that I outlined earlier,
- 14 because of my view of where the responsibility for
- 15 determining judicial accountability and how it
- 16 should be applied in a particular case in respect
- 17 of a judge lies.
- 18 The differing views of the Inquiry
- 19 Committee on the apology and its effect on the
- 20 recommendation to be made is amply set out in the
- 21 two sets of reasons by the majority and by Chief
- 22 Justice Wachowich in the minority, and I won't
- 23 expand on it because I don't think I can do any
- 24 better than is set out in those two sets of
- 25 reasons.

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Both of those views, in my view,
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- 2 -- both of those conclusions, in my view, were open
- 3 on the evidence depending on the view that members
- 4 of Council took in this case of the force and
- 5 effect and timing of the apology.
- 6 My opinion, the recommendation I
- 7 would make remains the same for the reasons I
- 8 outlined earlier with a slight qualification that I
- 9 will come to in a moment. But I reiterate that
- 10 because of the nature of the issue and the
- 11 constitution imperative of judicial independence
- 12 and where the responsibility for dealing with it
- 13 lies, that the decision is one that is uniquely for
- 14 the judiciary itself and not for me or anybody
- 15 else.
- 16 My view, such as it is, is only
- 17 one factor that should go into the mix to be
- 18 weighed along with all the others that this body
- 19 sees fit.
- 20 In particular, I do not see any
- 21 error in principle in any of the views expressed by
- 22 the members of the Inquiry Committee. They simply
- 23 had different views of the effect and sincerity and
- 24 completeness and timing of the statement and
- 25 apology.

```
But I do want to make a submission
 1
 2
    on the weight that should be given to the letters
 3
    of support.
                      On further reflection, I am of the
 4
    view that in the circumstances of this case at
 5
 6
    least, they should be given no or little weight.
 7
    As respectfully as I can, I must disagree, at least
    for the purposes of this case, with the majority
 8
 9
    reasons of the Canadian Judicial Council in Matlow
    expressed at paragraphs 147 to 149 of the Matlow
10
               In particular, where the majority
11
    decision.
12
    reasons state as follows paragraph 149:
                           "The reasons of the Inquiry
13
                           Committee indicate that it
14
15
                           viewed this evidence as
                           partisan and, in any event,
16
                           as a representative of a
17
18
                           small segment of the public
19
                           only. We do not disagree with
20
                           this assessment. But we also
21
                           find the evidence to be
22
                           relevant..."[as read]
                      And this is the next passage that
23
    I respectfully take some issue with, at least in
24
25
    this case.
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| 1  | "posited in the opposite                            |
|----|---|
| 2  | question, what if there were                        |
| 3  | a deluge of letters from the                        |
| 4  | local community, including                          |
| 5  | Justice Matlow's peers and                          |
| 6  | lawyers, to the effect that                         |
| 7  | he was unfit to hold office?                        |
| 8  | Would that be relevant as a                         |
| 9  | part of our deliberations?                          |
| 10 | We think it may be properly                         |
| 11 | be so. So too, are the                              |
| 12 | support letters which have                          |
| 13 | been accepted as                                    |
| 14 | evidence."[as read]                                 |
| 15 | My view that is not an error, was                   |
| 16 | not an error in the Inquiry Committee. I believe    |
| 17 | they were unanimous on this point to disregard. My  |
| 18 | reasoning for that statement and my disagreement,   |
| 19 | respectfully, with the Canadian Judicial Council in |
| 20 | the paragraph that I read is this:                  |
| 21 | The case that I investigated and                    |
| 22 | the case that I presented was based on the          |
| 23 | complaint of the Attorney General of Ontario        |
| 24 | concerning the conduct in the Elliott trial. That   |
| 25 | was the complaint and that was my I was             |

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1 appointed independent counsel to investigate that
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- 2 complaint and I did. My mandate went no further.
