## Long Term Care Covid 19 Commission Mtg.

Centre for Free Expression on Thursday, November 19, 2020



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1	MEETING OF THE LONG-TERM CARE
2	COVID-19 COMMISSION
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6	Held Virtually via Zoom, with all participants
7	attending remotely, on the 19th day of November, 2020,
8	3:00 p.m. to 4:35 p.m.
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11	BEFORE:
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13	The Honourable Frank N. Marrocco, Lead Commissioner
14	Angela Coke, Commissioner
15	Dr. Jack Kitts, Commissioner
16	
17	PRESENTING:
18	Sandy Boucher,
19	Senior Fellow, CFE Whistleblower Initiative
20	
21	David Hutton,
22	Senior Fellow, CFE Whistleblower Initiative
23	
24	David Yazbeck,
25	CFE Whistleblower Initiative

1 **PARTICIPANTS:** 2 3 Alison Drummond, Assistant Deputy 4 Minister, Long-Term Care Commission Secretariat. 5 6 Jessica Franklin, Policy Lead, Ministry of 7 Long-Term Care 8 9 Derek Lett, Policy Director, Long-Term 10 Care Commission Secretariat 11 12 Dawn Palin Rokosh, Director of 13 Operations, Long-Term Care Commission. 14 15 Jay Bahal, Long-Term Care Commission 16 Secretariat 17 18 John Callaghan, Lead Counsel, Long-Term 19 Care Commission Secretariat 20 21 Lynn Mahoney, Counsel to the Ministry 22 of Health and Long-Term Care 23 24 Kate McGrann, Counsel to the Ministry 25 of Health and Long-Term Care

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    PARTICIPANTS (cont'd):
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                  Ida Bianchi, Counsel to the Ministry of
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    Health and Long-Term Care
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    ALSO PRESENT:
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    Judith M. Caputo, Stenographer/Transcriptionist
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1 -- Upon commencing at 3:00 p.m. 2 3 COMMISSIONER MARROCCO: Let me 4 introduce myself. I'm Frank Marrocco, I'm one of 5 the Commissioners. I'm joined by Commissioners 6 Dr. Jack Kitts and Commissioner Angelo Coke. We 7 are the commission. 8 And Judith Caputo who is our 9 transcriptionist, who is going to provide us with a 10 transcript when we're finished. 11 Are you waiting for anyone else to join? 12 MR. YAZBECK: I know that Sandy Boucher 13 is with us. 14 COMMISSIONER MARROCCO: Let me first of 15 all tell you thank you for coming. 16 Our practice has been to have a 17 transcript of these proceedings. So we will have 18 one, and post it eventually in a few days, so that 19 people know what we're up to on a day-by-day basis. 20 We're very interested in what you've 21 had to say. We had certain issues of our own 22 making sure we had the power to treat as 23 confidential that which we wish to treat as 24 confidential. We think we've sorted that out, but 25 we'd be very interested in hearing what you have to

1 say. 2 As you know, we released an interim set 3 of recommendations. We may do that again, or not; 4 we haven't decided yet. So we're at that stage of 5 our investigation. Where we've gone beyond the 6 preliminary, and gone beyond the most -- what we 7 thought were the most pressing recommendations that 8 we should make, and we're now at another stage in 9 our inquiries. 10 We've tended to ask questions as we go 11 along, if you don't mind. 12 No, that's fine. MR. BOUCHER: 13 COMMISSIONER MARROCCO: Mr. Boucher, if 14 you're in charge, or whoever, we're ready when you 15 are. 16 MR. BOUCHER: Thank you so much. 17 First of all, I'd like to thank you for 18 giving us the time to speak to you. We have all 19 been working on the issue of whistleblowing and 20 whistleblowing protection for many years, as you'll 21 see. And in particular, since the beginning of 22 COVID we have felt that there is an important place 23 in a whole range of ways for the whistleblower 24 issue within COVID, whether it's misuse of funds or 25 other things.

1 Quite early on in the long-term care home situation came up, and it seemed to us to be a 2 3 perfect example of how whistleblowers can be part 4 of the solution, obviously not the whole solution. 5 I'd like to start, if I may, by 6 introducing the three of us, my colleagues and 7 myself, just to give you a little bit of an idea of 8 their background. 9 First of all, David Hutton. David was 10 a management consultant, very successfully for 11 20 years. He was a published author, and he was an 12 internationally recognized expert in quality 13 management. So operational effectiveness and 14 related issues, strategy and stuff was his 15 business. 16 He retired and very quickly became 17 dedicated to whistleblower protection about 18 15 years ago, when he was approached by a friend 19 who was becoming a whistleblower, and David's eyes 20 were opened to the stark realities of what happens. 21 Since that time, he testified to the 22 Parliamentary Committee regarding the 23 shortcomings of the Public Service Protection Act, 24 and he sat for a long time on the Public Service 25 Integrity Commission Advisory Board to try to help

1 them at the federal level. 2 He was also running a charity for FAIR, 3 which was for Federal Government Whistleblowers, 4 trying to do the same thing. Trying to help them 5 find a safe way to tell their messages to speak to 6 power about what was really going on. 7 At the time he became like a lightning 8 rod for many of the whistleblower who weren't 9 finding the system work for them and he personally 10 dealt with more than 400 of them. So he's spoken 11 to a lot of whistleblowers. 12 He's a family member and a trustee of 13 the Whistleblowing International Network, which is 14 a global group of organizations, not-for-profits 15 like us, who are working across the world to try 16 and find best practices and support each other in 17 bringing best practices to countries across the 18 world. 19 He has also accomplished many analyses 20 of Canadian whistleblowing laws, he's written 21 extensively on the subject. You may have already 22 noted, when the media need to speak to somebody 23 about whistleblowing, they tend to find David. 24 He's also written a lot of guidance materials for 25 whistleblowers themselves.

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1	I'm sorry we have two Davids here.
2	I'll try very hard to say Mr. Hutton and
3	Mr. Yazbeck.
4	David Yazbeck is a Canadian lawyer,
5	he's been counsel with our work, more than 28 years
6	experience. He has been working on whistleblower
7	cases for more than 20 years, and he has worked on
8	some really important ones:
9	Dr. Shiv Chopra, Dr. Margaret Haydon,
10	and Dr. Gerard Lambert who were working on Health
11	Canada veterinary drug approval process.
12	Corporal Robert Read, who was
13	investigating another case involving Brian McAdam,
14	in corruption in the Hong Kong Mission, which is
15	part of the story of how I met these folks.
16	Sylvie Therrien, who's been in the
17	media over the last few years, pointed out
18	wrongdoing in the employment insurance section.
19	Chantal Dunn, who was the first and
20	only case that's ever been decided by the Public
21	Service Disclosure Protection Tribunal. We're
22	going to talk about that.
23	He's also been counsel to many other
24	whistleblowers in both the public and the private
25	sector. He is, in my view, and I'm sure it's quite

1	right, probably the top, or one of the top lawyers
2	and advocates in Canada to appear at all levels of
3	court on behalf of whistleblowers.
4	He was a witness before the Government
5	Operations Committee on the PSDPA, as was David.
6	He was a member of the COVID-19 Hackathon Team,
7	which was a project many of us got involved in a
8	little earlier this year, trying to show
9	governments ways in which whistleblowers can help.
10	He's on the Whistleblowing Canada
11	Research Society Advisory Board. He worked on the
12	Canadian Standards Association Guideline, and he
13	was an expert panelist for the European Commission
14	in 2017.
15	For myself, I have been an investigator
16	for 37 years. I started my career in the Royal
17	Hong Kong Police, I was recruited from the UK and I
18	joined as an inspector. I spent a lot of my time
19	in investigations, organized crime, narcotics,
20	transnational crimes and obviously dealt with a lot
21	of informants of various kinds during that time.
22	I decided to move to Canada just before
23	Hong Kong was handed back, and that's still proving
24	to be the best decision I ever made in my life.
25	Since then I've been working in the

## Long Term Care Covid 19 Commission Mtg. Centre for Free Expression on 11/19/2020

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1	private sector, where I work on corporate and white
2	collar crime. Most of what I do, nowadays I'm a
3	principal in the forensic group at Grant Thornton,
4	a large accounting firm. I tend to work on complex
5	investigations involving, fraud, corruption, money
б	laundering, organized crime. Either trying to help
7	companies figure out what went wrong and who did
8	it; or trying to help them prevent this kind of
9	thing from happening. And that's really where my
10	current day work intersects with whistleblowers.
11	One of the programs that I run is a
11 12	One of the programs that I run is a turnkey whistleblower system, which is used by
12	turnkey whistleblower system, which is used by
12 13	turnkey whistleblower system, which is used by governments and corporations across Canada. And as
12 13 14	turnkey whistleblower system, which is used by governments and corporations across Canada. And as part of running that, I speak to whistleblowers
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about how whistleblower systems should be used in
2015, 2016. I was on the Hackathon. I most of my
spare time now is working with the CFE on a
whistleblower assistance program, and trying to
help whistleblowers today; strategy, fund-raising
and awareness.

1	My experience of whistleblowers tends
2	to be slightly more at the operational end, because
3	they're very often people who form the basis of my
4	investigations.
5	I've put a quote on here which I'm
6	going to draw your attention to briefly:
7	"Whistleblowers are the neighbourhood
8	watch of our society".
9	We know this, and we believe this,
10	we've seen this many, many times. Many ways to
11	describe them, they're the smoke alarm, they are
12	the warning system, but these are people who see
13	what's happening, and they do something very
14	simple: They stand up and they tell us. And we
15	view them and their protection as being as
16	important as freedom of the press in an independent
17	judiciary.
18	Our agenda today, we have six points
19	we're going to speak to. Some of them, one of us
20	will speak; some of them, more than one of us. But
21	at the end, Part 6, I think this is likely to be
22	more of a conversation about options, pro's-con's
23	rather than a detailed and prescriptive solution,
24	here's what we think you should do.
25	We're going to talk a little bit about

1 the organization, the background to whistleblowing. 2 The real issue here, which is whistleblower 3 retaliation, what happens to them when they speak 4 up. 5 We're going to talk about some of the 6 tools that we use to assess systems and programs, 7 which is some of the work that you've been asked to 8 do. And lastly, some ideas that we think are 9 relevant to fixing it. 10 The Centre For Free Expression is a 11 research centre at Ryerson University, it was 12 created about six or seven years ago. It covers a 13 whole range of topics, I think there are about 14 12 of them. 15 One of which is whistleblowing. And we 16 are the Whistleblower Initiatives Group. We are 17 all volunteers. Most of us have day jobs, but we 18 are passionate about this and we spend time working 19 towards helping public interest whistleblowers to 20 get their stories out when they want to tell us 21 something, we need to hear them. 22 We know the impact that can have on 23 society and what we're talking about today is a 24 perfect example. 25 We work with people around the world,

1	including the top experts and top organizations,
2	building best-in-class whistleblowing laws,
3	regulations at all levels, government, public,
4	private, not-for-profit. What makes whistleblowing
5	systems work well, that is what we're interested
6	in.
7	We're really interested in providing
8	real protection for people who speak up. We're
9	talking about not anyone who speaks up, because
10	sometimes people speak up only in their own
11	interest. We're interested in people who speak up
12	on an issue which is public interest. And there's
13	lots of ways that can be. I think in the case of
14	long-term care, that's really obvious.
15	Really, we're looking for systems that
16	have transparency, obviously, that are effective
17	and they have all the elements that are needed, not
18	just to work, but to continue to work and to get
19	better.
20	A lot of the work that we do involves
21	raising awareness. You know, only maybe four or
22	five years ago, most people had a very negative
23	view of whistleblowers, we're going to talk about
24	why this is, but part of it is that whistleblowers
25	are targeted as soon as they stand up; and we're
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1 going to talk about that in detail. 2 I think now people are beginning to 3 understand that if there's a whistleblower, it 4 means there's something going on, and someone 5 needs to listen and we're going to find out what б that was. 7 We do public education events through 8 our websites, with social media. We've been on CBC 9 We've worked with programs like CBC Ideas. 10 Marketplace to do series. We do op-ed pieces. 11 We're just trying to find ways to show people the 12 truth, who whistleblowers really are, and why it's 13 important that we listen to them and protect them. 14 We're also working directly with 15 whistleblowers, trying to get them pro bono 16 counsel, trying to give them practice support, 17 advice, introductions and trying to help them 18 through the process so they can do what they set 19 out to do, and their message is heard and acted 20 upon. 21 As we've moved forward, you've probably 22 seen from our materials and our website, we've got 23 really a very distinguished body of people, we've 24 all been around a long time. And people are 25 beginning -- we're grateful that people are

1	beginning to listen to what we have to say, because
2	it's been proven worldwide to be factual.
3	We were asked to assist the Government
4	Operations Committee when they reviewed the PSDPA
5	in 2017, and you're going to hear about that
6	process, because what happened there started like
7	this, but didn't end the way we hope this will.
8	And more recently, last year, we helped
9	the BC Government who were working on their Public
10	Interest Disclosure Act, both in advice on the law
11	and in fact in other ways working with their
12	investigators and talking to all the Deputy
13	Ministers and all the people responsible for the
14	program, when they launched it, to talk about what
15	really happens when you try and work with
16	whistleblowers.
17	I'm going to speak now just a little
18	bit about the background of whistleblowing as a
19	theory. This slide here is one of many, you can
20	see it's just under a year old, it's just one of
21	many that we could pick, if you Google
22	"Whistleblower" you'll see lots of stories.
23	What we have to tell you about
24	whistleblowing is really very simple.
25	Whistleblowing is about people who see something or

1 know something that's going wrong, and they stand 2 up and they say, "Excuse me. This is wrong. 3 Someone needs to fix it." 4 You would imagine that any well-run organization, would say, "Well, thank you very 5 6 It's really interesting, we didn't know that much. 7 was happening. We're going to fix it." 8 But unfortunately, because of human 9 nature and because of lots of other things, what 10 tends to happen is the whistleblower gets squished, 11 picked on, retaliated against, shut down and 12 removed; so that nobody has to deal with the 13 problem. That is a global phenomenon. 14 One of the biggest charities in the 15 UK -- sorry, one of the biggest and most focused 16 whistleblower in charities in the world is in the 17 UK, did a study where they estimated that something 18 like 80 percent of all public interest 19 whistleblowers suffer some kind of negative 20 consequence. 21 We have to ask ourselves why. And 22 we're going to talk to you about why in a minute. 23 But I want to tell you something really simple: 24 Whistleblowers are the people who know what's going 25 They are in offices and workplaces, or on.

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1	wherever, every day and they see things. And they
2	are the kind of people that just don't want to put
3	their head down and say, "It's not my problem."
4	They're the kind of people that stand up and say,
5	"This is wrong, we've got to stop it."
6	This particular case, this was about
7	Ford, I think it was in Halton Region. It was
8	millions of dollars, it had been going on for ten
9	years and a whistleblower stood up and said, "This
10	is not right."
11	And something was done, and this
12	gentleman in the photograph on the right, was
13	convicted and went to prison for fraud. Saving the
14	public purse and dealing with a cancer that had
15	been operating in that organization.
16	What we really have to talk to you
17	about is: How do you deal with the reality that
18	people don't like whistleblowers and they don't
19	want to hear the message?
20	In the olden days, we would think about
21	Kings sending messengers. We all know what you do
22	with messengers, right? You shoot them. If you
23	don't like the message, you shoot the messenger and
24	the problem goes away.
25	Some of the best statistics that we can
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1	find in the world, come from an organization of
2	which I am a member, the Association of Certified
3	Fraud Examiners. Don't be put off by the idea that
4	this talks about fraud. These are statistics which
5	come from all of the cases that we work on,
6	probably some of mine are in this one. Every two
7	years it's published. And what it shows,
8	consistently for 20 years, is that the best source
9	of identifying problems is from tips, from
10	whistleblowers.
11	If you look at some of the other
12	methodologies, like audit, management review, even
13	by accident, tips dwarfs them, and continues. In
14	some countries and at some times, it's over
15	50 percent of all the cases come from tips and from
16	whistleblowers.
17	And look at some of these others here:
18	Document examination, surveillance, sometimes it's
19	law enforcement find out. I've had clients where
20	they call me and say, "The police just turned up
21	and told us they have arrested my accountant for
22	stealing."
23	Confessions, sometimes the perpetrator
24	themselves can't take it anymore, and they come and

25 | say, "This is what I've been doing." But

1 whistleblowers can cut this short. Whistleblowers 2 can help. 3 I've talked about whistleblowers being 4 the people that work there. But I want you to 5 understand, and I know that you've already started 6 to grapple with the issue of who has information in 7 the long-term care homes? 8 The CFE study shows that something like 9 on average, 50 percent of the people that come 10 forward are employees. But long-term care is a 11 complex environment. You're going to hear of some 12 real cases in our presentation. Some of them 13 aren't employees, some of them work for agencies, 14 some of them may be visiting from other departments 15 or other groups. There are all sorts of people in 16 the environment, but they see what's going on. 17 Look here that you have customers, 18 anonymous, I know you guys are already dealing with 19 that, vendors and even competitors. 20 I regularly see competitors going to 21 their opposite number in industry and saying, 22 "We've heard some bad things about one of your 23 people, and we thought you'd like to know." 24 So it's important that you understand 25 that it's not just employees who have this

1 information. 2 I'm not going to spend a lot of time on 3 this diagram, it comes from the CSA Guideline that 4 we all worked on. It's really just to show this: 5 Whistleblowing systems are not the silver bullet б that cures all problems. 7 However, if you have all of these 8 elements, the kind of thing that I work on: Audit, 9 risk management, internal controls, ethics 10 compliance, the kinds of things we have in many of 11 our industries. 12 And at the other end, if you have a 13 speak-up culture, a healthy workplace where people 14 can talk to each other. Whistleblowing systems and 15 whistleblowers support both of them. They don't do 16 their job, but they really help. 17 And we know that if you have a good 18 system, and people aren't afraid to stand up, that 19 they will shorten the time before problems are 20 identified. They will reduce the incidents of 21 them, they will reduce the cost, and they will 22 actually form a preventative measure. Because if 23 everyone knows that someone is going to tell on 24 them, they may not get involved in the first place. 25 And what that does, it makes not just

1	the integrity management system work, but it makes
2	the employees happy. You haven't gotten employees
3	seeing things going wrong and knowing they can't do
4	anything.
5	At the end of the day, on the
6	right-hand side, this doesn't just make for a
7	better company, it's proven to have better
8	performance, better stakeholder confidence. All
9	the things that we want in any organization in any
10	industry, this is going to help, because it
11	eradicates, helps to identify and eradicate the
12	problems.
13	Let's look at this slide. I believe
14	you have probably already read this, you may have
15	already heard from the Patients' Ombudsman.
16	We know that in most cases,
17	whistleblower systems are set up to report through
18	the organization. And we know, and we're going to
19	talk to you about the laws that exist in this
20	industry, in Ontario.
21	The issue that we see from this slide,
22	is that of all of these reports that came in, none
23	of them came through the route that we would
24	expect. None of them appeared to have used the
25	laws and the whistleblower protections that are

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1	there. Many of them were so scared, that they
2	wouldn't identify themselves. Many of the most
3	serious complaints came from people the
4	Ombudsperson decided were whistleblowers, and the
5	majority of them feared negative impacts if they
6	stood up and became counted.
7	When we first started talking to your
8	organization I'm going to show you a slide in a
9	minute we know that you've already come across
10	this, that people are too scared to talk. That
11	means whistleblower retaliation is rife in this
12	industry. We're going to show you the examples,
13	and tell you what we can do to fix it.
14	The Patient Ombudsman felt so strongly
15	about this, that it was one of their
16	recommendations that these laws be enhanced.
17	We had been following with interest,
18	your work. We were thrilled to see your interim
19	report. I'm sure we're all horrified to see what
20	continues to go on. But one of the things the
21	reason that we picked up the phone to talk to you
22	is when we saw this article. Where we could see
23	that you were trying to talk to people and they
24	were too scared to talk to you, unless you could
25	guarantee their anonymity. We deal with this every

1 day. 2 We now know that you've seen the second 3 example, the second piece of proof that in this 4 industry, whistleblowers are being silenced and 5 retaliated against. And that's when we contacted 6 you and said, "We think that we can help." 7 We applaud you for the step you took, 8 because anonymity is one of the very few tools that 9 a whistleblower has in their own hands, that they 10 can entrust other people with. As long as they can 11 stay anonymous, they may be able to avoid the 12 consequences. 13 So now I'm going to hand over to David. 14 And David is going to talk to you about the real 15 case, what really happens to whistleblowers and 16 what retaliation is all about. 17 David, if you just let me know when you 18 need me to move the slide down. 19 Sure, thank you. MR. HUTTON: 20 So I think Sandy has given us a very 21 good introduction there. And what I and the other 22 David are going to say to you are really digging 23 more into the specifics and the details. 24 So the main mention in this slide is 25 around who whistleblowers are. The key message

1 here is that these are some of your best people, if 2 you're running an organization. 3 These are the people who are highly 4 competent, who are confident, because of their 5 reputation, their track record. They are the 6 people that have the moral compass who will take a 7 risk and go forward when they see something wrong. 8 In my experience, some of them are 9 quite unprepared for the blowback that's going to 10 occur, because of their reputation and so on, they 11 may actually feel that they're not untouchable, but 12 certainly in a fairly secure position. So it comes 13 as a very harsh lesson to them sometimes when they 14 find suddenly personae non grata. 15 The reasons why there's so much 16 blowback, we're going to talk about that in some 17 more detail, but one of the things to say right up 18 front here is that every time you see a case in the 19 media about a whistleblower, you see attacks on 20 their motives, their sanity, their truthfulness, 21 and perhaps their sexual orientation, you know, you 22 Attacks can take all kinds of forms. name it. 23 And that's why the word "whistleblower" 24 carries some baggage associated with it, which is 25 negative.