- I did not put forward -- I am
- 4 sorry, I did put forward findings of the Court of
- 5 Appeal in the two earlier cases, but fairly
- 6 contemporaneous, concerning Justice Cosgrove's bias
- 7 against the Crown, highly relevant to the issues in
- 8 the Cosgrove case. They were a matter of public
- 9 record, reported cases in the same time frame. The
- 10 Inquiry Committee chose, as was their right, to
- 11 ignore them and I do not quarrel with that decision
- 12 or the reasons for it.
- 13 My present reasons for giving
- 14 little weight to the letters of support was to the
- 15 lack of relevance to the Elliott case. Though the
- 16 letter writers had been given the particulars, none
- 17 of them had any knowledge of what transpired during
- 18 the almost two years of the Elliott trial, nor had
- 19 they, nor should they, nor had they purported to
- 20 comment on it without it having any relevance.
- 21 But I do not think it is right to
- 22 say, as did this council in Matlow, that in
- 23 addition to letters such as put forward here on
- 24 behalf of Justice Cosgrove that there could have
- 25 been letters put forward that went the other way

- 1 that complained about or expurgated Justice
- 2 Cosgrove in other cases or other matters or dealt
- 3 with his fitness to hold office.
- I could not, as I saw my role, as
- 5 I see my role, in conscience or fairness have put
- 6 forward such letters. To do so, I would have had
- 7 to investigate the circumstances of what were the
- 8 basis for those letters to see if they had merit
- 9 and give Justice Cosgrove an opportunity to meet
- 10 them if I intended to put them forward.
- 11 Considerations of similar fact evidence might have
- 12 arisen. They might or might not have resulted in
- 13 complaints to the Canadian Judicial Council and
- 14 might or might not have been dealt with in one way
- 15 or another by the Canadian Judicial Council.
- 16 If they had been and rejected,
- 17 they certainly couldn't have been used. If they
- 18 had been found valid by the Canadian Judicial
- 19 Council different considerations might apply or
- 20 they might have been pending complaints.
- 21 My job, had I had that view, and
- 22 the inquiry would have been very different and
- 23 would have been much more akin to a royal
- 24 commission into Justice Cosgrove's career.
- In my view, in my respectful view,

- 1 I had no mandate under the legislation or under the
- 2 Judges Act or the by-laws to do any such thing.
- With great respect, my view is
- 4 that the Canadian Judicial Council doesn't have
- 5 that power either. It's mandate is to deal with
- 6 the complaints against judges and deal with those
- 7 complaints and not inquire, generally, into the
- 8 fitness of a judge to hold office.
- 9 In my view, to consider otherwise
- 10 and to permit that kind of evidence to be put
- 11 forward would be to invite judicial review of an
- 12 inquiry that took such a course unless full answer
- 13 and defence was permitted.
- So my view, for what it's worth,
- 15 is that the letters in this case should be given no
- 16 or little weight on either of the issues before the
- 17 Inquiry Committee or by the Canadian Judicial
- 18 Council.
- 19 So there it is. The writers --
- 20 eminent as they are, jurists, lawyers and citizens
- 21 -- have no knowledge of what the evidence showed
- 22 about the conduct of Justice Cosgrove in the
- 23 Elliott trial.
- 24 The Canadian Judicial Council
- 25 recommendation to the Minister, in my view, should

- 1 be based upon its view of the misconduct proved and
- 2 conceded by Mr. Justice Cosgrove and the Canadian
- 3 Judicial Council's view of the effect of the
- 4 statement and apology on what would otherwise be
- 5 its recommendation.
- I don't think I can be of further
- 7 help to this Council, but I am quite prepared to
- 8 give the Council whatever assistance it requires.
- 9 CHIEF JUSTICE SCOTT: Thank you
- 10 very much, Mr. Cherniak.
- 11 Mr. Paliare, do you have a
- 12 response?
- 13 MR. PALIARE: I do. It will be
- 14 very brief, I might add.
- 15 REPLY SUBMISSIONS BY MR. PALIARE:
- I have two things I wanted to say.