1 If we can go to the next slide, Sandy. 2 Here are some of the things that are 3 done to attack whistleblowers and silence them. Ι 4 should say, Sandy mentioned I've had dealings with 5 a little over 400 people during the brief time I б ran a hotline, I personally ran a hotline for 7 And it became overwhelming, I was getting people. 8 more than 100 calls a year, and I had to stop doing 9 it. 10 But my observation was that although 11 the specifics of the whistleblower situation, where 12 they were in the country, what the type of problem 13 was, what industry they were in, those were all 14 over the map. But what was absolutely consistent 15 was the reprisals. It was almost as if there was a 16 quidebook to explain how to damage a whistleblower. 17 So some of them, the attachment here is 18 simply to describe them. And this may be 19 preemptive. If you're running some kind of scam in 20 an organization, and someone turns up, joins your 21 staff who you immediately see is highly competent, 22 confident, and so on, you immediately know this 23 person is a threat. And it's quite common for the 24 wrongdoers to initially start preemptively 25 discrediting them. Going to human resources, going

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1	to auditors, telling their superiors this person is
2	a problem. And so that they're discredited
3	probably before they even know there's a problem
4	they should be blowing the whistle on.
5	Attacks: Harassment, isolation,
6	humiliating them in front of colleagues. Cutting
7	them out of the information, so they're not invited
8	to meetings that are clearly their mandate and
9	where they should be. Slanders, false accusations.
10	A common one is to set what I'd call
11	"abusive work assignments". Put someone in the
12	room with no phone, no equipment and no work and
13	tell them to behave and that they'll be disciplined
14	if they're caught reading material that's
15	not-related. Work that is degrading, tasks that
16	are impossible.
17	One that I'll mention is someone who
18	lives here in Ottawa, who, when the government was
19	computerizing its operations, he wrote a program
20	that was to help reconcile transactions around the
21	world by Foreign Affairs Missions, which involved
22	foreign exchange.

What this program revealed dramatically is that the missions abroad, were pocketing a whole lot of money that were gains on foreign exchange.

1	And, basically, you know, taking government money
2	for their own for their own use. And this was
3	consistent across the world. So this was an
4	accidental exposure of wrongdoing.
5	So what they did to this person was to
6	put him in a room with no access to the computers,
7	just paper and pencil and told him to reproduce the
8	reports, that the computers were turning out.
9	Which of course he couldn't do. And when he
10	couldn't do that, they gave him a performance
11	appraisal, which was the lowest rating, a zero in
12	every single category, and then they fired him. He
13	has never worked in the public service since
14	because of that.
15	Falsifying evidence. You might have a
16	personnel file that a 20-year track record of
17	accommodations and awards, this suddenly disappears
18	and instead you have a very thin file that's full
19	of accusations. It's not unknown for the people
20	that are trying to coverup, to conduct one-on-one
21	interviews with the person's peers, their
22	subordinates, asking leading questions and
23	basically trying to intimidate into making
24	accusations against the whistleblower. So they can
25	then accuse them for harassment. That section is

1 conduct, whatever. 2 Yeah, so you get the picture there. 3 And the people who fear exposure, who orchestrate this. 4 The senior management in often cases may not 5 even really understand what's going on. 6 Next slide, Sandy. I won't dwell on 7 We've put that in so you can do some this. research on the subject, rather than just relying 8 9 on what I'm telling you. 10 Sandy, next slide. 11 Now, I think everyone who knows a 12 little bit about whistleblowing, who has heard of 13 it, would understand there's a risk and the person 14 may well lose their job. But that is a huge 15 understatement of what happens. 16 It's generally a life-changing 17 experience. Not only do they lose their job, but 18 every effort is made to destroy their reputation 19 and therefore destroy their career and their 20 livelihood. 21 It's very common for someone who is an 22 expert, and a leading person in their field, to 23 find they're unable to practice in that profession. 24 Again, they've been essentially 25 blacklisted and so they not only lose their

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1	livelihood, but they lose access to work that
2	they've trained for and that they love.
3	You imagine a loss of income and
4	reputation and so on, the impact this has on the
5	family can be devastating. So it's very common to
6	lose the family home, and any kind of financial
7	security you might have. And the stresses on the
8	family very often result in a break up.
9	And that's very understandable, because
10	the family doesn't understand what's going on. In
11	their mind perhaps the whistleblower has put some
12	kind of abstract moral principal above their
13	well-being. And also they don't know if their
14	spouse is even right, because everyone else is
15	calling them a liar.
16	The stress of this is enormous. I
17	haven't mentioned the legal struggles that they get
18	caught up in, but it's very common, again, to have
19	whistleblowers to have the symptoms of PTSD,
20	chronic depression, insomnia, flashbacks, panic
21	attacks.
22	And it's very common to have to
23	struggle in legal proceedings for a decade or more.
24	And David Yazbeck is going to tell us more about
25	that.

1 So as I said, this is a life-changing 2 experience. The person that comes out the other 3 end of this is a very changed individual. And 4 often a very, very damaged individual. 5 If you're fortunate enough to come out 6 of this relatively intact, and are able to act as 7 witness using advocates and so on for this cause. 8 The typical trajectory is someone who 9 is respected and accomplished in their career 10 profession, ends up doing menial work to survive. 11 The example I often quote, it's not 12 just a Canadian one. But if you ever watch 13 interviews, or programs about Edward Snowden in the 14 States, the national security whistleblower, then 15 Tom Drake will be interviewed. And Tom Drake was a 16 top scientist at the NSA. 17 His job was to decide what was the best 18 technology to put in the field, and to make 19 decisions that had consequences of hundreds of 20 millions of dollars. And what Tom does today is, 21 he sells phones in an Apple store in Washington DC. 22 And appears on television regularly to talk about 23 the whistleblower, Edward Snowden. 24 MR. YAZBECK: David, if I may interject 25 just for a moment to comment briefly on some of the

1 repercussions. 2 Members of the commission, these 3 comments are not just for interest sake. They form 4 a basis for the recommendations or the thoughts 5 that we have to present to you later on in this 6 presentation. 7 And I can give you a couple of examples 8 that I'm dealing with currently, which illustrate 9 nicely the concerns that David Hutton has 10 identified. 11 For example, Dr. Chopra and Haydon were 12 whistleblower within Health Canada. They raised 13 very serious concerns about how veterinary drugs 14 were being approved, the evidence that was used to 15 approve the drugs, etcetera. 16 They started raising those concerns in 17 the late 1990s. They all ended up being 18 terminated, the two of them along with a colleague 19 in 2004. And very much along the lines that David 20 has just described. They were given assignments 21 which were frankly below their expertise levels, 22 which were almost impossible to achieve. And of 23 course when they did not do that, they were fired. 24 As of this moment -- that's 2004. As 25 of this moment, I'm still trying to get relief for

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1 Dr. Haydon. Her career -- we ended up getting her 2 job back years and years later, but we're still 3 struggling over the process. I can tell you the 4 difficulties experienced that David mentioned are 5 real and are severe. 6 Another example is Sylvie Therrien, who 7 raised concerns about targets within the employment 8 insurance system, which were basically encouraging 9 auditors in the Federal Government to cut off 10 people who were otherwise gualified for employment 11 insurance benefits. She raised concerns about 12 this, she disclosed them to the media, she was 13 terminated. 14 I was working on her case today, even 15 though those incidents started in 2013. And that's 16 highly relevant for your consideration, because she 17 has been using a system established by the Federal 18 Government, which by some accounts, and 19 respectfully some erroneous accounts, is one of the

20 best systems in the world, but which is not.

A lot of our presentation here is intended to convince you that these other systems need to be improved upon, which is something we'll urge before you later. Thanks.

MR. HUTTON: Thank you, David. And

1 thanks for interrupting me. It was part of our 2 plan that David was going to add to this slide and 3 I just went ahead. Sorry, David. 4 So what we're now talking about is the 5 impact on the organization. And as I've hinted б before, assume the leadership may be in the dark, 7 even though they may be responsible, that's quite 8 common. 9 And the wrongdoing continues and grows 10 remaining unchecked. As Sandy mentioned a case of 11 that's been going on for ten years. 12 The leaders may unwittingly become 13 complicit, because they're being lied to about 14 what's going on. And regardless, this is happening 15 on their watch, and they may commit themselves to 16 positions that may be very, very bad. They may be 17 unethical and illegal even. 18 When this is going on, you know, fear 19 is the tool that is used. So you tend to get a 20 client with fear, and that's very bad for how the 21 organization functions. In my experience in 22 management consulting would be hundreds of 23 companies in debt. Organizations where fear is 24 commonplace like this. Basically, I find it hard 25 to do the most basic things, they just can't

1	perform.
2	And then eventually what will happen.
3	(Reporter sought clarification).
4	MR. HUTTON: So assuming they're kept
5	in the dark.
6	So one of the myths of whistleblowers
7	is that they're irresponsible people, that
8	immediately run off to the media with half-baked
9	stories which are damaging to their organization.
10	The reality is kind of the opposite of
11	that. Because in fact, research shows that only a
12	tiny number, perhaps 1 or 2 percent of
13	whistleblowers ever go to the media. And even when
14	everything else has failed, it's just not something
15	that they intended to do or would contemplate.
16	And so when you hear about a
17	whistleblower case, you need to imagine that
18	they're probably maybe 50 or 100 people who try to
19	do the same thing and failed, tried to expose that
20	wrongdoing. But only one actually went to the
21	media. And not everybody who goes to the media
22	gets their story out there, it's quite hard to get
23	the media's attention at times.
24	So the consequences for the
25	organization can be quite serious, in terms of

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11 gotten from the media. 12 I can tell you more about that if 13 you're interested, but my main takeaway from 14 speaking to her was this: That she was called in 15 after this care home had already been evacuated. 16 There had been a very serious situation where 17 66 residents, 22 staff, and of those 88 people, al 18 but 2 were in infected. So that's how bad the 19 situation was. 20 The situation that she uncovered as sh 21 began to clean-up the place her mission was to 22 get the home operational again. And that involved	1	dysfunctional operations, damage to their
4       Sandy?         5       Can you hear me okay now?         6       MR. BOUCHER: Keep close to the         7       microphone.         8       MR. HUTTON: Ashley Jenkins, I'm sure         9       you've read it. I actually spoke to her a couple         10       of days ago, and I got more information than I had         11       gotten from the media.         12       I can tell you more about that if         13       you're interested, but my main takeaway from         14       speaking to her was this: That she was called in         15       after this care home had already been evacuated.         16       There had been a very serious situation where         17       66 residents, 22 staff, and of those 88 people, all         18       but 2 were in infected. So that's how bad the         19       situation was.         20       The situation that she uncovered as sh         21       began to clean-up the place her mission was to         22       get the home operational again. And that involved	2	reputation, loss of public trust, and so on. And
5       Can you hear me okay now?         6       MR. BOUCHER: Keep close to the         7       microphone.         8       MR. HUTTON: Ashley Jenkins, I'm sure         9       you've read it. I actually spoke to her a couple         10       of days ago, and I got more information than I had         11       gotten from the media.         12       I can tell you more about that if         13       you're interested, but my main takeaway from         14       speaking to her was this: That she was called in         15       after this care home had already been evacuated.         16       There had been a very serious situation where         17       66 residents, 22 staff, and of those 88 people, al         18       but 2 were in infected. So that's how bad the         19       situation was.         20       The situation that she uncovered as sh         21       began to clean-up the place her mission was to         22       get the home operational again. And that involved	3	sadly we've seen that in this sector, I believe.
6       MR. BOUCHER: Keep close to the         7       microphone.         8       MR. HUTTON: Ashley Jenkins, I'm sure         9       you've read it. I actually spoke to her a couple         10       of days ago, and I got more information than I had         11       gotten from the media.         12       I can tell you more about that if         13       you're interested, but my main takeaway from         14       speaking to her was this: That she was called in         15       after this care home had already been evacuated.         16       There had been a very serious situation where         17       66 residents, 22 staff, and of those 88 people, al         18       but 2 were in infected. So that's how bad the         19       situation was.         20       The situation that she uncovered as sh         21       began to clean-up the place her mission was to         22       get the home operational again. And that involved	4	Sandy?
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<sup>21</sup> began to clean-up the place her mission was to <sup>22</sup> get the home operational again. And that involved	19	situation was.
<sup>22</sup> get the home operational again. And that involved	20	The situation that she uncovered as she
	21	began to clean-up the place her mission was to
23 not only gloaning of the equipment and recording	22	get the home operational again. And that involved
100 only creaning of the equipment and recording	23	not only cleaning of the equipment and recording
<sup>24</sup> medications and so on. What she uncovered there	24	medications and so on. What she uncovered there
<sup>25</sup> shocked her, and so she went public with that.	25	shocked her, and so she went public with that.

1	But my main takeaway from all this was
2	that if what they see in the situation here, is the
3	management of that home, focused on getting that
4	place built up again with residents and getting
5	their cash flow going again without fixing the
б	problems that caused all those infections.
7	COMMISSIONER MARROCCO: Mr. Hutton, if
8	I can interrupt for a minute.
9	One of the things I'm interested in is
10	the intersection between the problems that the
11	whistleblower is whistleblowing about, and an
12	inspection regime or an auditing regime.
13	In your experience, is there a
14	connection between the two? Does strengthening the
15	one help alleviate the conditions?
16	THE WITNESS: Yes, I think I can talk
17	to that. I know some of my colleagues can, too.
18	We're talking here about regulatory
19	oversight and the relationship here. And
20	regulatory capture or inappropriate delegation of
21	the regulator's responsibilities to the industry.
22	It was a very common problem, I would say worldwide
23	possibly, certainly in our country and in many
24	industries.
25	The relationship ought to be that

1	whistleblowers reinforce the regulator regime. And
2	when they see other information that their own
3	management of the organization itself is not spoken
4	to, it doesn't want to hear, then the next logical
5	place for them to go is to the regulator.
6	So that is how it ought to work. That
7	is how it does work in some countries and some
8	regions. But if the regulator is not doing its
9	job, then that's not going to work. So instead of
10	becoming a major asset to the regulation, you
11	become a threat. And so they need someone else to
12	go to.
13	MR. BOUCHER: Could I just add to what
14	David said?
15	As we showed you on the slide earlier
16	on, there is a close relationship, but neither can
17	replace the other. And the way that the statistics
18	work show clearly that audit and inspection is
19	never going to catch everything.
20	I think it's clear that in many of the
21	circumstances, that we were working and in
22	long-term care, some of these are very entrenched
23	issues and practices, and it's actually not that
24	difficult to defeat inspections, even when they
25	occur.

1	So even if you have a fairly effective
2	regulator, and you do have an inspection regime,
3	you still need to make sure that you've got the
4	safety valve of whistleblowers. And sometimes
5	regularly, and I've worked in many industries where
6	the best investigations, and the real hard-hitting
7	things, and the real big problems that get solved,
8	as I've explained earlier on, very often come from
9	the insiders. Because these problems have been
10	hidden, they're kept secret.
11	So you need the whistleblowers to be
12	protected, so that they can speak up and they can
13	feed the inspection regime. But the two things,
14	neither can exist without the other and you
15	definitely need both.
16	MR. YAZBECK: If I may add something,
17	Justice Marrocco.
18	There's another component to the regime
19	that we advocate for, which is a dispute resolution
20	component, or a component that can give remedies to
21	a whistleblower.
22	As effective as the regulator may be,
23	if there isn't sufficient protection for the
24	whistleblower - and not only in the regulator
25	process, or the inspection process, but dealing

## Long Term Care Covid 19 Commission Mtg. Centre for Free Expression on 11/19/2020

1	with the practical implications of blowing the
2	whistle that Mr. Hutton commented upon already,
3	if there's not effective protection there, then
4	there's a massive disincentive for whistleblowers.
5	And so a lot of the evidence or the
6	information that the regulator might otherwise get,
7	simply won't be forthcoming. And it's a different
8	component. There's a different skill set involved
9	there, a different attitude involved in terms of
10	adjudicating these matters, but having an
11	independent body that is capable of doing that, and
12	capable of giving real relief is very, very
13	important.
14	MR. BOUCHER: And we're going to talk
15	at the end, of some of the options you have in this
16	industry of how some of these interplay, how some
17	of these things work together. What might work,
18	what might not work, we'll go into detail in our
19	last section.
20	David.
21	MR. HUTTON: Thank you. So the one
22	final thing I'll say about Ashley's case is that as
23	I've indicated to you, I'm just horrified what
24	would have happened if she hadn't spoken up because
25	that care home would have been restocked with

1	66 residents, and the conditions that caused all
2	these infections had not been changed.
3	I'd also mention that she's still
4	subject to reprisals. One of which has been to try
5	to strip her of her licence to practice.
б	Next slide, Sandy. I'm not going to
7	talk to this much. Talking about the negative
8	myths that surround whistleblowing, and for the
9	lack of understanding of their situation and the
10	dynamics that go on there.
11	Sandy?
12	So again, I think we have covered quite
13	a bit of that. I'm just wondering about our
14	sequence here.
15	MR. BOUCHER: We're on slide 22.
16	MR. HUTTON: I'm just looking in my
17	notes to make sure we've covered everything. Okay.
18	So on 22 now, Susan Holmes. She blew
19	the whistle on what was really a massive scandal in
20	PEI. Which I was very closely involved in around
21	that time. I was asked to go down to PEI and sit
22	on the floor of the legislature and give expert
23	testimony about whistleblowing law that was being
24	put forward in the opposition, which was of course
25	dismissed.

1 The fact is that it was a massive 2 Susan Holmes was one of three civil scandal. 3 servants who saw all kinds of abuses taking place 4 which they were horrified by. 5 She reported this information to the 6 proper authorities in Ottawa, the immigration 7 people and services. Somehow her name got leaked 8 to the Globe and Mail, she doesn't know how that 9 happened. And, therefore, she agreed to give them 10 an interview. 11 Subsequent to that, the partial 12 information, the partial bios of these three civil 13 servants were leaked to the media, some 14 embarrassing information, and that was done by the 15 government. And what we see here is the government 16 eventually paid out \$1.8 million to these people 17 for what they had done to them. 18 One of the key points here, is that if 19 you look at the dates, 2011 was when this happened, 20 and this document came in 2019. So that was eight 21 years in courts to get some kind of remedy. And 22 that was pretty fairly quick for a list of our 23 cases. 24 MR. BOUCHER: It's worth mentioning 25 that the program that these three whistleblowers

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1	talked about, was eventually shut down. And they
2	were vindicated in pointing out all the things that
3	were wrong with it. So they were right, and the
4	government finally acknowledged that they were
5	right, but it took those many years to put their
6	situation to rest.
7	MR. HUTTON: That's right. And this
8	also illustrates the point, people are often
9	puzzled when they whistleblowers are being
10	publicly humiliated. Especially, if the
11	organization has a fairly good reputation, being
12	respected by different people. People are
13	reluctant to believe that these accusations are
14	false. And so we'll talk a little bit about that
15	in a few moments.
16	And I'll also mention, I heard a lot
17	about what was going on in PEI, and I'm not going
18	to go into the details here, but this was Third
19	World stuff. This is the type of behaviour that
20	you expect to see in a Third World Country. With
21	massive fraud, still don't know where all the money
22	went and a shameful situation.
23	So let's move on. So we'll talk a
24	little bit here about the laws in Canada, and I'll
25	give you the landscape here. The message I'm going

1	to give you may be short, but Canada is essentially
2	a wasteland for whistleblowers.
3	This is quite different from the view
4	that we have ourselves as Canadians and what we
5	would expect me to be telling you, but that is a
6	fact. So I'm going to take you through some
7	information to demonstrate that.
8	I'll start with this Federal Law that
9	was passed in 2006. And I was one of the people to
10	testify to Parliament about the shortcomings.
11	This covers roughly 400,000 federal
12	public servants. At the time it was described as
13	"Mount Everest of whistleblower protection" by the
14	Cabinet Minister responsible.
15	One of the opposition MPs called it a,
16	"law not to protect whistleblowers, but to protect
17	Deputy Ministers from whistleblowers". I think
18	you'll agree after we talk some more a bit that he
19	got that exactly right.
20	So the long and messy story about it, I
21	can tell you here, but I'll just cut to the short
22	of the story by saying: In 13 years or more now,
23	not a single person has been protected by the
24	tribunal, which is the only body that can provide
25	whistleblowers with a remedy. Nearly everybody who
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## Long Term Care Covid 19 Commission Mtg. Centre for Free Expression on 11/19/2020

1	wants to go who has suffered reprisals and wants
2	to go through the tribunal. Nearly everybody is
3	blocked from going there because we have a system
4	with an Integrity Commissioner who acts as a
5	gatekeeper. And in spite of having no powers,
б	investigative to reprisals, no special powers,
7	makes the decisions about whether they can go to
8	their tribunal. And in all except about eight
9	cases, he has simply refused them. And Sylvie
10	Therrien, the case we were just mentioning, David
11	Yazbeck just mentioned, one of his clients is one
12	of those cases.
13	Only one person has actually completed
14	the tribunal process, and they did not prevail.
15	And that was entirely predictable.
16	There is a legal requirement in the law
17	in the PSDPA for review after five years. As the
18	five-year mark is coming up, I was running FAIR at
19	the time, we started lobbying heavily for tougher
20	independent review. Because we were worried that
21	the Treasury Board, who were responsible for the
22	Act, would basically put on our set up a rigged
23	process, which would tell us that everything was
24	okay, and no changes were put forward.
25	So we were lobbying. But what happened

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1	was, they just ignored the five-year review. And
2	so the years went passed, and there's no review.
3	So ten years later, after the ten-year
4	mark, we suddenly learned through our contacts,
5	that a Parliamentary Committee had been asked to
6	conduct the review. So we led into action, and
7	I'll talk some more about how we worked with them.
8	But we were able to open their eyes and give them a
9	lot of help. And they ended up issuing a unanimous
10	report, with sweeping recommendations for reform of
11	the law. There are 50 recommendations, a lot of
12	them very detailed, they cover about five pages of
13	text. And as I said, it was a unanimous report,
14	and the government simply ignored it.
15	The other thing I'll mention is, I'm
16	going to give you some more information that
17	studies have been done recently looking at
18	whistleblower laws around the world, and Canada
19	ranks as one of the worst.
20	Next slide, Sandy.
21	So this is the law, the Public Servants
22	Disclosure Protection Act sorry, that is not the
23	law, that is the report. And it's available
24	online, you can find it through our website and
25	find all those recommendations that I talked about.

1	MR. BOUCHER: I'd like to jump in for a
2	second, David.
3	The process was, David had been
4	lobbying against this law, even when they brought
5	it in, he produced a report saying: Here's all the
6	things that are wrong, it won't protect
7	whistleblowers.
8	The law came in, it didn't work. It
9	was criticized by the courts. It was criticized by
10	the auditor general.
11	Ten years later, unanimous report from
12	Parliament, a process that everybody went into
13	feeling good, you know, we finally got a really
14	good report. Everyone can see what's going on here
15	and it just sat there.
16	The only value that this report has is
17	to show how strongly governments can sometimes
18	resist making the changes that they need to. And
19	also, that the recommendations in there actually
20	can apply to many other situations in Canada.
21	MR. HUTTON: Right. Thanks, Sandy,
22	right.
23	So let's look broader than Canada,
24	let's look internationally. This whole idea that
25	whistleblowers should be protected, originated in

1	the mid '70s when Ralph Nader brought about this.
2	And he identified that there were many people who
3	had come forward to expose information in the
4	public interest, and simply being crushed. And he
5	listed a bunch of them.
6	And he generated this idea that there's
7	a class of people that ought to be protected in
8	order to protect the public.
9	In 1978, shortly after that, there was
10	a conference which resulted in the leading
11	organization in this field, The Government
12	Accountability Project, and then becoming being
13	formed, and they're still the leading organization
14	in this field. And they were able to get a lot
15	through the legislature system in the States.
16	So in 1978, the USA became the first
17	nation with a national law to protect
18	whistleblowers.
19	If you roll on 20 years, there was just
20	two nations, so the USA, the UK had adopted a law
21	in 1998, which was extremely advanced for its time,
22	and quite an effective law. But as you can see,
23	first of all I'm still seeing a bit of a novelty,
24	Australia had some good laws in their states, but
25	no federal level law.
1 1	

1	If you roll on another 20 or so years,
2	we've got a complete transformation. There are
3	48 countries where you have whistleblower laws.
4	And the EU has passed a directive which requires
5	all of their members to enact strong whistleblower
6	laws over the coming year. And so when you count
7	those countries, you're up to 62. This has all
8	happened in the past five, ten years, so it's like
9	a tidal wave. It's not unusual, but it's a norm to
10	have national laws to protect whistleblowers.
11	Sandy, next slide.
12	MR. BOUCHER: David Yazbeck, was there
13	something you wanted to add at this point?
14	MR. YAZBECK: I'm good with what David
15	said so far.
16	MR. BOUCHER: Good, thank you.
17	MR. HUTTON: David Yazbeck, please feel
18	free to jump in because you know I just keep going.
19	MR. YAZBECK: I shall.
20	MR. HUTTON: Right. So how good are
21	these various laws? There's a project been
22	underway, which is a joint project of the
23	Government Accountability Project, which I
24	mentioned. And International Bar Association
25	they've been working on it for sometime.

1	We have access to, some access to the
2	results which are still somewhat preliminary. And
3	their methodology IS to use the 20-point criteria
4	system to look at the effectiveness of the law.
5	Not only what should be on paper, but how they work
6	in practice.
7	Those criteria have been developed by
8	GAP by over four decades by working with
9	whistleblowers. They're very detailed, they're
10	written in quite legal language. So this is a
11	pretty thorough process. And they're getting help
12	from people in the different countries, including
13	us, to make sure that what they put forward is
14	accurate.
15	And so we know what some of the scores
16	are out of the 20 points. So at the very top of
17	the list, there's Australia, which has the
18	strongest law. Both in terms of what's written
19	down and how its working.
20	The EU directive is seen as a very,
21	very strong and powerful piece of work. So the
22	countries who the European countries have to
23	enact that. They are going to have whistleblower
24	laws as strong as Australia.
25	There's then a group of countries below

1	that, which I've just listed a few, that are kind
2	of in the 14 to 16 point range. I've listed the
3	ones that we would be maybe compare ourselves with
4	Ireland, New Zealand, the USA itself and so on.
5	And then there's a whole bunch of others, like I
6	said, there's about 48 nations we're looking at.
7	Where do we find Canada? At the
8	bottom, alongside Lebanon.
9	There's some discussion at the moment
10	as to whether Canada should get "0" or "1". And
11	the one point they might get is for having a
12	five-year review. But as I've just told you, you
13	know, they did after ten years, and then ignored
14	the results. So it's debatable whether they should
15	get any credit for that.
16	So if you look in Canada what other
17	legislation exists. Basically you have a situation
18	that the Provinces and others have simply followed
19	the beat of the Federal Government, unfortunately.
20	They haven't looked outside Canada. And so we're
21	just in the process of completing our detailed
22	analysis of all the provincial laws. We're not
23	quite at the point of publishing the results, that
24	might happen in the next month or so.
25	What we see is, the Province's

1	legislation, they're very similar to each other.
2	They have a lot of commonality with the PSDPA.
3	They're all very weak on paper. Ontario happens to
4	be the weakest, and none have the capacity to be
5	effective. Even if you have people administering
6	them who have the best intentions, they're just
7	simply not up to making them work.
8	We keep hearing about the Criminal
9	Code. I see articles all the time where people
10	mention the Criminal Code and say, "oh, we have
11	another example that we've got legislation in
12	Canada". And yet, this is completely ineffective.
13	I would describe it as "worthless".
14	A couple of the obvious problems are,
15	an impossible burden of proof. There's no way that
16	the whistleblower is going to be able to prove, or
17	anyone is going to be able to prove reprisals the
18	way this law is written. And the dependency on law
19	enforcement to initiate the action.
20	When the law enforcement is involved in
21	whistleblower cases, it's almost always in an
22	effort to track down the leaker. And they're
23	correct in conducting forensic investigations to
24	find out who leaked the information. And that's a
25	Criminal Code section that's never been used to our

1 knowledge. 2 There are others. There are security 3 laws, which appear to be working a little bit, but 4 they only cover a very narrow section of the 5 population. I'm not going to go any further. 6 There are laws that apply to your own sector which 7 we'll talk some more about shortly. 8 Next slide, Sandy. 9 So we wanted to put this up, because 10 the Ontario Securities Act is an example where they 11 actually are working to make the law better. And 12 these were some of the things that they have done 13 which are clearly well-intentioned and could be 14 effective. So that's one case in which there were 15 real efforts made to move forward. 16 Next slide. 17 MR. YAZBECK: If I may interject, 18 briefly, David. 19 I think the significance of the 20 changes to the Ontario Securities Act can't be 21 overstated. Even though they may not go as far as 22 an ideal system, it's still a fairly major 23 undertaking by a very significant regulator in the 24 province, and indeed in the country. When you 25 think about the nature of the securities business.

1	So taking this kind of step, I think
2	just reflects the value of an important how
3	important the issue is, and the value of having an
4	effective system. And I think it's a good
5	indicator, a bit of a bellwether, in other words,
6	about where things ought to be going.
7	If you contrast the countries that
8	David just took you to, this may be a starting
9	point and, obviously, it's our respectful
10	submission that the Commission here has an
11	opportunity to move that along even further here in
12	Ontario.
13	MR. BOUCHER: It's a good example of
14	where we've finally seen some of these global best
15	practices actually being brought in and used in
16	Ontario, it's great.
17	MR. YAZBECK: Thank you.
18	MR. HUTTON: Thank you.
19	So what I have here is the LTCHA, the
20	Long-Term Care Home Act and the RHA as well.
21	And what we have done here is to look
22	at them through the lens of the criteria that we
23	have in Canada, which are based on the GAP criteria
24	and others.
25	The headings you see: Freedom to blow

1 the whistle; preventing reprisals; redress for 2 reprisals; those are some of the headings from our 3 criteria. 4 What we've done is, we've taken a look 5 at the Long-Term Care Home Act against the 6 criteria, and these are some of our findings. 7 Under "Freedom to Blow the Whistle" 8 there's a reasonable belief standard, which is best 9 practice. 10 But the unfortunate thing is, there's a 11 very narrow definition of "wrongdoing". And it is 12 certainly narrow in terms of who it protects. Τf 13 you look at who the person can report to and what 14 can report on, it's extremely narrow. 15 It doesn't protect disclosures made in 16 the course of duties. It does not allow anonymous 17 disclosures. It does not ban gag orders and so on. 18 This is not an exhaustive evaluation, I'm just 19 picking up highlights here. Preventing reprisals, 20 there are some good things, no apparent time 21 limits. 22 COMMISSIONER COKE: Can I just ask a 23 question? 24 MR. HUTTON: Yes. 25 You just mentioned COMMISSIONER COKE:

1	that it does not protect everyone. Who is left out
2	of this protection?
3	MR. HUTTON: Sandy spoke earlier about
4	who may have information. My understanding of the
5	Act, it's mainly focused on protecting employees.
6	But the people who may have information could be
7	employees, agency staff who are employed by someone
8	else; that was Ashley Jenkins' situation.
9	Other people that may have information
10	would be families of the residents, families of the
11	caregivers, suppliers to the long-term care home.
12	There are many people who could have a
13	window into what's going on, and would like to have
14	report of concerns. So you want that net to be
15	cast as wide as possible.
16	Does that answer your question?
17	COMMISSIONER MARROCCO: Yeah, that's
18	fine.
19	MR. HUTTON: Okay. Right, I was
20	talking about preventing reprisals: It's best
21	practice to place on organizations a duty to
22	protect the whistleblower. And the form that it
23	takes is that they have internal systems that they
24	set up to protect whistleblowers within their
25	organization.

1 If that fails and whistleblower suffers 2 reprisals, then there could be personal liability 3 for management of the organization, because of 4 that, because they failed in their duty to protect. 5 You want interim relief for reprisals. 6 In other words, a way of immediately getting other 7 sanctions stopped before they become damaging. 8 And we don't see protection for what we 9 describe as "unconventional harassment". I mean, 10 for example, is gaslighting, where spreading 11 rumours and destroying a person's reputation that 12 way. 13 And we'd like to see guarantees of 14 confidentiality for the whistleblower. 15 Redress for reprisals: The first one 16 it says "good", and the board has strong powers. 17 But I'd like to see legal fees covered and the 18 opportunity to transfer to another position where 19 the work environment they were in might be toxic 20 and so they need to go somewhere else. 21 Protection of the public: It looks 22 good in theory. But we don't feel that the 23 corrective action process is credible. First of 24 all, you talk about a roll in the investigation. 25 This is a really important point. There's no

1 option to disclose externally. 2 If you don't have the option to go 3 public, in the last resort, then every other 4 channel that the whistleblower has, may become 5 choked up. And research demonstrates that that is 6 one of the most effective ways to make sure that 7 Which is to ensure that the the system works. 8 whistleblower can, if nothing else -- if everything 9 else fails, they can go public and be protected. 10 And then, proof that the system is 11 working: The "good" is that employees must receive 12 training on whistleblowing rights and so on. 13 But you don't see that there's evidence 14 of that is actually happening, or periodic 15 evaluations of the whistleblowing systems to make 16 sure they're actually working. 17 If I can interrupt you, I MR. BOUCHER: 18 think there's an important point here. 19 And that is, if you listen to what the 20 regulator, the RHA and operators have said, it's 21 very similar to the Mount Everest of whistleblowing 22 protection, and the people that point to the 23 Criminal Code. We've got these laws. 24 And as you can see, there are some 25 quite good points in this law. But when you look

1	at the facts and remember what David pointed
2	out that the GAP and the IBA look not just at
3	the paper law, but how it really works.
4	The facts show us, as we showed you
5	from the Patient Ombudsman report, and how scared
6	the people that you're talking to are, the facts
7	show that this isn't working.
8	So part of the job here is going to be
9	able to explain to people who don't really
10	understand that you can't just have a piece of
11	paper saying, "whistleblowing retaliation is bad".
12	So it's not that it's a diaster, but whatever you
13	say about it, there's lots of things wrong with it.
14	It's clearly not working in this industry.
15	MR. HUTTON: And, Sandy, if you go to
16	the next slide, I think that kind of illustrates
17	that.
18	And in preparation for this session, we
19	started we started to ask ourselves, how is this
20	referral to the OLRB working with the Long-Term
21	Care Homes Act?
22	And so I went and dug through 15 years
23	of OLRB annual reports. The early years I could
24	not get any useful information. But since 2012,
25	they've been reporting referrals from the specific

1	acts. And what you see here is a tally of what
2	I've found.
3	So the first line there, the Long-Term
4	Care Homes Act, over that nine-year period from
5	2012 to 2020, three people went to the OLRB.
6	And look at the long-term, the
7	Retirement Homes Act one person went.
8	The third line you might be interested
9	in. The Public Service of Ontario Act is
10	Ontario's primary whistleblower protection law. It
11	protects around 60,000 public servants.
12	And, you know, that's the provincial
13	equivalent of the PSDPA. And what we see here in
14	the nine-year period, only three people have been
15	to the OLRB. And what you'll also note is that
16	none of those went to hearing. And when a case
17	doesn't go to hearing, we're concerned it's the
18	whistleblower giving up, because they don't see any
19	prospect of success.
20	So this kind of illustrates the point
21	that Sandy was making, that you've got to look at
22	what's actually happening in practice. And
23	whatever the potential is of the OLRB to give
24	people remedy, at the moment it's simply not
25	working.

1 MR. YAZBECK: If I can add something 2 The way I came to this practice was here, too. 3 through a labour law practice. 4 And what's interesting is that if you 5 look at the leading cases, as it were, particularly б in the federal sphere in the area of whistleblower. 7 So going back to Frazier, the Supreme Court case, 8 Haydon, Chopra, the RCMP Robert Read, Stenhouse, 9 Sylvie Therrien, Chantal Dunn, the only person ever 10 to have an adjudication before the Public Service 11 Disclosure Protection Tribunal. 12 All of those cases were supported by 13 either a union, which paid for the cost of pursuing 14 the case; or, a legal fund, in the case of the 15 RCMP files, where RCMP officers at that point were 16 not unionized, they contributed to a fund to 17 support those kinds of cases. 18 This is one of the reasons why you'll 19 see in our recommendations that funding is so 20 important. And particularly, in this industry, 21 where you have a number of people who are in 22 precarious employment. There are people whose jobs 23 are at risk, regardless of whether they're a 24 whistleblower. And one of the most difficult 25 things I have to do is, somebody walks into my

1	office, or calls me by Zoom these days, and says,
2	this is my problem, this is what I want to do.
3	I have to tell them, you know what?
4	You're going to face financial devastation if you
5	proceed with this further.
6	And so I think this chart that we've
7	just shown you with a set of statistics, is one of
8	the manifestations of that problem; is that people
9	just can't go, they're not able to go.
10	Thank you.
11	MR. BOUCHER: Don't fight City Hall.
12	Okay.
13	David, are you ready for this section?
14	MR. HUTTON: Yes, I am. So some
15	materials we can use. I've mentioned the criteria
16	briefly, so let's look at that.
17	What we did in the past year was to
18	take a look we decided that we needed "made in
19	Canada criteria" for a number of reasons.
20	And the GAP criteria are extremely
21	thorough and so on, but they're really not
22	accessible to people who don't have legal training.
23	The European directive is a wonderful tool that
24	we've also looked at.
25	What we did is, we essentially took the

1 best practices from these other sources, and we 2 poured them into a set of headings that we feel are 3 quite user friendly. 4 And we've had that reviewed by experts, 5 for example, from GAP, and we are confident it's a 6 very sound instrument. 7 Also, one of the things that was useful 8 to us in doing this work was, we have some 9 provisions in there that maybe come from our 10 experience of the PSDPA, where there was some 11 Canadian ingenuity of in developing new ways, new 12 types of loopholes. 13 If you go up to the next slide, these 14 are the main headings: Freedom to blow the 15 whistle; preventing reprisals; redress for 16 reprisals; protecting the public; and proof that 17 the system is working. 18 So those are pretty easy topics for 19 someone to understand. And then when you look 20 below that, then you find there's -- inevitably you 21 do get into legal jargon and so on, but most people 22 can follow the gist of it. 23 And so what we've got in there is a 24 whole set of best practices, essentially. Some of 25 these I've mentioned. I've mentioned in response

1	to one of the questions, how it's important that,
2	basically, you want to cast the net as wide as
3	possible, that virtually anybody can report. They
4	can report on almost anything. And also, they're
5	not facing all kinds of barriers through gag orders
6	and the like.
7	So there would be, you know, half a
8	dozen or more bullet points below each one of these
9	headings. The management duty to protect, I've
10	mentioned. Reverse onus. The redress, you know,
11	when someone is talked to as a whistleblower, as I
12	indicated before, they may lose their career in
13	their choice of profession. And so their earning
14	potential for the rest of their life is damaged.
15	Best practice is to allow for "make
16	whole" compensation. That someone can be, to some
17	degree, as much as possible, to restore where they
18	were before the reprisals was taken against them.
19	MR. BOUCHER: We have a question from
20	Dr. Kitts.
21	COMMISSIONER KITTS: Yes, just asking.
22	Is anonymity not one of the essential
23	elements of a whistleblowing system?
24	MR. HUTTON: No. I would say that
25	let's talk a little bit about that, and I'll ask my

1 colleagues to chip in as well. 2 Anonymity, in the sense that no one 3 knows who the whistleblower is, is a very thin 4 shield which will often fail. Because very often, 5 even if the people that the whistleblower goes to, 6 we don't know who that person is, and are 7 scrupulous. 8 The wrongdoers can very often work out 9 very likely who it is to be. And the wrongdoers 10 have no scruples in targeting a whole group of 11 people, if they figure the whistleblower might be 12 among them. 13 So anonymity, while it's important to 14 have, it's absolutely not something you can rely 15 on. 16 MR. BOUCHER: Could I add to that, 17 David? 18 In one experience, what I said before 19 is true, that there are many systems in Canada that 20 won't allow, if you're not anonymous, you can't 21 make a report, that's not correct. So it must be 22 that. 23 Anonymity is one of the very few things 24 where the whistleblower hopefully has some measure 25 of control. Some of the systems that we run, you