- 17 One was, I never said that Justice Cosgrove gave
- 18 his apology at the earliest possible moment. So I
- 19 am not sure where that came from but it was
- 20 mentioned by Mr. Cherniak.
- 21 You need to remember that in the
- 22 process that was initiated in this case, it was a
- 23 complaint by the Attorney General and, therefore,
- 24 you get a hearing under section 63(1). It's unlike
- 25 the normal complaint process.

- 1 You will see in the Justice Matlow
- 2 matter, and I am not sure whether it was in the
- 3 decision of the inquiry or whether it was the
- 4 decision of the CJC, Justice Matlow did have
- 5 opportunities in the complaint process to
- 6 acknowledge his wrongdoing and make an apology and
- 7 he steadfastly had refused to do so.
- 8 In this process where the
- 9 complaint is triggered by the attorney general,
- 10 there is no -- there are no steps that one normally
- 11 goes through in, it was all part of our argument in
- 12 the constitutional challenge to do that.
- 13 Now, the first time we received
- 14 the particulars would have been in early March of
- 15 2008. It was our view that when one looks at the
- 16 decision in Boilard, that if discretionary
- 17 decisions are made in the context of a trial that
- 18 those are not matters that can be subject to
- 19 discipline. Rightly or wrongly, that was our view.
- 20 And that we intended to bring a motion that all of
- 21 these decisions that were made by Justice Cosgrove
- 22 were made in the context of judicial decision
- 23 making.
- 24 And the one thing we know is he
- 25 made those decisions in good faith, were they

- 1 wrong? Yes. Were they seriously wrong?
- 2 Absolutely. Were there many errors? For sure. But

- 3 that's what Boilard is about. And so, it was our
- 4 view that we wanted to bring that motion, and we
- 5 wanted to have that motion heard before there was
- 6 any evidence called because, on the notice itself,
- 7 when one looked at it, there was no case that could
- 8 be made out based on the decision in Boilard.
- 9 I won't get into the details of
- 10 what happened, but that motion never arose at the
- 11 beginning of the case because the Committee was of
- 12 the view that it would hear the evidence and Mr.
- 13 Cherniak and I agreed that we would deal with that
- 14 motion at the end of the evidence of the
- 15 independent counsel.
- 16 It was in the course of listening
- 17 to the evidence introduced by independent counsel
- 18 that Justice Cosgrove came to the realization,
- 19 having heard the evidence played back in the way it
- 20 was by Mr. Cherniak. I don't mean that in any
- 21 negative way, I mean it just struck him that it was
- 22 the right thing to do; and we did it on the sixth
- 23 or seventh day.
- 24 So that's how the timing arose
- 25 with respect to the apology. But it wasn't as

- 1 though there was some place for him to apologize or
- 2 recognize the wrongdoing when the complaint came in
- 3 from the Attorney General. If I am wrong about
- 4 that I would love to hear as to where that is found
- 5 in the rules or the statute that would permit it.
- But, in any event, we challenged
- 7 the constitutionality of that provision
- 8 unsuccessfully. So that's Item 1.
- 9 But Item 2 is the letters of
- 10 support. I strongly disagree with my friend's
- 11 position on that. He says you ought to give those
- 12 letters no weight and, in particular, he says two
- 13 things: One, he disagrees with the findings of,
- 14 the conclusions of the CJC in the Matlow report,
- 15 and he says, secondarily, that what he was retained
- 16 to do was to investigate one complaint, that is
- 17 Regina v. Elliott, it was not a royal commission
- 18 and therefore his focus was really on the
- 19 investigation regarding Regina v. Elliott.
- Well, in my respectful view, it is
- 21 erroneous from his perspective to not look at what
- 22 this body has said consistently, consistently with
- 23 respect to sanction and, that is, you have to take
- 24 a prospective look at whether or not public
- 25 confidence would be adversely effected by keeping

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1 the judge in question in his judicial role.
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- 2 Surely, one of the measures of
- 3 that is to get insight into that person's character

- 4 from people who are knowledgeable about him to
- 5 assist you in determining whether or not he or she
- 6 is someone who would be fit to remain in office and
- 7 have public confidence. Those kinds of character
- 8 letters are used in every professional discipline
- 9 body in which I have been involved either as
- 10 prosecutor or as defence.
- 11 You ask rhetorically 'well, where
- 12 else would you get this kind of information from?'
- 13 Mr. Cherniak says, 'well, the people who wrote
- 14 those letters had no knowledge about Regina v.
- 15 Elliott'. I say that's just not so. First of all,
- 16 many of them were judges and many of them were
- 17 lawyers. I cannot believe that there was a lawyer
- 18 or a judge in the Ottawa/Brockville area that
- 19 wasn't fully aware of what Regina v. Elliott said
- 20 in the Court of Appeal and how critical it had been
- 21 of Justice Cosgrove. It was front-page news in
- 22 every newspaper in Eastern Ontario.
- So to say that they wouldn't have
- 24 known, understood or appreciated the significance
- 25 of what occurred in Regina v. Elliott is, in my

- 1 respectful view, just not correct.
- 2 So I say that I disagree with my

- 3 friend that you should deviate from your findings
- 4 in the Matlow report in which you said that
- 5 character letters were important, critical, from
- 6 looking at this from a prospective point of view
- 7 and that failure to consider them was an error in
- 8 principle.
- 9 As I said, I have been ably
- 10 assisted throughout by my two partners and, yet
- 11 again, they come to my rescue.
- 12 In Mr. Cherniak's submissions to
- 13 you at paragraph 30, he says to you that in
- 14 determining what the appropriate sanction should be
- 15 there are certain factors you ought to look at and
- 16 there are five that he sets out in paragraph 30.
- 17 The fourth of those is you ought to take into
- 18 account the judicial history and career of the
- 19 judge.
- 20 And, so, I don't mean to hoist my
- 21 friend on his own petard, but that's what we did
- 22 with respect to the character letters. We gave you
- 23 the inside view, the insightful view of his four
- 24 regional senior justices, his fellow colleagues,
- 25 lawyers who appeared in front of him who then

1 became judges, and lawyers who have appeared in

- 2 front of him over the years in a number of
- 3 different cases.
- 4 That's what's interesting about
- 5 those letters. You will see examples in them of a
- 6 lawyer, for example, Greg Best, who's a family law
- 7 lawyer, wrote a very lengthy letter about him in
- 8 that context. Another letter talks about him in
- 9 the context of a commercial case, it was an
- 10 injunction case in which he went to great lengths
- 11 to assist the parties and how grateful they all
- 12 were for his work. And then you got some letters
- 13 from people who had been involved with him in
- 14 criminal cases.
- 15 And so that's the kind of history
- 16 that, in my respectful view, Mr. Cherniak said you
- 17 ought to take into account when he made his
- 18 submissions to you.
- 19 So unless the panel has any
- 20 questions, those are our submissions in reply.
- 21 Thank you.
- 22 CHIEF JUSTICE SCOTT: Thank you,
- 23 Mr. Paliare. Unless there is a question from one
- 24 of my colleagues -- We are ready to adjourn.
- 25 We will commence our deliberations

- 1 momentarily. This is obviously not one of those
- 2 cases where there is any unlikelihood we are going
- 3 to wander in in the next little with a decision, it
- 4 will take us some time.
- 5 It remains for me to thank both
- 6 counsel, Mr. Paliare and Mr. Cherniak, for your
- 7 help this morning. We will let you have our
- 8 decision as soon as we can. Thank you, again. We
- 9 are adjourned.
- 10 --- Whereupon matter adjourned at 11:40 a.m.

I HEREBY CERTIFY THAT I have, to the best of my skills and abilities accurately recorded by shorthand, and transcribed therefrom, the forgoing proceeding.

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Lisa Baker, CSR, RPR