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1	have a choice to identify yourself, to us, a third
2	party, but not to allow us to disclose that to your
3	employer. So if you have sufficient protections in
4	there, it may be helpful.
5	But, it's very easy for anonymity to
6	breakdown. And some of the examples are
7	investigators who aren't properly trained to say,
8	well, the whistleblower told me this. Or, we see
9	cases where just the nature of what the
10	whistleblower has said, means that people inside
11	the organization go, uhm-hmm, that's interesting.
12	There's only a few people who know about that. Or,
13	there's only four people in that department.
14	I think there's another element to it,
15	that there are circumstances, and I've worked on
16	cases like this, where the Courts require the
17	whistleblower to be identified.
18	So anonymity is an important concept.
19	It needs to be a possibility. It's not a magic
20	shield that's going to work every time.
21	And equally as important, is
22	confidentiality. Just trying to get people to keep
23	it to the absolute bare minimum, all of these are
24	going to help, but they're not a total shield.
25	COMMISSIONER KITTS: So then what is

1 the right approach, if it's not to protect 2 anonymity or confidentiality, and it's not 3 transparency? 4 MR. BOUCHER: No. I think what we're 5 saying is, they are both important concepts. 6 The truth of the matter is, where 7 anonymity makes the biggest difference, one of the 8 slides we had earlier is, the two main reasons 9 people decide not to report is either because they 10 fear reprisal; or, because they don't think whoever 11 is going to do anything. 12 At that point, many are going to make a 13 And if you allow them to make it decision. 14 anonymously, they may decide to go ahead and make 15 the report. 16 If there's no anonymity, the chances 17 are they are just not going to make the report in 18 the first place. Once they've made the report, how 19 effective is anonymity going to be? It's 20 important, and it could be a big help, but it is 21 not a guarantee that no one will ever figure out 22 who they are. 23 MR. YAZBECK: If I could add something, 24 Dr. Kitts. 25 The way I personally conceptualize a

1 whistleblowing system is that there are two broad 2 components. 3 One, is a mechanism for persons to 4 disclose wrongdoing, and to be confident that that 5 wrongdoing is going to be investigated. 6 And it's on that side of things where 7 anonymity can be quite valuable. When we're 8 talking about reprisal, where a whistleblower has 9 been the victim of adverse consequences, and they 10 could be numerous, anonymity is less significant 11 because that engages procedural fairness 12 obligations for respondents. 13 And so when we're talking about seeking 14 relief or remedies, obviously, the respondent has a 15 view on that. And, you know, for example, for the 16 Labour Board, there would be a party there. 17 COMMISSIONER KITTS: Just in simple --18 I may be missing something. If I was going to set 19 up a whistleblowing system in my organization, 20 would I set it up anonymity -- you can report 21 anonymous or you can give your name? 22 MR. BOUCHER: Yes, exactly. Give them 23 the choice. 24 David, are you finished on this slide? 25 We interrupted you.

1	MR. HUTTON: No, no. This was good.
2	That was a good question, a good discussion.
3	I think I'd just say that discussion is
4	typical of this kind of conversations that we need
5	to have. And there's many layers here, and there
6	are solutions and there are best practices. But,
7	you know, they're not all just simply
8	straightforward and has to be tailored to your
9	situation.
10	Next slide, Sandy.
11	Right. This is the other tool that
12	we've already mentioned that would be valuable to
13	you, which is basically a guide. Someone who has
14	decided to set up whistleblowing arrangements in
15	their organization, here is how you do it. Here
16	are the issues you have to look at. Some of
17	decisions you have to make, and so on. So that's
18	an implementation guide.
19	Next slide, Sandy.
20	MR. BOUCHER: So we're going to move
21	now to our final section. We've got some
22	suggestions, but before we go into that, David
23	Hutton, if you wouldn't mind just running through
24	one of the issues we want to bring to your
25	attention is illustrated by the PSDPA case.

1	MR. HUTTON: Right. And we've talked a
2	little bit about the five-year review that took
3	place after ten years. And this slide describes
4	how we contributed to that. And, basically, we
5	were able to get in front of the committee at a
6	very early stage, establish trust with them that we
7	knew what we were talking about.
8	We suggested other witnesses, including
9	whistleblowers and international experts. And that
10	one thing alone proved to be key, because of what
11	international experts told the committee, and so
12	on.
13	And we stayed in contact with the
14	committee right through the whole process, and
15	contributed to the recommendations as well.
16	And also to publicizing the work of the
17	committee, because they did a fantastic job and we
18	praised that. We also regrettably had to publicize
19	and criticize the failure of the government to do
20	anything with the report.
21	But that was, in our view, a very
22	effective partnership. Of course their entire
23	focus was for whistleblowing. You have a lot of
24	other issues that you have to deal with.
25	But we would suggest that as a model of
L	

1 how we could best assist your efforts. And I 2 contract that with the situation in BC, although 3 believe absolutely the Province and Attorney 4 General are committed to doing the right thing,	
<sup>3</sup> believe absolutely the Province and Attorney	
	214
4 General are committed to doing the right thing,	<b>a</b> w
	aw
<sup>5</sup> they didn't find out about us, or bring us the 1	
6 to look at, until after it passed through	
7 Parliament.	
8 As a result of that, they have a law	v
<sup>9</sup> that's rather second rate. It's better than muc	ch
10 of the other provinces, but it's probably still	not
11 going to be effective, even with best intentions	5.
12 And secondly, we discovered that the	ere
<sup>13</sup> was a poison pill written into it. There was an	1
<sup>14</sup> extraordinary provision where just one word had	
<sup>15</sup> been added in a couple places in the law, which	
<sup>16</sup> basically gave employers open season to do anyth	ling
<sup>17</sup> they wanted to whistleblowers without any fear o	of
<sup>18</sup> consequences. I've never seen anything like the	ls,
<sup>19</sup> and no one had noticed this.	
20 So when we pointed this out this	
21 would have made BC a world champion in terms of	
<sup>22</sup> taking aggressive action against whistleblowers.	
<sup>23</sup> When we pointed this out, they actually had to a	stop
<sup>24</sup> the whole process of implementing the system and	ł
<sup>25</sup> pass legislation through Parliament to remove th	lose

1	poison pills. So that was unfortunate.
2	Sandy, can we go to the next slide.
3	Yes, so all of that just to say, we'd
4	like to have a somewhat similar relationship if
5	that was possible.
6	MR. BOUCHER: Okay. So we feel, I know
7	we have given you a little background, and we are
8	going to talk about options here. But to point to
9	some of the issues that we feel are key is that
10	whistleblowing protection will allow them to come
11	forward, and it will help to improve the oversight
12	element of what you're looking at.
13	We're pretty sure, because it's the
14	same everywhere, that once you do that, you end up
15	with inspections and investigations into the real
16	wrongdoing, not just the things that get caught.
17	And that can have a dramatic impact, not only in
18	rooting out bad practices, but also going forward
19	as a preventative factor, which means that people
20	won't do these kind of things, because they know
21	someone is going to drop a dime on them.
22	It's very clear to us and we know that
23	you've seen it, that there is a climate of fear
24	against the people in this industry, many of whom
25	are precariously employed, and just don't have the

1	ability to take on the task of trying to stand up
2	to the organizations.
3	We think that an opportunity here to
4	lift that climate of fear and empower them to do
5	what they want to do, which is to see these places
6	take care of our old folks properly.
7	And also we know that this is, as we
8	pointed out with the OSC's review in 2018, it's an
9	opportunity to take another step forward and build
10	really good world class whistleblowing law.
11	We're going to get David Yazbeck to
12	talk to you lawyer to lawyer about some of these
13	options here. But really what we want to point out
14	is that there are five parts of the process where
15	something needs to change.
16	The first is and Dr. Kitts pointed
17	this out is that whistleblowers need to be able
18	to make reports securely, and they need to be able
19	to do that with anonymity, confidentiality.
20	They need to be able to do it in a way
21	where they know that the next thing that is going
22	to happen is they lose their job.
23	If you talk about cases that David
24	Hutton dealt with, it was real fact, but it was a
25	standing job that after the whistleblower left the

1 PSIC before they got back to their office, the 2 Assistant Deputy Minister had a call saying, "quess 3 who was in here?" 4 So anonymity is part of that, but you 5 need a whole structure that the whistleblowers will 6 trust. 7 Secondly, somebody has to be looking 8 out for these whistleblowers. You've heard David 9 Yazbeck talk about the vast financial, legal and 10 practical hurdles that they overcome. The best 11 laws in other countries like the Irish law, creates 12 an injunctive relief so they have to be given back 13 their job, and give them back their money, and 14 protected while the whole process of the 15 investigation works. 16 Thirdly, you need a body that will 17 conduct effective investigations into the 18 wrongdoing itself. And you have a regulator in 19 this industry. It's not for us to say, but I think 20 there's a lot of indicators to say that's not 21 working right. 22 Fourthly, equally importantly, you need 23 somebody to look into the allegations and 24 investigate reprisals. And that very clearly is 25 not happening. We know that from Ashley Jenkins

24

1 and others. 2 And lastly, as David Yazbeck has said, 3 you need somebody, whether it is a tribunal, which I believe -- and he'll explain the details -- is 4 5 probably the best practice model. Where these б cases can be heard quickly, and fairly and 7 efficiently by experts that know what the situation 8 is. 9 So we've got a series of questions. 10 David Yazbeck, I'm going to hand this over to you. 11 And we'd like to have a discussion with you, 12 because this is where the rubber hits the road. 13 MR. YAZBECK: Thanks, Sandy. 14 Yeah, I'll just briefly comment on 15 I have alluded to this already, I think from this. 16 a policy perspective, it's important to distinguish 17 between a wrongdoing side of things, the mechanisms 18 that are required in order to enable people to 19 disclose wrongdoings, to have it investigated 20 effectively and have the wrongdoing corrected. 21 That's one side of things. 22 The other side, which is quite 23 different, I think both legally and from a policy

<sup>25</sup> do you deal with a negative repercussions that are

perspective, is the reprisals side of things.

How

1 visited upon whistleblowers when they disclose 2 wrongdoing. 3 They are not isolated, these are not 4 concrete silos, they are interrelated. In my 5 opinion, the effectiveness of the protection from б reprisal is directly related to how effective the 7 wrongdoing investigation side of things functions. 8 Because you need that safeguard, not only for 9 whistleblowers, but persons who can engage in 10 reprisals need to know they can be held accountable 11 in some way. 12 I think there's three key components to 13 this side of the equation. One, is access to a 14 tribunal, or a board, some body that can 15 adjudicated these kinds of complaints. 16 That body, at a minimum, has to be 17 independent. So it has to -- Justice Marrocco will 18 understand the importance of independence, having 19 an arm's length relationship with both the parties, 20 but also having independent decision-makers. 21 I appreciate that it would likely be a 22 tribunal, in which case members are appointed for a 23 certain period of time, but nonetheless it will 24 have its own ability to make its own decisions. 25 Secondly, it has to have expertise

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1	dealing with reprisal. One of the areas of
2	practice that I also engage in is human rights, or
3	antidiscrimination practice. It's well established
4	that discrimination often results from unconscious
5	or subconscious attitudes, etcetera. It's very
6	insidious and has a subtle scent.
7	It's the same thing with reprisal. The
8	proverbial smoking gun is rare. Reprisals are
9	found when one connects the dots between various
10	behaviors, various incidents, etcetera.
11	So any body or tribunal that deals with
12	this kind of problem has to have that kind of
13	sensitivity and expertise.
14	Currently, you have a system where the
15	Labour Board, the Ontario Labour Relations Board
16	can deal with some of these issues. And
17	fortunately, that board already does deal with a
18	similar species of problem, which is unfair labour
19	practices.
20	And put briefly, if one is trying to
21	organize a union in a workplace, and you receive
22	negative treatment, you can go to the board, and it
23	is assumed that the reason for the negative
24	treatment was because of your unionized activity.
25	And then the board will adjudicated it, and that's
1	

1 because it's hard to prove that kind of allegation. 2 It's a similar phenomenon, when you 3 talk about reprisal. So that's really important to 4 be expert. 5 And on top of all that, you have to 6 have effective remedies from a tribunal. They have 7 to be able to correct the problem in all of its 8 facets, and that includes not only, you know, minor things if a person, for example, is reassigned 9 10 inappropriately, but major things. Where a person 11 is terminated, should be reinstated with backpay, 12 etcetera, the whole gamut of remedies that a Labour 13 Board or Human Rights Tribunal might otherwise 14 have. 15 That's all dealing with the tribunal or 16 a decisionmaker. In my opinion, a second key 17 component, and I've alluded to this is the reverse The idea that if somebody alleges that they 18 onus. 19 have been the victim of reprisal, because they have 20 disclosed wrongdoing, it should be assumed to be 21 true. And the respondents to that allegation must 22 disprove it. 23 And I know a lot of people think that 24 that's an odd, or maybe even a very strong or 25 unusual approach. But it's been done with labour

1	relations for decades, and it works. I already
2	gave you your reference to that, to the unionized
3	context where unfair labour practices are often
4	deemed to be founded unless the employer can
5	disprove them.
6	The third component of the system, and
7	this is something I've alluded to as well before.
8	Is to provide adequate funding or support for an
9	individual.
10	Federally, the Public Sector Integrity
11	Commissioner does have the authority to provide for
12	some legal funding to individuals who have
13	concerns, whether they're wrongdoing or reprisal
14	concerns, it's very limited. The maximum one can
15	get is \$3,000. And if you were going through a
16	lengthy hearing after an investigation, that will
17	be used up very, very quickly. So that's an
18	important component.
19	One of the chief difficulties we have
20	all found with the federal system, is the federal
21	system is not unlike what the Ontario Human Rights
22	Adjudication System used to be. Which is that you
23	can file a complaint with an allegation, it's

<sup>24</sup> investigated by one body, a commission. And that

25 body decides whether or not to refer the complaint

1 to a tribunal. 2 That's the way things work federally, 3 and that's one of the chief reasons why the 4 tribunal federally has had so few cases, only one 5 fully adjudicated, since the legislation was passed б because there's this gatekeeper. 7 Ontario, thankfully and respectfully 8 actually corrected that problem with its Human 9 Rights System a number of years ago, enabling 10 people to directly apply to a tribunal for relief. 11 They don't have to go the Ontario Human Rights 12 That is the kind of model that we Commission. 13 would urge for in this circumstance as well when 14 you're dealing with whistleblowing. No gatekeeper, 15 you go directly to the tribunal, with an 16 opportunity to state your case. 17 In those circumstances, the respondents 18 would have the whole panoply of arguments they 19 would normally have about fairness; about whether 20 the complaint is frivolous; etcetera, they can deal 21 with it at that stage. But the individual has to 22 be confident they can go somewhere to get relief. 23 And I stress that in addition to giving 24 relief to individuals, this kind of process has the 25 effect of establishing and maintaining the

<pre>1 credibility of the system as a whole. And one of 2 the things that we encounter routinely in the work 3 that we do is this cynicism about the system. And 4 I'm certain a lot of people don't necessarily 5 will file a complaint or disclose wrongdoing 6 because they're worried, it's just not going to 7 work. 8 Establishing a system that's effective 9 like that, will go a long way to convincing people 10 to put their lives on the line, literally in some 11 cases, and pursue it further. 12 I know that in our slide, there are 13 other details about aspects, but those are the key 14 points that I wanted to stress, just in terms of 15 how one could protect whistleblowers who have 16 disclosed wrongdoing and are victims of reprisal.</pre>
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<sup>15</sup> how one could protect whistleblowers who have
<sup>16</sup> disclosed wrongdoing and are victims of reprisal.
MR. BOUCHER: Thank you, David. I
<sup>18</sup> would like to add a couple of things, David Hutton
<sup>19</sup> if you don't mind.
20 We've had discussions amongst us about
<sup>21</sup> for example, which body should be receiving these
<sup>22</sup> reports. I think it's fair to say from what we've
<sup>23</sup> seen and from whistleblowers that we've talked to,
<sup>24</sup> that this is an industry that has some very
<sup>25</sup> troubled organizations in it. And that is a very

1	dangerous situation for whistleblowers.
2	The standard, like in the private
3	sector, and in regulated markets, and public
4	markets, is that the organization should create the
5	system, and that they should have the first crack
6	at trying to put things right.
7	I don't honestly believe that what
8	we've seen of this industry, that that's a very
9	good idea.
10	Secondly, you might think about the
11	regulator. It's clear that the regulator, I think
12	believes in whistleblowing. Whether that's an a
13	appropriate model, again, we'd be happy to discuss
14	that with you in more detail.
15	What we've seen, it's like water taking
16	the easiest path across a piece of ground. What
17	we've seen is everybody going to the Patient
18	Ombudsperson, and we find that very interesting.
19	Significant numbers, in an organization that
20	clearly took that seriously, understood the
21	implications of why they were coming and what they
22	had to do. And so that might be an interesting
23	model, and I'll let me colleagues jump in there.
24	I think if we had wish list out, we'd
25	love to see an Ombudsperson that covered

1 whistleblowers in the province. That's probably 2 above the mandate of what you can ask for. 3 But I think if one does look at a body 4 that's going to take that role, to take the 5 whistleblower complaints and do the work of 6 protecting them, it's very important that they give 7 them the powers that they need to do that. And 8 there are Ombudspersons in other parts of our law 9 across the country, where they become a bottleneck 10 where they -- where situations like this can be 11 squashed. 12 The second part is the investigation 13 into wrongdoing. Again, we'd be happy to talk to 14 you about that. That sits, naturally, one would 15 expect with the regulator. Whether or not they 16 should also be looking at the reprisal 17 investigations, I think is a separate question. 18 David Hutton, those are the bits I 19 wanted to talk about here. Were there other 20 elements you wanted to speak to? 21 MR. HUTTON: Well, this is my slide, 22 yeah, I just put this up as a list of some of the 23 things where there's probably guite immediate 24 discussion that we could engage in regarding, you 25 know, what does best practice look like? What is

1	the situation we're facing right now? And where is
2	the pathway to get from where we are now, to you
3	know
4	COMMISSIONER MARROCCO: Just a second,
5	Mr. Hutton.
6	COMMISSIONER COKE: Just a question on
7	your last comments.
8	You mentioned that you think there
9	should be Ombudsman for whistleblowers. Is there
10	any place or jurisdiction that has this model in
11	place already?
12	MR. BOUCHER: Not exactly. British
13	Columbia, Saskatchewan and Québec have given the
14	whistleblowing role significantly, but not
15	entirely, to their provincial Ombudsperson.
16	In fact, when we worked with the
17	BC Government, we working with the BC Ombudsperson.
18	They have other roles and they are given it's
19	one of the avenues where a whistleblower can
20	report.
21	So they can report through their
22	Ministry, or provincial body, or they can go to the
23	Ombudsperson. And David Hutton can probably speak
24	to this at more length. But giving people options
25	where to go is a good way to ensure you get the

1 information you need. 2 What we heard -- I heard a presentation 3 by the Québec Ombudsperson. And they have had some 4 quite important cases, and have done some great 5 work, but they don't have the reverse onus, and 6 they were talking about how difficult it is to prove retaliation, for example. Which just 7 8 underlines the point, that if you have an 9 Ombudsperson, they have to have the right tools and 10 the right powers. 11 Again, I'm sure we can come at it with 12 more information to help you on that point, and the 13 two Davids might have pieces to add to that. 14 MR. HUTTON: I'd like to make the point 15 that, you know, that's a good question. But I 16 think it's very important to looking at all of 17 this, to look beyond Canada's borders. 18 I've already painted a picture of where 19 we stand internationally. None of the sorts of 20 things that we're talking about putting in place 21 are novel, or unproven, or dangerous. 22 Best practices has been developed and 23 established in other countries over the past 20 or 24 so years, while we have been, you know, caught in 25 the situation of having regimes that are completely

1 ineffective. 2 So I think looking at other provinces, 3 sure, do that. But be aware, you're probably not 4 going to find -- you're certainly not looking at a 5 best practice if you're looking within Canada. 6 MR. YAZBECK: And if I might add 7 something, Commissioner Coke. 8 The federal system has the Public 9 Sector Integrity Commissioner who has what I would 10 call "ombuds-like" functions. If you look at their 11 website, for example, if you are a whistleblower, 12 it will say, you know, "you are protected. We're 13 here to help"; things like that. 14 However, the commissioner wears a 15 number of different hats. It eventually 16 investigates the wrongdoing, and when it does that, 17 it often stands in an adversarial relationship with 18 the whistleblower. 19 In some cases, the investigators that 20 work for the commissioner's office are questioning 21 the boni fide's or the legitimacy of the 22 whistleblowers's concerns. And certainly in my 23 experience, oftentimes they feel victimized by the 24 commissioner's office. 25 Then at the same time, the

1	commissioner's office makes a decision if the
2	concern is related to reprisal, as to whether or
3	not there's sufficient basis to send that complaint
4	to the tribunal, that's a different hat.
5	Again, oftentimes the whistleblower is
6	in an adversarial relationship. And similarly,
7	once the tribunal proceeding is ongoing, it's the
8	commissioner that has ultimate carriage of the
9	matter to make decisions about the nature of the
10	process, etcetera.
11	So it has elements, which I think are
12	positive, but I think in this kind of system, the
13	implications are so serious for individual
14	whistleblowers, that it's really important to
15	breakdown those elements and identify a body or
16	bodies which are truly supportive of
17	whistleblowers. And conceivably could even provide
18	support in terms of litigation, for example, if
19	matters are spilled out in front of a board or a
20	tribunal. But litigation on behalf of the
21	whistleblower solely and not on behalf of any other
22	interest.
23	COMMISSIONER MARROCCO: Well, thank
24	you. I'm not sure where you are in the
25	presentation.

1	MR. BOUCHER: We have one more slide, sir.
2	COMMISSIONER MARROCCO: Sure, go ahead.
3	MR. BOUCHER: David Hutton, did you
4	have anything on here? We haven't talked about the
5	training. And I think that what we can see, it's
6	very clear that there's a great deal of ignorance
7	by the people working in the industry who have gone
8	forward about what should happen; whether there's
9	even structures there that they can use.
10	So it's very clear that at a minimum, a
11	lot of that needs to happen about whatever
12	processes and protections are there.
13	MR. HUTTON: No, I'm good.
14	MR. BOUCHER: Shall I go on to the next
15	slide, David?
16	MR. HUTTON: Yes.
17	MR. BOUCHER: That's our last slide.
18	MR. HUTTON: All right. So I think
19	this is what we would ideally like to see happen.
20	We hope this presentation has helped to
21	inform you about the potential that whistleblowers
22	have to change a situation. We believe it is an
23	extremely powerful tool.
24	I hope that you feel you have a good
25	grasp of the situation in Canada now. Which is not

1	just, you know, our opinion, but it's backed up by
2	international research.
3	I'm hoping we can continue our
4	discussion on how to provide the effective
5	protection, starting from where we are now, which
б	is a difficult situation, I think.
7	There are solutions out there, but they
8	have to be tailored to the situation, and they're
9	not necessarily simple or obvious.
10	We would hope that going forward we can
11	have some kind of ongoing conversation.
12	Whistleblowing experts are not just the people who
13	are right here just now, but there are others, can
14	provide a major contribution to your decision
15	making, we feel.
16	The last point I'd like to make is that
17	based on experience, we believe that you need to be
18	prepared for some pretty forceful pushback on any
19	solutions that you come forward with that are
20	actually going to work.
21	You know, some of the things and
22	this is universal. As Sandy mentioned in Ireland,
23	where they have an outstanding law, within a couple
24	of years of that law coming into effect, they were
25	attempts by industry to sever it. Basically by

1	using intellectual property as an excuse, to
2	prevent whistleblowers from sharing information and
3	criminalizing their efforts. And that's typical,
4	because just as there are forces that attack the
5	whistleblower, the individual in a given situation,
6	there are vested interests who really don't want to
7	see whistleblowing come into force.
8	So what we typically see happen is when
9	you put forward proposals and recommendations,
10	these are described as dangerous to the industry,
11	essentially, the sky is going to fall, all kinds of
12	horrible things are going to happen if you
13	institute these provisions.
14	And in reality, some of the solutions
15	that are out there are a frontal attack on a
16	business model that some care homes may have, which
17	is basically a cross-cutting model that prioritizes
18	profit over proper care. And whistleblowing
19	undermines that business model.
20	So that was one of the measures that we
21	wanted to make sure, basically, from experience you
22	can expect that pushback.
23	COMMISSIONER KITTS: If I can just ask
24	a question about that.
25	So you're talking about pushback from

1	people who don't want to have the whistleblower
2	affect their business, their income, etcetera?
3	MR. HUTTON: Right.
4	COMMISSIONER KITTS: Having experienced
5	this, my biggest concern is your last few words.
6	"Solutions that truly will protect whistleblowers".
7	I'm not sure anyone can say, "truly
8	will protect".
9	"Do our best to protect", or "put
10	things in". But I find it very difficult, because
11	it's not a black and white, the retaliation, the
12	retribution. It's often subtle, long-term, at
13	least in my experience.
14	So I think a lot of people may push
15	back because I don't know that your solutions will
16	truly protect whistleblowers.
17	MR. HUTTON: Yeah, I think that's a
18	good reaction to what I said. Because you're
19	right, that there's no jurisdiction where it's safe
20	or easy to be a whistleblower. And you can never
21	guarantee protection.
22	Perhaps I should have said, "provisions
23	that will fully address the issues that they're
24	bringing forward". I think whistleblower will
25	always pay a price of some sort.

1	COMMISSIONER KITTS: Yeah, I think
2	that's in my experience that's true. I truly
3	have taken on like the whole notion of
4	retribution or retaliation is very against the
5	values. But, you know, in my experience, I had to
6	say, I can't guarantee it, because it's subtle,
7	it's mental, it's over time. Unless you have the
8	perfect employee who never steps out of line.
9	COMMISSIONER MARROCCO: Well this
10	sorry. Go ahead.
11	MR. YAZBECK: My apologies, Justice. I
12	was just about to make a small point.
13	Dr. Kitts, it's a very good observation
14	that you make. But at the same time, in Canada we
15	have a number of bodies, whether they be tribunals
16	or courts, which do their best in order to protect
17	persons in similar circumstances.
18	The real key, in my opinion is giving
19	them the tools to do that. There will be cases
20	that should have been successful, which are not.
21	But the way the current circumstances are, are such
22	that they're very likely to not be successful.
23	MR. BOUCHER: Agreed.
24	COMMISSIONER MARROCCO: Well, thank you
25	very much for this. As you may have gathered

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1	watching, we are wrestling with this because there
2	was a request for confidentiality. And we had to
3	amend our or seek amendment to our terms of
4	reference so that we could at least attempt to
5	provide that minimum level of protection in the
6	hope that someone would come forward.
7	Your presentation really fleshes out,
8	at least by way of an overall design, what we're
9	really rushing up against when we deal with this.
10	For that, I would say on behalf of us,
11	thank you very much for the time and effort. We
12	will have to think about this in a serious way, and
13	we may be back to you.
14	We're kind of like, after a while we
15	become kind of like the people you can't get rid of
16	because we keep coming back over and over again.
17	MR. BOUCHER: That's okay. We want to
18	do this. And we know our experience of trying to
19	help in slightly similar situations shows us that
20	we can't just say, "here, do it like this."
21	Everything is different. "Here is a law, use this
22	law."
23	It's an iterative process to get to the

right answer. And you have our commitment that we
will be here to do whatever we can. And we do have

	Γ
1	quite considerable resources, as Mr. David Hutton
2	has said, we can bring to bear some of the best
3	experts from across the globe, countries and people
4	who have dealt with these situations and the ways
5	that they've done it. We can bring you a lot of
6	knowledge and expertise to try and craft an Ontario
7	solution to the problem. But it's not one of those
8	problems that is, "oh, we'll just do these three
9	things and we're good". Sorry, but that's what we
10	have dedicated our time to, and we are going to
11	make it better, step by step.
12	COMMISSIONER MARROCCO: Well, that's
13	very helpful from our perspective. So thank you
14	very much. You may very well be hearing from us.
15	MR. BOUCHER: Thank you very much for
16	your time.
17	COMMISSIONER MARROCCO: Thank you.
18	
19	Hearing adjourned at 4:35 p.m.
20	
21	
22	
23	
24	
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1	REPORTER'S CERTIFICATE
2	
3	I, JUDITH M. CAPUTO, RPR, CSR, CRR,
4	Certified Shorthand Reporter, certify;
5	
6	
7	That the foregoing proceedings were
8	taken before me at the time and place therein set
9	forth;
10	
11	That all remarks made at the time
12	were recorded stenographically by me and were
13	thereafter transcribed at my direction;
14	
15	That the foregoing is a true and
16	correct transcript of my shorthand notes so taken.
17	
18	
19	Dated this 20th day of November, 2020.
20	fadite of lapito, CSR, CAR
21	fadare
22	
23	NEESONS, A VERITEXT COMPANY
24	PER: JUDITH M. CAPUTO, RPR, CSR, CRR
25	

1		CLARIFICATIONS
2	PAGE-LINE	COMMENT
3	1-18	Sandy Boucher, not David
4	7-12	founding member, not family member
5	19-8	the ACFE study, not CFE
6	25-17, 18	Discredit them: The strategy here is
7	simply to d	liscredit them.
8	26-15	not work-related
9	27-17	commendations, not accommodations
10	27-26/28-1	accuse them of harassment, sexual misconduct,
11	whatever	
12	28-3	And it's the people who fear exposure
13	33-20	climate of fear, not client with fear
14	33-21	In my experience in management
15	consulting,	examining hundreds of companies in depth,
16	organizatio	ons where fear is commonplace like this,
17	basically f	ind it hard to do the most basic things,
18	34-13	ever go to the media, even when
19	35-18	but 2 were infected (delete 'in')
20	36-4	place filled up again, not built up
21	40-24	put forward by the opposition
22	41-7	people and border services
23	41-11	Subsequent to that, the personal
24	41-12	information, the personnel files
25	41-20	and this settlement came in 2019

1		CLARIFICATIONS
2		
3	PAGE-LINE	COMMENT
4	42-1	to give you may be a shock,
5	44-18	five-year mark was coming up
6	45-6	So we leapt into action
7	45-11	There are 15 recommendations
8	47-1	Ralph Nader wrote about this
9	47-4	and simply been crushed.
10	47-14	And they were able to get a law
11	47-23	whistleblowing still seems a bit of a novelty,
12	50-19	the lead of the Federal Government
13	51-23	called in to conduct forensic investigations
14	52-2	There are securities
15	56-15 & 16	Redress for reprisals: Reverse onus is
16	good	
17	56-17	But we'd like to see
18	56-24	a role in the investigation
19	63-11	when someone is targeted as a whistleblower
20	70-2	contrast that
21	72-25	standing joke
22	89-17	is basically a cost-cutting model
23		
24		
25		
	1	

		1		
WORD INDEX	<b>27-26/28-1</b> 95:10		action 45:6	agreed 41:9
	<b>28</b> 8:5	< 8 >	51: <i>19</i> 56:23	91:23
< \$ >	<b>28-3</b> 95:12	<b>80</b> 16: <i>18</i>	70:22 96:6	ahead 33:3
<b>\$1.8</b> 41:16		<b>88</b> 35:17	activity 76:24	66:14 87:2
<b>\$3,000</b> 78:15	< 3 >	<b>89-17</b> 96:22	acts 44:4 59:1	91:10
	<b>3:00</b> 1:8 4:1	00.22	add 33:2 37:13	alarm 11:11
< 0 >	<b>33-20</b> 95:13	< A >	38:16 48:13	Alison 2:3
<b>0</b> 50:10	<b>33-21</b> 95:14	ability 72:1	60:1 64:16	allegation 77:1,
0 50.70				
	<b>34-13</b> 95:18	75:24	66:23 80:18	21 78:23
<1>	<b>35-18</b> 95: <i>19</i>	abroad 26:24	84:13 85:6	allegations
<b>1</b> 34: <i>12</i> 50: <i>10</i>	<b>36-4</b> 95:20	absolute 65:23	added 70:15	73:23
<b>100</b> 25:8 34:18	<b>37</b> 9:16	absolutely	addition 79:23	alleges 77:18
<b>1-18</b> 95:3		25:14 64:14	address 90:23	alleviate 36:15
<b>12</b> 12: <i>14</i>	< 4 >	70:3	adequate 78:8	allow 54:16
<b>13</b> 43:22	<b>4:35</b> 1:8 93: <i>19</i>	abstract 29:12	adjourned 93:19	63:15 64:20
14 50:2	<b>400</b> 7:10 25:5	abuses 41:3	adjudicated	65:2 66:13
<b>15</b> 6:18 58:22	<b>400,000</b> 43:11	abusive 26:11	75:15 76:25	71:10
96:7	<b>40-24</b> 95:21	access 27:6	79:5	alluded 74:15
<b>16</b> 50:2 96:15	<b>41-11</b> 95:23	29:1 49:1 75:13	adjudicating	77:17 78:7
<b>18</b> 95:6	<b>41-12</b> 95:24	accessible	39: <i>10</i>	alongside 50:8
<b>1978</b> 47:9, 16	<b>41-20</b> 95:25	61:22	adjudication	amend 92:3
<b>1978</b> 95:5	<b>41-7</b> 95:22	accident 18:13	60: <i>10</i> 78:22	amendment
<b>1990s</b> 31: <i>17</i>	<b>41-7</b> 95.22 <b>42-1</b> 96:4	accidental 27:4		92:3
			administering	
<b>1998</b> 47:21	<b>44-18</b> 96:5		51:5	analyses 7:19
<b>19th</b> 1:7	<b>45-11</b> 96:7	accommodations	adopted 47:20	analysis 50:22
	<b>45-6</b> 96:6	27:17 95:9	advanced 47:21	Angela 1:14
< 2 >	<b>47-1</b> 96:8	accomplished	adversarial	Angelo 4:6
<b>2</b> 34:12 35:18	<b>47-14</b> 96: <i>10</i>	7:19 30:9	85:17 86:6	annual 58:23
95: <i>19</i>	<b>47-23</b> 96:11	Accountability	adverse 67:9	anonymity
<b>20</b> 6: <i>11</i> 8:7	<b>47-4</b> 96: <i>9</i>	47:12 48:23	advice 14:17	22:25 23:8
18:8 47:19	<b>48</b> 48:3 50:6	accountable	15: <i>10</i>	63:22 64:2, <i>13</i> ,
48:1 49:16		75:10	Advisory 6:25	23 65:5, 18
84:23	< 5 >	accountant	9:11	66:2, 7, 16, 19
<b>2004</b> 31:19, 24	<b>50</b> 18: <i>15</i> 19: <i>9</i>	18:2 <i>1</i>	advocate 38:19	67:7, 10, 20
<b>2006</b> 43:9	34:18 45:11	accounting 10:4		72:19 73:4
<b>2011</b> 41: <i>19</i>	<b>50-19</b> 96:12	accounts 32:18,	30:7	anonymous
<b>2012</b> 58:24 59:5	<b>51-23</b> 96:13	19	Affairs 26:21	19:18 23:11
<b>2013</b> 32:15	<b>52-2</b> 96:14	accurate 49:14	affect 90:2	54:16 64:20
<b>2015</b> 10:21	<b>56-15</b> 96:15	accusations	afraid 20:18	67:21
<b>2016</b> 10:21	<b>56-17</b> 96:17	26:9 27:19, 24	after 35:15	anonymously
<b>2017</b> 9:14 15:5	<b>56-24</b> 96:18	42:13	43:18 44:17	66: <i>14</i>
<b>2018</b> 72:8	<b>30-24</b> 30.70	accuse 27:25	45:3 47:9	antidiscriminatio
<b>2019</b> 41:20	< 6 >	95: <i>10</i>	50:13 69:3	n 76:3
95:25	<b>6</b> 11:2 <i>1</i>	ACFE 95:5	70:6 72:25	anybody 63:3
<b>2020</b> 1:7 59:5	<b>60,000</b> 59:11	achieve 31:22	78:16 92:14	anymore 18:24
94:19	<b>62</b> 48:7	acknowledged	agencies 19:13	apologies 91:11
<b>20-point</b> 49:3	<b>63-11</b> 96: <i>19</i>	42:4	agency 55:7	apparent 54:20
<b>20th</b> 94: <i>19</i>	<b>66</b> 35:17 40:1	Act 6:23 15:10	agenda 11: <i>18</i>	appear 9:2 52:3
<b>20-year</b> 27:16		30:6 44:22	aggressive	appeared 21:24
<b>22</b> 35:17 40:15,	<7>	45:22 52:10, 20	70:22	appears 30:22
18	<b>70-2</b> 96:20	53:20 54:5	<b>ago</b> 6: <i>18</i> 12: <i>12</i>	applaud 23:7
<b>25-17</b> 95:6	<b>70s</b> 47:1	55:5 58:21	13:22 35:10	Apple 30:21
<b>26-15</b> 95:8	<b>7-12</b> 95:4	59:4, 7, 9	79:9	apply 46:20
<b>27-17</b> 95:9	<b>72-25</b> 96:21	acted 14:19	agree 43:18	52:6 79:10
			-	

appointed 75:22	attempt 92:4	88:25 89:17, 21	63:25 69:2	61: <i>16</i> 74: <i>14</i>
appraisal 27:11	attempts 88:25	95:17 96:22	96: <i>11</i>	76:20
appreciate 75:21	attending 1:7	basis 4:19	<b>bits</b> 82:18	bring 68:24
approach 66:1	attention 11:6	11:3 31:4 86:3	black 90:11	70:5 93:2, 5
77:25	34:23 68:25	<b>BC</b> 15:9 70:2,	blacklisted	bringing 7:17
approached	attitude 39:9	21 83:17	28:25	90:24
6:18	attitudes 76:5	bear 93:2	<b>blew</b> 40:18	British 83:12
appropriate	Attorney 70:3	beat 50:19	blocked 44:3	broad 67:1
81:13	audit 18:12	becoming 6:19	blow 53:25	broader 46:23
approval 8:11	20:8 37:18	37:10 47:12	54:7 62:14	brought 46:4
approve 31:15	auditing 36:12	began 35:21	blowback 24:9,	47:1 53:15
approved 31:14	auditor 46:10	beginning 5:21	16	build 72:9
area 60:6	auditors 26:1	14:2, 25 15:1	blowing 26:4	building 13:2
areas 76:1	32:9	behalf 9:3	39:1	built 36:4 95:20
arguments	Australia 47:24	86:20, 21 92:10	<b>Board</b> 6:25	bullet 20:5 63:8
79:18	49:17, 24	behave 26:13	9:11 44:21	bunch 47:5
arm's 75:19	author 6:11	behaviors 76:10	56:16 67:16	50:5
arrangements	authorities 41:6	behaviour 42:19	75:14 76:15, 17,	burden 51:15
68: <i>14</i>	authority 78:11	belief 54:8	22, 25 77:13	business 6:15
arrested 18:21	available 45:23	believe 11:9	86:19	52:25 89:16, 19
article 22:22	avenues 83:19	21:13 35:3	<b>bodies</b> 86:16	90:2
articles 51:9	average 19:9	42:13 70:3	91:15	0012
Ashley 35:8	avoid 23:11	74:4 81:7	body 14:23	< C >
55:8 73:25	awards 27:17	87:22 88:17	39:11 43:24	Cabinet 43:14
Ashley's 39:22	aware 85:3	believes 81:12	73:16 75:14, 16	call 10:15
asked 12:7	awareness	bellwether 53:5	76:11 78:24, 25	18:20 26:10
15:3 40:21 45:5	10:25 13:21	benefits 32:11	80:21 82:3	73:2 85:10
asking 27:22		best 7:16, 17	83:22 86:15	Callaghan 2:18
63:21	< B >	9:24 17:25	boni 85:21	called 35:14
aspects 80:13	back 9:23 32:2	18:8 24:1	bono 14:15	43:15 96:13
assess 12:6	60:7 73:1, 12,	30:17 32:20	border 95:22	calling 29:15
asset 37:10	13 90:15 92:13,	38:6 51:6	borders 84:17	calls 25:8 61:1
assignments	16	53:14 54:8	bottleneck 82:9	Canada 8:11
26:11 31:20	backed 88:1	55:20 62:1, 24	bottom 50:8	9:2, 10, 22
assist 15:3	background 6:8	63:15 68:6	Boucher 1:18	10:13 31:12
70:1	12:1 15:18 71:7	70:1, 11 73:10	4:12 5:12, 13,	42:24 43:1
assistance	backpay 77:11	74:5 82:25	16 35:6 37:13	45:18 46:20, 23
10:23	bad 19:22	84:22 85:5	39:14 40:15	50:7, 10, 16, 20
Assistant 2:3	33:16, 20 35:18	90:9 91:16 93:2	41:24 46:1	51:12 53:23
73:2	58:11 71:18	best-in-class	48:12, 16 53:13	61:19 64:19
associated	baggage 24:24	13:2	57:17 61:11	85:5 87:25
24:24	Bahal 2:15	better 13:19	63:19 64:16	91: <i>14</i>
Association	<b>ban</b> 54:17	21:7, 8 52:11	66:4 67:22	Canada's 84:17
9:12 18:2 48:24	<b>Bar</b> 48:24	70:9 93:11	68:20 71:6	Canadian 7:20
<b>assume</b> 33:6	bare 65:23	Bianchi 3:3	80:17 83:12	8:4 9:12 10:19
assumed 76:23	barriers 63:5	<b>big</b> 38:7 66:20	87: <i>1, 3, 14, 1</i> 7	30:12 62:11
77:20	based 53:23	biggest 16:14,	91:23 92:17	Canadians 43:4
assuming 34:4	88:17	15 66:7 90:5	93:15 95:3	cancer 17:14
attachment	basic 33:25	bios 41:12	break 29:8	capable 39:11,
25:17	95:17	bit 6:7 11:25	breakdown 65:6	12
attack 25:3	basically 27:1,	15: <i>18</i> 28: <i>12</i>	86: <i>15</i>	capacity 51:4
89: <i>4</i> , <i>15</i>	23 32:8 33:24	40: <i>13</i> 42: <i>14</i> , 24	Brian 8:13	capture 36:20
attacks 24:19,	44:22 50:17	43:18 47:23	brief 25:5	Caputo 3:10
22 26:5 29:21	63:2 68: <i>13</i>	52:3 53:5	briefly 11:6	4:8 94:3, 24
	69:4 70:16	l	30:25 52:18	

<b>CARE</b> 1: <i>1</i> 2: <i>4</i> ,	<b>CFE</b> 1: <i>19</i> , <i>22</i> ,	climate 71:23	Commissioners	computers 27:6,
7, 10, 13, 15, 19,	25 10:22 19:8	72:4 95:13	4:5	8
22, 25 3:4 6:1	95: <i>5</i>	<b>close</b> 35:6	commissioner's	conceivably
13: <i>14</i> 19:7, <i>10</i>	champion 70:21	37:16	85:2 <i>0</i> , 24 86:1	86:17
35:15 37:22	chances 66:16	closely 40:20	<b>commit</b> 33:15	concept 65:18
39:25 53:2 <i>0</i>	change 72:15	<b>Code</b> 51:9, 10,	commitment	concepts 66:5
54:5 55:11	87:22	25 57:23	92:24	conceptualize
58:21 59:4	changed 30:3	<b>Coke</b> 1: <i>14</i> 4:6	committed 70:4	66:25
72:6 89:16, 18	40:2	54:22, 25 83:6	Committee 6:22	concern 86:2
career 9:16	changes 44:24	85:7	9:5 15:4 45:5	90:5
28:19 30:9	46:18 52:20	collar 10:2	69: <i>5</i> , <i>11</i> , <i>14</i> , <i>17</i>	concerned
32:1 63:12	<b>channel</b> 57:4	colleague 31:18	common 25:23	59:17
caregivers 55:11	Chantal 8:19	colleagues 6:6	26:10 28:21	concerns 31:9,
carriage 86:8	60: <i>9</i>	26:6 36:17	29:5, 18, 22	13, 16 32:7, 11
carries 24:24	charge 5:14	64: <i>1</i> 81:23	33:8 36:22	55:14 78:13, 14
case 8:13, 20	charities 16:14,	Columbia 83:13	commonality	85:22
13:13 17:6	16	<b>come</b> 18: <i>1</i> , <i>5</i> ,	51:2	concrete 75:4
23:15 24:18	charity 7:2	15, 24 19:9	commonplace	conditions
32:14 33:10	chart 61:6	22:9 30:5 38:8	33:24 95:16	36:15 40:1
34:17 39:22	chief 78:19	47:3 62:9	companies 10:7	conduct 27:20
44:10 52:14	79:3	71:10 84:11	33:23 95:15	28:1 45:6
59:16 60:7, 14	chip 64:1	88:19 89:7 92:6	company 21:7	73:17 96:13
68:25 75:22	<b>choice</b> 63: <i>13</i>	comes 20:3	94:23	conducting
79:16	65:1 67:23	24:12 30:2	<b>compare</b> 50:3	51:23
cases 8:7 18:5,	choked 57:5	coming 4:15	compass 24:6	conference
<i>15</i> 19: <i>12</i> 21: <i>16</i>	Chopra 8:9	44: <i>18</i> 48:6	compensation	47: <i>10</i>
28:4 41:23	31: <i>11</i> 60:8	81:21 88:24	63: <i>16</i>	Confessions
44:9, <i>1</i> 2 51:2 <i>1</i>	chronic 29:20	92:16 96:5		18:23
-	circumstance		competent 24:4 25:21	
60: <i>5</i> , <i>12</i> , <i>17</i>		commencing		confidence 21:8
65:9, 16 72:23	79: <i>13</i>	4: <i>1</i>	competitors	confident 24:4
74:6 79:4	circumstances	commendations	19: <i>19</i> , <i>20</i>	25:22 62:5
80:11 84:4	37:21 65:15	95:9	<b>complaint</b> 78:23,	67:4 79:22
85:19 91:19	79:17 91:17, 21	<b>comment</b> 30:25	25 79:20 80:5	confidential
cash 36:5	<b>City</b> 61: <i>11</i>	74:14 95:2 96:3	86:3	4:23, 24
cast 55:15 63:2	<b>civil</b> 41:2, <i>12</i>	commented	complaints 22:3	confidentiality
catch 37:19	clarification	39:2	75:15 82:5	56:14 65:22
category 27:12	34:3	comments 31:3	complete 48:2	66:2 72:19 92:2
caught 26:14	CLARIFICATION	83:7	completed 44:13	connection
29:18 71:16	<b>S</b> 95:1 96:1	COMMISSION	completely	36: <i>14</i>
84:24	class 47:7	1:2 2: <i>4</i> , <i>10</i> , <i>13</i> ,	51:12 84:25	<b>connects</b> 76:9
caused 36:6	72:10	15, 19 4:7 6:25	completing	consequence
40:1	cleaning 35:23	9: <i>13</i> 31:2	50:2 <i>1</i>	16:2 <i>0</i>
<b>CBC</b> 14:8, 9	clean-up 35:21	53:10 78:24	complex 10:4	consequences
<b>Centre</b> 12:10, 11	<b>clear</b> 37:20	79:12	19: <i>11</i>	23:12 30:19
certain 4:21	71:22 81: <i>11</i>	Commissioner	compliance	34:24 67:9
75:23 80:4	87:6, 10	1: <i>13, 14, 15</i> 4:3,	20: <i>10</i>	70:18
certainly 24:12	clearly 26:8	6, 14 5:13 36:7	complicit 33:13	considerable
36:23 54:12	37:18 52:13	44:4 54:22, 25	component	93:1
85: <i>4</i> , 22	58:14 73:24	55:17 63:21	38:18, 20 39:8	consideration
CERTIFICATE	81:2 <i>0</i>	65:25 67:17	77:17 78:6, 18	32:16
94:1	client 33:20	78: <i>11</i> 83: <i>4</i> , 6	components	consistent
Certified 18:2	95: <i>13</i>	85:7, <i>9</i> , <i>14</i> 86:8,	67:2 75:12	25:14 27:3
94: <i>4</i>	clients 18:19	23 87:2 89:23	computerizing	consistently
certify 94:4	44:11	90:4 91:1, 9, 24	26:19	18:8
-		93:12, 17		consultant 6:10
		,		

3

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consulting	73:11 84:23	current 10:10	69:24 74:25	Deputy 2:3
33:22 95:15	93:3	91:2 <i>1</i>	76:16, 17 79:20	15:12 43:17
contact 69:13	country 25:12	currently 31:8	87:6 92:9	73:2
contacted 23:5	36:23 42:20	76:14	dealing 17:14	Derek 2:9
contacts 45:4	52:24 82:9	customers	19:18 31:8	describe 11:11
cont'd 3:1	couple 31:7	19:17	38:25 76:1	25:18 51:13
contemplate	35:9 51:14	cut 19:1 32:9	77:15 79:14	56:9
34:15	70:15 80:18	43:21	dealings 25:4	described 31:20
context 78:3	88:23	Cutting 26:6	deals 76:11	43:12 89:10
continue 13:18	course 27:9	cynicism 80:3	dealt 7:10 9:20	describes 69:3
88:3	31:23 40:24		72:24 93:4	design 92:8
continues 18:13	54:16 69:22	< D >	debatable 50:14	destroy 28:18,
22:20 33:9	court 9:3 60:7	damage 25:16	debt 33:23	19
contract 70:2	courts 41:21	35:1	decade 29:23	destroying
contrast 53:7	46:9 65:16	damaged 30:4	decades 49:8	56:11
96:20	91:16	63:14	78:1	detail 14:1
contributed	<b>cover</b> 45:12	damaging 34:9	<b>decide</b> 30:17	24:17 39:18
60:16 69:4, 15	52:4	56:7	66:9, 14	81:14
contribution	<b>covered</b> 40:12,	dangerous 81:1	decided 5:4	detailed 11:23
88:14	17 56:17 81:25	84:21 89:10	8:20 9:22 22:4	45:12 49:9
control 64:25	covers 12:12	dark 33:6 34:5	61:18 68:14	50:21
controls 20:9	43:11	Dated 94:19	decides 78:25	details 23:23
conversation	coverup 27:20	dates 41:19	decision 9:24	42:18 74:4
11:22 88:11	COVID 5:22, 24	David 1:21, 24	66:13 86:1	80:13
conversations	COVID-19 1:2	6:9 7:23 8:4	88:14	devastating 29:5
68:4	9:6	9:5 10:18	decisionmaker	devastation 61:4
convicted 17:13	crack 81:5	23:13, 14, 17, 22	77:16	developed 49:7
convince 32:22	craft 93:6	29:24 30:24	decision-makers	84:22
convincing 80:9	create 81:4	31:9, 19 32:4,	75:20	developing
Corporal 8:12	created 12:12	25 33:2, 3	decisions 30:19	62:11
corporate 10:1	creates 73:11	37:14 39:20	44:7 68:17	diagram 20:3
corporations	credibility 80:1	44:10 46:2, 3	75:24 86:9	diaster 58:12
10:13	credible 56:23	48:12, 14, 17	dedicated 6:17	difference 66:7
correct 51:23	credit 50:15	52:18 53:8	93:10	different 39:7, 8,
64:21 77:7	crime 9:19	58:1 61:13	deemed 78:4	9 42:12 43:3
94:16	10:2, 6	64:17 67:24	defeat 37:24	49:12 74:23
corrected 74:20	crimes 9:20	68:22 72:11, 23	definitely 38:15	85:15 86:4
79:8	<b>Criminal</b> 51:8,	73:8 74:2, 10	definition 54:11	92:21
corrective 56:23	10, 25 57:23	80:17, 18 82:18	degrading 26:15	difficult 37:24
corruption 8:14	criminalizing	83:23 87:3, 15	degree 63:17	60:24 84:6
10:5	89:3	93:1 95:3	delegation 36:20	88:6 90:10
cost 20:21	criteria 49:3, 7	Davids 8:1	delete 95:19	difficulties 32:4
60:13	53:22, 23 54:3,	84:13	demonstrate	78:19
cost-cutting	6 61:15, 19, 20	David's 6:19	43:7	digging 23:22
96:22	criticize 69:19	Dawn 2:12	demonstrates	<b>dime</b> 71:21
<b>Counsel</b> 2: <i>18</i> ,	criticized 46:9	day 1:7 10: <i>10</i>	57:5	direction 94:13
21, 24 3:3 8:5,	cross-cutting	12:17 17:1	department	directive 48:4
23 14:16	89:17	21:5 23:1 94:19	65:13	49:20 61:23
count 48:6	<b>CRR</b> 94:3, 24	day-by-day 4:19	departments	directly 14:14
counted 22:6	crushed 47:4	days 4:18	19: <i>14</i>	75:6 79:10, 15
countries 7:17	96:9	17:20 35:10	dependency	Director 2:9, 12
18:14 37:7	CSA 20:3	61: <i>1</i>	51:18	disappears
48:3, 7 49:12,	<b>CSR</b> 94:3, 24	<b>DC</b> 30:21	depression	27:17
22, 25 53:7	<b>culture</b> 20:13	deal 16:12	29:20	disciplined
	<b>cures</b> 20:6	17:17 22:25	depth 95:15	26:13

neesonsreporting.com 416.413.7755

	1 -	1	1	
disclose 57:1	<b>Dunn</b> 8: <i>19</i> 60: <i>9</i>	employer 65:3	79:25 80:8	expect 21:24
65:2 67:4	duties 54:16	78:4	estimated 16:17	42:20 43:5
74:19 75:1 80:5	duty 55:21	employers 70:16	etcetera 31:15	82:15 89:22
disclosed 32:12	56:4 63:9	employment	76:5, 10 77:12	experience 8:6
77:20 80:16	dwarfs 18:13	8:18 32:7, 10	79:20 86:10	11: <i>1</i> 24:8
Disclosure 8:21	dwell 28:6	60:22	90:2	28:17 30:2
15:10 45:22	dynamics 40:10	empower 72:4	ethics 20:9	33:21 36:13
60:11	dysfunctional	enable 74:18	<b>EU</b> 48:4 49:20	62:10 64:18
disclosures	35:1	enabling 79:9	European 9:13	85:23 88:17
54:15, 17		enact 48:5	49:22 61:23	89:21 90:13
discovered	<e></e>	49:23	evacuated 35:15	91:2, 5 92:18
70:12	earlier 9:8	encounter 80:2	evaluation 54:18	95:14
<b>Discredit</b> 95:6, 7		encouraging	evaluations	experienced
discredited 26:2	55:3 66:8	32:8	57:15	32:4 90:4
discrediting	early 6:1 58:23	ended 31:17	events 14:7	expert 6:12
25:25	69:6	32:1 45:9	eventually 4:18	9:13 28:22
discrimination	earning 63:13	ends 30:10	34:2 41:16	40:22 77:4
76:4	easiest 81:16	enforcement	42:1 85:15	expertise 31:21
discuss 81:13	easy 62:18	18: <i>19</i> 51: <i>19</i> , 20	Everest 43:13	75:25 76:13
discussion 50:9	65:5 90:20	engage 75:9	57:21	93:6
68:2, 3 74:11	education 14:7	76:2 82:24	everybody	experts 13:1
82:24 88:4	Edward 30:13,	engages 67:11	34:21 43:25	62:4 69: <i>9</i> , <i>11</i>
discussions	23	enhanced 22:16	44:2 46:12	74:7 88:12 93:3
80:20	effect 79:25	enormous 29:16	81:17	explain 25:16
disincentive	88:24		evidence 27:15	58:9 74:4
39: <i>4</i>	effective 13:16	ensure 57:7 83:25	31: <i>14</i> 39:5	
			57:13	explained 38:8
dismissed 40:25	38:1, 22 39:3	entire 69:22		<b>expose</b> 34:19
disprove 77:22	47:22 51:5	<b>entirely</b> 44:15	exactly 43:19	47:3
78:5	52:14 53:4	83: <i>15</i>	67:22 83:12	exposure 27:4
dispute 38:19	57:6 66:19	entrenched	examination	28:3 95:12
distinguish	69:22 70:11	37:22	18: <i>18</i>	Expression
74:16	73:17 75:6	entrust 23:10	Examiners 18:3	12: <i>10</i>
distinguished	77:6 80:8 88:4	environment	examining 95:15	extensively 7:21
14:23	effectively 74:20	19:11, 16 56:19	example 6:3	externally 57:1
Document	effectiveness	equally 65:21	12:24 23:3	extraordinary
18:18 41:20	6:13 49:4 75:5	73:22	30:11 31:11	70:14
doing 18:25	efficiently 74:7	equation 75:13	32:6 51:11	extremely 47:21
25:8 30:10	effort 28:18	equipment	52:10 53:13	54:14 61:20
37:8 39:11	51:22 92: <i>11</i>	26:12 35:23	56:10 62:5	87:23
62:8 70:4	efforts 52:15	equivalent 59:13	67:15 77:9	<b>eyes</b> 6: <i>19</i> 45: <i>8</i>
dollars 17:8	70:1 89:3	eradicate 21:11	80:21 84:7	
30:20	element 65:14	eradicates 21:11	85:11 86:18	<f></f>
dots 76:9	71:12	erroneous 32:19	examples 22:12	face 61:4
dozen 63:8	elements 13:17	Especially 42:10	31:7 65:6	facets 77:8
Drake 30:15	20:8 63:23	essential 63:22	exchange 26:22,	facing 63:5
dramatic 71:17	82:20 86:11, 15	essentially	25	83:1
dramatically	embarrassing	28:24 43:1	Excuse 16:2	fact 15:11
26:23	41: <i>14</i>	61:25 62:24	89:1	34:11 41:1
draw 11:6	employed 55:7	89:11	exhaustive	43:6 72:24
drop 71:21	71:25	establish 69:6	54:18	83:16
drug 8:11	employee 91:8	established	exist 21:19	factor 71:19
drugs 31:13, 15	employees	32:17 76:3	38:14	facts 58:1, 4, 6
Drummond 2:3	19: <i>10</i> , <i>13</i> , <i>25</i>	84:23	exists 50:17	factual 15:2
dug 58:22	21:2 55:5, 7	establishing		fail 64: <i>4</i>
	57:11	I	I	1

failed 34:14, 19	final 39:22	forms 24:22	<b>GAP</b> 49:8	69:19 83:17
56: <i>4</i>	68:2 <i>1</i>	forth 94:9	53:23 58:2	96:12
fails 56:1 57:9	finally 42:4	forthcoming	61:2 <i>0</i> 62:5	governments
failure 69:19	46: <i>13</i> 53: <i>14</i>	39:7	gaslighting	9:9 10:13 46:17
<b>FAIR</b> 7:2 44:18	financial 29:6	fortunate 30:5	56:10	Grant 10:3
80:22	61:4 73:9	fortunately	gatekeeper 44:5	grapple 19:6
fairly 24:12	find 7:5, 16, 23	76:17	79:6, 14	grasp 87:25
38:1 41:22	14:5, 11 18:1,	forward 14:21	gathered 91:25	grata 24:14
42:11 52:22	19 24:14 28:23	19:10 24:7	general 46:10	grateful 14:25
74:6	33:24 45:24, 25	40:24 44:24	70:4	great 53:16
fairness 67:11	50:7 51:24	47:3 49:13	generally 28:16	84:4 87:6
79:19	62:20 70:5	52:15 71:11, 18	generated 47:6	ground 81:16
fall 89:11	81:18 85:4	72:9 87:8	gentleman 17:12	group 7:14
false 26:9	90:10 95:17	88:10, 19 89:9	Gerard 8:10	10:3 12:16
42:14	finding 7:9	90:24 92:6	gist 62:22	49:25 64:10
Falsifying 27:15	findings 54:6	95:21	give 6:7 14:16	groups 19:15
families 55:10	fine 5:12 55:18	found 59:2	31:7 38:20	grows 33:9
family 7:12	finished 4:10	76:9 78:20	40:22 41:9	guarantee
29:5, 6, 8, 10	67:24	founded 78:4	42:25 43:1	22:25 66:21
95:4	fired 27:12	founding 95:4	45:8, 16 59:23	90:21 91:6
<b>fantastic</b> 69:17	31:23	Fourthly 73:22	45.8, 70 59.23 67:21, 22 73:13	
fear 28:3 33:18,		Frank 1:13 4:4	82:6 96:4	guarantees 56: <i>13</i>
20, 23 66:10	<b>five-year</b> 44:18	Franklin $2:6$	given 23:20	guess 73:2
-	45:1 50:12		-	
70:17 71:23		frankly 31:21	31:20 71:7	guidance 7:24
72:4 95:12, 13,	69:2 96:5	fraud 10:5	73:12 83:13, 18	guide 68: <i>13, 18</i>
16	fix 16:3, 7	17:13 18:3, 4	89:5 aiving 5:10	guidebook
feared 22:5	22:13	42:21	giving 5:18	25:16
federal 7:1, 3	fixing 12:9 36:5	Frazier 60:7	39:12 59:18	Guideline 9:12
32:9, 17 43:8,	flashbacks	Free 12:10	79:23 83:24	10:19 20:3
11 47:25 50:19	29:20	48: <i>18</i>	91: <i>18</i>	gun 76:8
60:6 78:20	fleshes 92:7	freedom 11:16	global 7:14	<b>guys</b> 19: <i>18</i>
85:8 96:12	floor 40:22	53:25 54:7	16: <i>13</i> 53: <i>14</i>	. 11.
Federally 78:10	flow 36:5	62:14	Globe 41:8	<h></h>
79:2, 4	focus 69:23	friend 6:18	93:3	Hackathon 9:6
feed 38:13	focused 16:15	friendly 62:3	good 20:17	10:2 <i>1</i>
feel 24:11	36:3 55:5	frivolous 79:20	23:21 42:11	half 63:7
48:17 56:22	folks 8:15 72:6	front 24:18	46:13, 14 47:24	half-baked 34:8
62:2 71:6, 9	follow 62:22	26:6 69:5 86:19	48:14, 16, 20	Hall 61:11
85:23 87:24	followed 50:18	frontal 89:15	53:4, 13 54:20	Halton 17:7
88:15	following 22:17	full 27:18	56: <i>16</i> , 22 57: <i>11</i> ,	hand 23:13
feeling 46:13	force 89:7	fully 79:5 90:23	25 68:1, 2	74:10
fees 56:17	forceful 88:18	functions 33:21	72:10 81:9	handed 9:23
Fellow 1:19, 22	forces 89:4	75:7 85:10	83:25 84:15	hands 23:9
felt 5:22 22:14	Ford 17:7	fund 60:14, 16	87:13, 24 90:18	happen 16:10
fide's 85:21	foregoing 94:7,	funding 60:19	91:13 93:9	34:2 50:24
field 28:22	15	78:8, 12	96:16	72:22 87:8, 11,
30:18 47:11, 14	<b>Foreign</b> 26:21,	fund-raising	Google 15:21	19 89:8, 12
<b>fight</b> 61: <i>11</i>	22, 25	10:24	Government	happened 15:6
figure 10:7	forensic 10:3	funds 5:24	7:3 9:4 13:3	39:24 41:9, 19
64:11 66:21	51:23 96:13		15:3, 9 26:18	44:25 48:8
file 27:16, 18	form 11:3	< G >	27:1 32:9, 18	happening 10:9
78:23 80:5	20:22 31:3	gag 54:17 63:5	41: <i>15</i> 42: <i>4</i>	11: <i>13</i> 16:7
files 60:15	55:22	gains 26:25	45: <i>14</i> 47: <i>11</i>	33:14 57:14
95:24	formed 47:13	gamut 77:12	48:23 50: <i>19</i>	59:22 73:25
filled 95:20				

neesonsreporting.com 416.413.7755

happens 6:20	helps 21:11	17 93:1	82:6 84: <i>4</i> , 16	information
12:3 15: <i>15</i>	hidden 38:10		86: <i>14</i>	19:6 20:1 26:7
23:15 28:15	highlights 54:19	< >	importantly	35:10 37:2
51:3	highly 24:3	<b>IBA</b> 58:2	73:22	39:6 41:5, <i>12</i> ,
happy 21:2	25:21 32:16	lda 3:3	impossible	14 43:7 45:16
81:13 82:13	hinted 33:5	idea 6:7 18:3	26:16 31:22	47:3 51:24
Harassment	hits 74:12	46:24 47:6	51: <i>15</i>	55:4, 6, 9 58:24
26:5 27:25	Holmes 40:18	77:18 81:9	improve 71:11	84:1, 12 89:2
56:9 95:10	41:2	ideal 52:22	improved 32:23	95:24
hard 8:2 33:24	home 6:2 29:6	ideally 87:19	inappropriate	ingenuity 62:11
34:22 77:1	35:15, 22 36:3	ideas 12:8 14:9	36:20	initially 25:24
95:17	39:25 53:20	identified 20:20	inappropriately	initiate 51:19
hard-hitting 38:6	54:5 55:11	31:10 47:2	77:10	Initiative 1:19,
harsh 24:13	homes 19:7	65:17	incidents 20:20	22, 25
hat 86:4	58:21 59:4, 7	identify 21:11	32:15 76:10	Initiatives 12:16
hats 85:15	89:16	22:2 65:1 86:15	includes 77:8	injunctive 73:12
Haydon 8:9	honestly 81:7	identifying 18:9	including 13:1	inquiries 5:9
31:11 32:1 60:8	Hong 8:14	ignorance 87:6	49:12 69:8	inside 65:10
head 17:3	9:17, 23	ignored 45:1,	income 29:3	insiders 38:9
headings 53:25	Honourable 1:13	14 50:13	90:2	insidious 76:6
54:2 62:2, 14	hope 15:7	illegal 33:17	independence	insomnia 29:20
63:9	87:20, 24 88:10	illustrate 31:8	75:18	inspection
Health 2:22, 25	92:6	illustrated 68:25	independent	36:12 37:18
3:4 8:10 31:12	hopefully 64:24	illustrates 42:8	11:16 39:11	38:2, 13, 25
healthy 20:13	hoping 88:3	58:16 59:20	44:20 75:17, 20	inspections
hear 12:21	horrible 89:12	imagine 16:4	indicated 39:23	37:24 71:15
15:5 17:19	horrified 22:19	29:3 34:17	63:12	inspector 9:18
19:11 34:16	39:23 41:4	immediate 82:23	indicator 53:5	institute 89:13
35:5 37:4	hotline 25:6	immediately	indicators 73:20	instrument 62:6
heard 14:19	huge 28:14	25:21, 22 34:8	individual 30:3,	insurance 8:18
19:22 21:15	human 16:8	56:6	4 78:9 79:21	32:8, 11
28:12 42:16	25:25 76:2	immigration	86:13 89:5	intact 30:6
73:8 74:6 84:2	77:13 78:21	41:6	individuals	Integrity 6:25
hearing 4:25	79:8, 11	impact 12:22	78:12 79:24	21:1 44:4
51:8 59:16, 17		29:4 33:5 71:17	industries	78:10 85:9
78:16 93:14, 19	humiliating 26:6	impacts 22:5	20:11 36:24	intellectual 89:1
heavily 44:19	hundreds 30:19	implementation	38:5	intended 32:22
Held 1:6 75:10	33:22 95:15	68: <i>18</i>	industry 19:21	34:15
he'll 74:4	hurdles 73:10	implementing	21:10, 20 22:12	intentions 51:6
help 6:25 7:4	Hutton 1:21	70:24	23:4 25:13	70:11
9:9 10:6, 8, 24	6:9 8:2 10:18	implications	36:21 39:16	interest 12:19
14:17 19:2	23:19 31:9	39: <i>1</i> 81:2 <i>1</i>	58:14 60:20	13:11, 12 15:10
20:16 21:10	32:25 34:4	86:13	71:24 73:19	16:18 22:17
23:6 26:20	35:8 36:7 39:2,	importance	80:24 81:8	31:3 47:4 86:22
36:15 45:9	21 40:16 42:7	75:18	87:7 88:25	interested 4:20,
49:11 65:24	46:21 48:17, 20	important 5:22	89:10	25 13:5, 7, 11
66:20 71: <i>11</i>	53:18 54:24	8:8 11: <i>16</i>	ineffective	35:13 36:9 59:8
84:12 85:13	55:3, 19 58:15	14:13 19:24	51:12 85:1	interesting 16:6
92:19	61:14 63:24	39:13 53:2, 3	inevitably 62:20	60:4 65:11
helped 15:8	68:1, 23 69:1	56:25 57:18	infected 35:18	81:18, 22
87:20	72:24 80:18	60:20 63:1	95:19	interests 89:6
helpful 65:4	82:18, 21 83:5,	64: <i>13</i> 65: <i>18</i> , <i>21</i>	infections 36:6	interim 5:2
93: <i>13</i>	23 84:14 87:3,	66:5, 20 74:16	40:2	22:18 56:5
helping 12:19	13, 16, 18 90:3,	77:3 78:18	inform 87:21	interject 30:24
			informants 9:21	52:17

neesonsreporting.com 416.413.7755

internal 20:9	investigators	jurisdiction	late 31:17	length 75:19
55:23	15:12 65:7	83:10 90:19	launched 15:14	83:24
International	85:19	Justice 38:17	laundering 10:6	lengthy 78:16
7:13 48:24	invited 26:7	75:17 91:11	law 15: <i>10</i>	lens 53:22
69: <i>9</i> , <i>11</i> 88:2	involved 9:7		18: <i>19</i> 40:23	lesson 24:13
internationally	20:24 26:21	< K >	43:8, 16 44:16	Lett 2:9
6:12 46:24	35:22 39:8, 9	Kate 2:24	45:11, 21, 23	level 7:1 47:25
84: <i>19</i>	40:20 51:20	kept 34:4 38:10	46: <i>4</i> , 8 47:17,	92:5
interplay 39:16	involves 13:20	<b>key</b> 23:25	<i>20</i> , <i>22</i> , <i>25</i> 49: <i>4</i> ,	levels 9:2 13:3
interrelated 75:4	involving 8:13	41: <i>18</i> 69: <i>10</i>	18 51:18, 20	31:21
interrupt 36:8	10:5	71:9 75:12	52:11 57:25	liability 56:2
57:17	Ireland 50:4	77:16 80:13	58:3 59:10	liar 29:15
interrupted	88:22	91: <i>18</i>	60:3 70:5, 8, 15	licence 40:5
67:25	Irish 73:11	<b>kind</b> 10:8	72:10 73:11	lied 33:13
interrupting	irresponsible	16: <i>19</i> 17:2, <i>4</i>	82:8 88:23, 24	life 9:24 63:14
33:1	34:7	20:8 25:19	92:21, 22 96:10	life-changing
intersection	isolated 75:3	29:6, 12 34:10	laws 7:20 13:2	28:16 30:1
36:10	isolation 26:5	41:2 <i>1</i> 50: <i>1</i>	21:19, 25 22:16	lift 72:4
intersects 10:10	issue 5:19,24	53:1 58:16	42:24 45:18	lightning 7:7
interview 41:10	12:2 13: <i>1</i> 2	59:20 68:4	47:24 48:3, 6,	limited 78:14
interviewed	19:6 21:2 <i>1</i> 53:3	71:20 76:12	10, 21 49:24	limits 54:21
30:15	issues 4:21	77:1 79:12, 24	50:22 52:3, 6	lines 31:19
interviews	6:14 37:23	86:12 88:11	57:23 73:11	listed 47:5
27:21 30:13	68:16, 24 69:24	92: <i>14</i> , <i>15</i>	lawyer 8:4	50:1,2
intimidate 27:23	71:9 76:16	kinds 9:21	72:12	listen 14:5, 13
introduce 4:4	90:23	20:10 24:22	lawyers 9:1	15:1 57:19
introducing 6:6	issuing 45:9	41:3 60:17	layers 68:5	literally 80:10
introduction	iterative 92:23	63:5 75:15	Lead 1:13 2:6,	litigation 86:18,
23:21		89:11	18 96:12	20
introductions	< J >	<b>Kings</b> 17:21	leaders 33:12	livelihood 28:20
14: <i>1</i> 7	Jack 1:15 4:6	<b>Kitts</b> 1:15 4:6	leadership 33:6	29:1
investigate	jargon 62:21	63:2 <i>0</i> , 21 65:25	leading 27:22	lives 26:18
73:24	<b>Jay</b> 2:15	66:24 67:17	28:22 47:10, 13	80:10
investigated	Jenkins 35:8	72:16 89:23	60:5	lobbying 44:19,
67:5 74:19	55:8 73:25	90:4 91: <i>1</i> , 13	leaked 41:7, 13	25 46: <i>4</i>
78:24	Jessica 2:6	knew 69:7	51:2 <i>4</i>	logical 37:4
investigates	<b>job</b> 20:16	knowing 21:3	leaker 51:22	long 6:24
85:16	28:14, 17 30:17	knowledge 52:1	leapt 96:6	14:24 23:10
investigating	32:2 37:9 58:8	93:6	learned 45:4	43:20 80:9
8:13	69:17 72:22, 25	knows 20:23	Lebanon 50:8	LONG-TERM
investigation	73:13	28:11 64:3	led 45:6	1:1 2:4, 7, 9, 13,
5:5 56:24	jobs 12:17	Kong 8:14	left 55:1 72:25	15, 18, 22, 25
73:15 75:7	60:22	9:17, 23	legal 29:17, 23	3:4 6:1 13:14
78:16 82:12	John 2:18		44:16 49:10	19:7, 10 37:22
96:18	join 4:11	<l></l>	56:17 60:14	53:20 54:5
investigations	joined 4:5 9:18	labour 60:3	61:22 62:2 <i>1</i>	55:11 58:20
9:19 10:5 11:4	joins 25:20	67:16 76:15, 18	73:9 78:12	59:3, 6 90:12
38:6 51:23	joint 48:22	77:12, 25 78:3	legally 74:23	looked 50:20
71:15 73:17	<b>joke</b> 96:21	lack 40:9	legislation	61:24
82:17 96:13	judiciary 11:17	Lambert 8:10	50:17 51:1, 11	looking 13:15
investigative	Judith 3:10 4:8	landscape 42:25	70:25 79:5	40:16 45:17
44:6	94:3, 24	language 49:10	legislature	50:6 71:12
investigator	jump 46:1	large 10:4	40:22 47:15	73:7 82:16
9:15	48:18 81:23	lastly 12:8 74:2	legitimacy 85:21	84:16 85:2, <i>4</i> , 5
		-		

looks 56:21	manifestations	mention 23:24	Missions 26:21,	negative 13:22
loopholes 62:12	61:8	26:17 40:3	24	16:19 22:5
lose 28:14, 17,	map 25:14	42:16 45:15	misuse 5:24	24:25 40:7
25 29:1, 6	Margaret 8:9	51:10	model 69:25	74:25 76:22, 23
63:12 72:22	mark 44:18	mentioned 25:4	74:5 79:12	
				neighbourhood
loss 29:3 35:2	45: <i>4</i> 96:5	29:17 32:4	81:13, 23 83:10	11:7
lot 7:11, 24	Marketplace	33:10 44:11	89:16, 17, 19	<b>neither</b> 37:16
9:18, 20 13:20	14: <i>10</i>	48:24 54:25	96:22	38:14
20:2 26:25	markets 81:3, 4	61: <i>15</i> 62:25	moment 30:25	net 55:14 63:2
32:21 39:5	Marrocco 1:13	63:10 68:12	31:2 <i>4</i> , 25 50:9	Network 7:13
42:16 45:9, 11	4:3, <i>4</i> , 14 5:13	83:8 88:22	59:2 <i>4</i>	<b>New</b> 50:4 62:11
47: <i>14</i> 51:2	36:7 38:17	mentioning	moments 42:15	nicely 31:9
69:23 73:20	55:17 75:17	41:2 <i>4</i> 44: <i>10</i>	<b>money</b> 10:5	nine-year 59: <i>4</i> ,
77:23 80:4	83:4 86:23	message 14:19	26:25 27:1	14
87:11 90:14	87:2 91:9, 24	17:19,23 23:25	42:21 73:13	non 24: <i>14</i>
93:5	93:12, 17	42:25	month 50:24	norm 48:9
lots 13:13	massive 39:4	messages 7:5	moral 24:6	normally 79:19
15:22 16:9	40:19 41:1	messenger	29:12	note 59:15
58:13	42:21	17:23	motives 24:20	noted 7:22
love 29:2 81:25	material 26:14		Mount 43:13	notes 40:17
		messengers		94: <i>16</i>
lowest 27:11	materials 7:24	17:21, 22	57:21	
LTCHA 53:19	14:22 61: <i>15</i>	messy 43:20	move 9:22	not-for-profit
Lynn 2:21	matter 66:6	<b>met</b> 8:15	23:18 42:23	13:4
	86:9	methodologies	52:15 53:11	not-for-profits
< M >	matters 39:10	18: <i>12</i>	68:20	7:14
made 9:24	86: <i>19</i>	methodology	moved 14:21	noticed 70:19
28:18 52:15	maximum 78:14	49:3	<b>MPs</b> 43: <i>15</i>	notion 91:3
54: <i>15</i> 61: <i>18</i>	McAdam 8:13	microphone	myths 34:6	not-related
66:18 70:21	McGrann 2:24	35:7	40:8	26:15
94: <i>11</i>	means 14:4	<b>mid</b> 47: <i>1</i>		<b>novel</b> 84:21
magic 65: <i>19</i>	22:11 65:10	million 41:16	< N >	novelty 47:23
Mahoney 2:21	71: <i>19</i>	millions 17:8	Nader 47:1	96: <i>11</i>
<b>Mail</b> 41:8	measure 20:22	30:2 <i>0</i>	96:8	November 1:7
main 23:24	64:2 <i>4</i>	mind 5:11	narcotics 9:19	94: <i>19</i>
35:13 36:1	measures 89:20	29:11 68:23	narrow 52:4	nowadays 10:2
62:14 66:8	mechanism 67:3	80: <i>19</i>	54:11, 12, 14	<b>NSA</b> 30:16
maintaining	mechanisms	mine 18:6	nation 47:17	number 19:21
79:25	74:17	minimum 65:23	national 30:14	34:12 60:21
major 37:10	media 7:22	75:16 87:10	47:17 48:10	61:19 79:9
52:22 77:10	8:17 14:8	92:5	nations 47:20	85:15 91:15
88:14	24:19 32:12	Minister 2:4	50:6	numbers 81:19
majority 22:5	34:8, 13, 21	43:14 73:2	naturally 82:14	numerous 67:10
making 4:22	35:11 41:13	Ministers 15:13	nature 16:9	
27:23 46:18	95: <i>18</i>	43:17	52:25 65:9 86:9	<0>
51:7 59:21	media's 34:23	<b>Ministry</b> 2:6, 21,	Nearly 43:25	obligations
88:15	medications	24 3:3 83:22	44:2	67: <i>12</i>
management	35:2 <i>4</i> MEETING 1: <i>1</i>	minor 77:8	necessarily	observation
6:10, 13 18:12		minute 16:22	80:4 88:9	25:10 91:13
20:9 21:1 28:4	meetings 26:8	22:9 36:8	needed 13:17	obvious 13:14
33:22 36:3	member 7:12	misconduct	61:18	51:14 88:9
37:3 56:3 63:9	9:6 18:2 95:4	95:10	needs 14:5	occur 24:10
95:14	Members 31:2	missing 67:18	16:3 65:19	37:25
mandate 26:8	48:5 75:22	Mission 8:14	72:15 87:11	odd 77:24
82:2	menial 30:10	35:2 <i>1</i>	<b>NEESONS</b> 94:23	
	mental 91:7		I	

office 61:1	opposite 19:21	<b>p.m</b> 1:8 4:1	people 4:19	personnel
73:1 85:20, 24	34:10	93:19	11:3, 12 12:25	27:16 95:24
86:1	opposition	PAGE-LINE	13:8, 10, 11, 22	persons 67:3
officers 60:15	40:24 43:15	95:2 96:3	14:2, 11, 23, 24,	75:9 91:17
offices 16:25	95:21	pages 45:12	25 15:13, 25	person's 27:21
oftentimes	option 57:1, 2	paid 41:16	16:24 17:2, <i>4</i> ,	56:11
85:23 86:5	options 11:22	60: <i>13</i>	18 19:4, 9, 15,	perspective
old 15:20 72:6	39:15 71:8	painted 84:18	23 20:13, 18	74:16, 24 93:13
olden 17:20	72:13 83:24	Palin 2:12	22:3, 10, 23	phenomenon
OLRB 58:20, 23	orchestrate 28:3	panelist 9:13	23:10 24:1, 3, 6	16:13 77:2
59:5, 15, 23	order 47:8	panic 29:20	25:5, 7 27:19	phone 22:21
ombuds-like	74:18 91:16	panoply 79:18	28:3 32:10	26:12
85: <i>10</i>	orders 54:17	paper 27:7	34:7, 18 35:17	phones 30:21
Ombudsman	63:5	49:5 51:3 58:3,	41:7, 16 42:8,	photograph
21:15 22:14	organization	11	12 43:9 47:2, 7	17:12
58:5 83:9	12: <i>1</i> 16:5	Parliament	49:12 51:5, 9	pick 15:21
Ombudsperson	17:15 18:1	43:10 46:12	55:6, 9, 12	picked 16:11
22:4 81: <i>18</i> , 25	21:9, 18 22:8	70:7, 25	57:22 58:6, 9	22:21
83:15, 17, 23	24:2 25:20	Parliamentary	59:5, 14, 24	picking 54:19
		6:22 45:5		picture 28:2
84: <i>3, 9</i> Ombudspersons	33:5, 21   34:9, 25   37:3   42:11	<b>part</b> 6:3 8:15	60:21, 22 61:8, 22 62:21 64:5,	84: <i>18</i>
82:8	47:11, 13 55:25	10:14, 16 11:21	, ,	piece 23:3
	· ·	-	11 65:10, 12, 13,	49:21 58:10
one-on-one	56:3 65:11	13:24 33:1	22 66:9 71:19,	
27:20	67:19 68:15	58:8 73:4 82:12	24 74:18 77:23	81:16
ones 8:8 50:3	81: <i>4</i> , <i>19</i>	partial 41:11, 12	79:10 80:4, 9	pieces 14:10
ongoing 86:7	organizations	participants 1:6	83:24 87:7	84:13
88:11	7:14 13:1	2:1 3:1	88:12 90:1, 14	pill 70:13
online 45:24	33:23 55:21	particular 5:21	92:15 93:3	pills 71:1
Ontario 21:20	72:2 80:25	17:6	95:12, 22	place 5:22
51:3 52:10, 20	95:16	particularly	percent 16:18	20:24 35:21
53:12, 16 59:9	organize 76:21	60: <i>5</i> , <i>20</i>	18: <i>15</i> 19: <i>9</i>	36:4 37:5 41:3
76:15 78:21	organized 9:19	parties 75:19	34:12	55:21 66:18
79:7, <i>11</i> 93:6	10:6	partnership	perfect 6:3	69:3 83:10, 11
<b>Ontario's</b> 59:10	orientation	69:22	12:24 91:8	84:20 94:8
onus 63:10	24:21	parts 72:14	perform 34:1	95:20
77:18 84:5	originated 46:25	82:8	performance	places 70:15
96:15	<b>OSC's</b> 72:8	party 65:2	21:8 27:10	72:5
op-ed 14:10	<b>Ottawa</b> 26:18	67:16	period 59:4, 14	plan 33:2
open 45:8	41:6	pass 70:25	75:23	pocketing 26:24
70:16	ought 36:25	passed 43:9	periodic 57:14	point 42:8
opened 6:20	37:6 47:7 53:6	45:2 48:4 70:6	perpetrator	48:13 50:2, 11,
operating 17:15	outside 50:20	79:5	18:23	23 53:9 56:25
operational	outstanding	passionate	person 25:23	57:18, 22 59:20
6:13 11:2 35:22	88:23	12:18	26:1 27:5	60:15 66:12
Operations 2:13	overall 92:8	path 81:16	28:13, 22 30:2	71:8 72:13
9:5 15:4 26:19	overcome 73:10	pathway 83:2	43:23 44:13	84:8, 12, 14
35:1	oversight 36:19	Patient 22:14	54:13 59:7	88:16 91:12
operators 57:20	71:11	58:5 81:17	60:9 64:6 77:9,	pointed 8:17
opinion 75:5	overstated	Patients 21:15	10	58:1 70:20, 23
77:16 88:1	52:21	<b>pay</b> 90:25	personae 24:14	72:8, 16
91: <i>18</i>	overwhelming	peers 27:21	personal 56:2	pointing 42:2
opportunity	25:7	<b>PEI</b> 40:20, 21	95:23	points 11:18
53:11 56:18		42:17	personally 7:9	41: <i>18</i> 49: <i>16</i>
72:3, 9 79:16	< P >	pencil 27:7	25:6 66:25	57:25 63:8
	l	I	I	80: <i>14</i>

•				]
poison 70:13	prescriptive	73:14 79:24	protects 54:12	pushback 88:18
71:1	11:23	86:10 92:23	59:11	89:22, 25
<b>Police</b> 9:17	PRESENT 3:8	processes 87:12	prove 51:16, 17	put 11:5 17:2
18:20	31:5	produced 46:5	77:1 84:7	18:3 26:11
<b>Policy</b> 2:6, 9	presentation	profession	proved 69:10	27:6 28:7
74:16, 23	19: <i>12</i> 31:6	28:23 30:10	proven 15:2	29:11 30:18
population 52:5	32:21 84:2	63:13	21:7	40:24 42:5
position 24:12	86:25 87:20	profit 89:18	proverbial 76:8	44:22, 24 49:13
56:18	92:7	program 10:23	provide 4:9	52:9 76:20
positions 33:16	PRESENTING	15: <i>14</i> 26: <i>19</i> , 23	43:24 78:8, 11	80:10 81:6
positive 86:12	1:17	41:25	86:17 88:4, 14	82:22 89:9
possibility 65:19	press 11:16	programs 10:11	92:5	90:9 95:21
possible 55:15	pressing 5:7	12:6 14:9 30:13	providing 13:7	putting 84:20
63:3, <i>17</i> 71:5	pretty 41:22	project 9:7	province 52:24	puzzled 42:9
possibly 36:23	49:11 62:18	47:12 48:21, 22,	70:3 82:1	
post 4:18	71:13 88:18	23	Provinces	<q></q>
potential 59:23	prevail 44:14	proof 23:3	50:18 70:10	qualified 32:10
63:14 87:21	prevent 10:8	51:15 57:10	85:2 Baseline - 50:05	quality 6:12
poured 62:2	89:2	62:16	Province's 50:25	Québec 83:13
power 4:22 7:6	preventative	proper 41:6	provincial 50:22	84:3
powerful 49:21	20:22 71:19	89:18	59:12 83:15, 22	question 54:23
87:23	preventing 54:1,	properly 65:7	proving 9:23	55:16 63:19
powers 44:5, 6	19 55:20 62:15	72:6	provision 70:14	68:2 82:17
56:16 82:7	price 90:25	property 89:1	provisions 62:9	83:6 84:15
84:10	primary 59:10	proposals 89:9	89:13 90:22	89:24
practical 39:1	principal 10:3	pro's-con's	<b>PSDPA</b> 9:5	questioning
73:10	29:12	11:22	15: <i>4</i> 44: <i>17</i>	85:20
practice 4:16	prioritizes 89:17	prospect 59:19	51:2 59:13	questions 5:10
14: <i>16</i> 28:23	prison 17:13	protect 14:13	62:10 68:25	27:22 63:1 74:9
40:5 49:6 54:9	private 8:24	43:16 46:6	<b>PSIC</b> 73:1	quick 41:22
55:21 59:22	10: <i>1</i> 13: <i>4</i> 81:2	47:8, 17 48:10	<b>PTSD</b> 29:19	quickly 6:16
60:2, 3 63: <i>15</i>	<b>pro</b> 14: <i>15</i>	54: <i>15</i> 55: <i>1</i> , 22,	Public 6:23, 24	74:6 78:17
74:5 76:2, 3	problem 16:13	24 56:4 63:9	8:20, 24 12:19	Quite 6:1 8:25
82:25 85:5	17:3, 24 25:12	66: <i>1</i> 80: <i>15</i>	13:3, 12 14:7	24:9 25:23
practices 7:16,	26:2, 3 36:22	90:6, 8, 9, 16	15:9 16: <i>18</i>	33:7 34:22, 25
17 37:23 53:15	61:2, 8 76: <i>1</i> 2,	91: <i>16</i>	17:14 27:13	40:12 43:3
62: <i>1</i> , <i>24</i> 68:6	18 77:7 79:8	protected 38:12	35:2, 25 43:12	47:22 49:10
71:18 76:19	93:7	43:23 46:25	45:21 47: <i>4</i> , 8	50:23 57:25
78:3 84:22	problems 18:9	47:7 57:9	56:21 57:3, 9	62:3 67:7
praised 69:18	20:6, 19 21:12	73:14 85:12	59: <i>9</i> , <i>11</i> 60: <i>10</i>	74:22 82:23
precarious	36:6, 10 38:7, 9	protecting 55:5	62:16 78:10	84:4 93:1
60:22	51: <i>14</i> 93: <i>8</i>	62:16 82:6	81:3 85: <i>8</i>	quote 11:5
precariously	procedural	protection 5:20	publicize 69:18	30:11
71:25	67:11	6:17,23 8:21	publicizing	
	•••••		_ I	
predictable	proceed 61:5	11: <i>15</i> 13:8	69:16	< R >
predictable 44:15	-			< R > raised 31: <i>12</i>
	proceed 61:5	11: <i>1</i> 5 13:8	69:16	
44:15	proceed 61:5 proceeding 86:7	11: <i>1</i> 5 13:8 38:23 39:3	69: <i>16</i> publicly 42: <i>10</i>	raised 31:12
44: <i>15</i> preemptive	proceed 61:5 proceeding 86:7 proceedings	11: <i>15</i> 13:8 38:23 39:3 43: <i>13</i> 45:22	69: <i>16</i> publicly 42: <i>10</i> published 6: <i>11</i>	raised 31: <i>12</i> 32:7, <i>11</i>
44: <i>15</i> preemptive 25: <i>19</i>	proceed         61:5           proceeding         86:7           proceedings         4:17         29:23         94:7	11: <i>15</i> 13:8 38:23 39:3 43: <i>13</i> 45:22 55:2 56: <i>8</i> , 21	69:16 publicly 42:10 published 6:11 18:7	raised 31: <i>12</i> 32:7, <i>11</i> raising 13:2 <i>1</i>
44:15 preemptive 25:19 preemptively 25:24	proceed 61:5 proceeding 86:7 proceedings 4:17 29:23 94:7 process 8:11	11:15 13:8 38:23 39:3 43:13 45:22 55:2 56:8,21 57:22 59:10	69:16 publicly 42:10 published 6:11 18:7 publishing 50:23	raised 31: <i>12</i> 32:7, <i>11</i> raising 13:2 <i>1</i> 31: <i>1</i> 6
44:15 preemptive 25:19 preemptively	proceed 61:5 proceeding 86:7 proceedings 4:17 29:23 94:7 process 8:11 14:18 15:6 32:3 38:25	11:15 13:8 38:23 39:3 43:13 45:22 55:2 56:8,21 57:22 59:10 60:11 71:10 75:5 88:5	69:16 <b>publicly</b> 42:10 <b>published</b> 6:11 18:7 <b>publishing</b> 50:23 <b>purse</b> 17:14	raised 31:12 32:7, 11 raising 13:21 31:16 Ralph 47:1 96:8 ran 25:6
44:15 preemptive 25:19 preemptively 25:24 preliminary 5:6 49:2	proceed 61:5 proceeding 86:7 proceedings 4:17 29:23 94:7 process 8:11 14:18 15:6 32:3 38:25 44:14, 23 46:3,	11:15 13:8 38:23 39:3 43:13 45:22 55:2 56:8,21 57:22 59:10 60:11 71:10 75:5 88:5 90:21 92:5	69:16 publicly 42:10 published 6:11 18:7 publishing 50:23 purse 17:14 pursue 80:11	raised 31:12 32:7, 11 raising 13:21 31:16 Ralph 47:1 96:8 ran 25:6 range 5:23
44:15 preemptive 25:19 preemptively 25:24 preliminary 5:6 49:2 preparation	proceed 61:5 proceeding 86:7 proceedings 4:17 29:23 94:7 process 8:11 14:18 15:6 32:3 38:25 44:14, 23 46:3, 12 49:11 50:21	11:15 13:8 38:23 39:3 43:13 45:22 55:2 56:8, 21 57:22 59:10 60:11 71:10 75:5 88:5 90:21 92:5 protections	69:16 publicly 42:10 published 6:11 18:7 publishing 50:23 purse 17:14 pursue 80:11 pursuing 60:13	raised 31:12 32:7, 11 raising 13:21 31:16 Ralph 47:1 96:8 ran 25:6 range 5:23 12:13 50:2
44:15 preemptive 25:19 preemptively 25:24 preliminary 5:6 49:2	proceed 61:5 proceeding 86:7 proceedings 4:17 29:23 94:7 process 8:11 14:18 15:6 32:3 38:25 44:14, 23 46:3,	11:15 13:8 38:23 39:3 43:13 45:22 55:2 56:8,21 57:22 59:10 60:11 71:10 75:5 88:5 90:21 92:5	69:16 publicly 42:10 published 6:11 18:7 publishing 50:23 purse 17:14 pursue 80:11	raised 31:12 32:7, 11 raising 13:21 31:16 Ralph 47:1 96:8 ran 25:6 range 5:23

rare 76:8	redress 54:1	67:14 73:12	56:11	review 18:12
rate 70:9	56:15 62:15	79:10, 22, 24	request 92:2	44:17, 20 45:1,
rating 27:11	63:10 96:15	reluctant 42:13	require 65:16	2, 6 50:12 69:2
<b>RCMP</b> 60:8, 15	reduce 20:20, 21	rely 64:14	required 74:18	72:8
	-			
reaction 90:18	refer 78:25	relying 28:8	requirement	reviewed 15:4
Read 8:12	reference 78:2	remaining 33:10	44:16	62:4
21:14 35:9 60:8	92:4	remarks 94:11	requires 48:4	<b>RHA</b> 53:20
reading 26:14	referral 58:20	remedies 38:20	Research 9:11	57:20
ready 5:14	referrals 58:25	67:14 77:6, 12	12: <i>11</i> 28: <i>8</i>	rid 92:15
61: <i>13</i>	reflects 53:2	remedy 41:21	34:11 57:5 88:2	<b>rife</b> 22: <i>11</i>
real 12:2 13:8	reform 45:10	43:25 59:24	residents 35:17	rigged 44:22
19:12 23:14	refused 44:9	<b>remember</b> 58:1	36:4 40:1 55:10	right-hand 21:6
32:5 38:6, 7	regarding 6:22	remotely 1:7	resist 46:18	rights 57:12
39:12 52:15	82:24	remove 70:25	resolution 38:19	76:2 77:13
71:15 72:24	regardless	removed 16:12	resort 57:3	78:21 79:9, 11
91:18	33:14 60:23	repercussions	resources	risk 20:9 24:7
realities 6:20	regime 36:12	31: <i>1</i> 74:25	25:25 93:1	28:13 60:23
reality 17:17	37:1 38:2, 13, 18	replace 37:17	respected 30:9	road 74:12
34:10 89:14			42:12	
really 7:6 8:8	regimes 84:25 Region 17:7	<b>report</b> 21:17 22:19 45:10, 13,	respectful 53:9	<b>Robert</b> 8: <i>12</i> 60: <i>8</i>
			•	
10:9 13:7, <i>14</i> ,	regions 37:8	23 46:5, 11, 14,	respectfully	rod 7:8
15 14:12, 23	regrettably	16 54:13, 14	32:19 79:7	Rokosh 2:12
15: <i>15</i> , <i>24</i> 16: <i>6</i> ,	69:18	55:14 58:5	respondent	role 82:4 83:14
23 17:16 20:4,	regularly 10:15	63:3, 4 64:21	67:14	96:18
16 23:15, 22	19:2 <i>0</i> 30:22	66:9, 15, 17, 18	respondents	roles 83:18
28:5 40: <i>19</i>	38:5	67:20 69:20	67:12 77:21	roll 47: <i>19</i> 48: <i>1</i>
46:13 56:25	regulated 81:3	83:20, 21	79:17	56:24
58: <i>3</i> , 9 61:2 <i>1</i>	regulation 37:10	reported 41:5	response 62:25	room 26: <i>12</i>
72:10, 13 77:3	regulations 13:3	Reporter 34:3	responsibilities	27:6
86: <i>14</i> 89:6	regulator 37:1,	94: <i>4</i>	36:21	rooting 71:18
92:7, 9	5, 8 38:2, 22, 24	REPORTER'S	responsible	roughly 43:11
reason 22:21	39:6 52:23	94:1	15:13 33:7	route 21:23
76:23	57:20 73:18	reporting 58:25	43:14 44:21	routinely 80:2
reasonable 54:8	81:11 82:15	reports 10:16	rest 42:6 63:14	<b>Royal</b> 9:16
reasons 24:15	regulator's	21:22 27:8	restocked 39:25	<b>RPR</b> 94:3, 24
60:18 61:19	36:21	58:23 72:18	restore 63:17	rubber 74:12
66:8 79:3	regulatory	80:22	result 29:8 70:8	rumours 56:11
reassigned 77:9	36:18, 20	reprisal 66:10	resulted 47:10	run 10:11 34:8
receive 57:11	reinforce 37:1	67:8 75:6 76:1,	results 49:2	64:25
76:21	reinstated 77:11	7 77:3, 19	50:14, 23 76:4	running 7:2
receiving 80:21	related 6:14	78:13 80:16	retaliated 16:11	10:14 24:2
recognized 6:12	75:6 86:2	82:16 86:2	23:5	25:19 44:18
recommendation			retaliation 12:3	68:23
	<b>Relations</b> 76:15	reprisals 25:15		
<b>s</b> 5:3, 7 22:16	78:1	40:4 44:1,6	22:11 23:16	rushing 92:9
31:4 45:10, 11,	relationship	51:17 54:1, 2,	58:11 84:7	Ryerson 12:11
25 46:19 60:19	36:19, 25 37:16	19 55:20 56:2,	90: <i>11</i> 91: <i>4</i>	
69:15 89:9 96:7	71:4 75:19	5, 15 62:15, 16	retired 6:16	<\$>
reconcile 26:20	85:17 86:6	63:18 73:24	Retirement 59:7	sadly 35:3
record 24:5	relatively 30:6	74:24 75:10	retribution	safe 7:5 90:19
27:16	released 5:2	76:8 96:15	90: <i>12</i> 91: <i>4</i>	safeguard 75:8
recorded 94:12	relevant 12:9	reproduce 27:7	revealed 26:23	safety 38:4
recording 35:23	32:16	reputation 24:5,	<b>Reverse</b> 63:10	sake 31:3
recruited 9:17	relief 31:25	10 28:18 29:4	77:17 84:5	sanctions 56:7
	39: <i>12</i> 56: <i>5</i>	35:2 42:11	96:15	Sandy 1: <i>18</i>
				4:12 23:20

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			1	1
25:1, 4 28:6, 10	separate 82:17	<b>shows</b> 18:7	37:15 40:6, 15	species 76:18
33: <i>10</i> 35: <i>4</i>	sequence 40:14	19:8 34: <i>11</i>	45:20 48:11	specific 58:25
40:6, 11 45:20	series 14:10	92:19	52:8, 16 58:16	specifics 23:23
46:2 <i>1</i> 48: <i>11</i>	74:9	<b>shut</b> 16:11 42:1	62:13 67:24	25:11
52:8 55:3	serious 22:3	side 21:6 67:6	68: <i>10</i> , <i>19</i> 69: <i>3</i>	spend 12:18
58:15 59:21	31: <i>13</i> 34:25	74:17, 21, 22, 24	71:2 80:12	20:2
68: <i>10</i> , <i>1</i> 9 71:2	35:16 86:13	75:7, 13	82:21 87:1, 15,	spent 9:18
74:13 88:22	92:12	significance	17	sphere 60:6
95:3	seriously 81:20	52:19	slides 66:8	spilled 86:19
sanity 24:20	servants 41:3,	significant	slightly 11:2	spite 44:5
Saskatchewan	13 43:12 45:21	52:23 67:10	92:19	spoke 35:9
83:13	59:11	81:19	small 91:12	55:3
sat 6:24 46:15	<b>Service</b> 6:23, 24	significantly	smoke 11:11	spoken 7:10
Saving 17:13	8:21 27:13	83: <i>14</i>	smoking 76:8	37:3 39:24
scam 25:19	59:9 60:10	silence 25:3	<b>Snowden</b> 30: <i>13</i> ,	spouse 29:14
scandal 40:19	services 41:7	silenced 23:4	23	spreading 56:10
41:2	95:22	silos 75:4	social 14:8	squashed 82:11
scared 22:1, 10,	session 58:18	silver 20:5		
24 58:5	set 5:2 14:18	sinver 20.5 similar 51:1	<b>Society</b> 9: <i>11</i> 11:8 12:23	squished 16:10 staff 25:21
scent 76:6 scientist 30:16	21:17 26:10	57:21 71:4	solely 86:21	35:17 55:7
	39:8 44:22	76:18 77:2	solution 6:4	stage 5:4, 8
scores 49:15	55:24 61:7	91:17 92:19	11:23 93:7	69:6 79:2 <i>1</i>
scruples 64:10	62:2, 24 67: <i>18</i> ,	similarly 86:6	solutions 68:6	stakeholder
scrupulous 64:7	20 68:14 94:8	simple 11:14	88:7, 19 89:14	21:8
season 70:16	settlement 95:25	15:24 16:23	90:6, 15	stand 11:14
secondly 70:12	sever 88:25	67:17 88:9	solved 38:7	13:25 16: <i>1</i>
73:7 75:25	severe 32:5	<b>simply</b> 25:18	somebody 7:22	17:4 20:18
81: <i>10</i>	sexual 24:21	39:7 44:9	60:25 73:7, 23	72:1 84:19
secret 38:10	95: <i>10</i>	45: <i>14</i> 47: <i>4</i>	74:3 77:18	standard 54:8
Secretariat 2:4,	shameful 42:22	50: <i>18</i> 51:7	somewhat 49:2	81:2
10, 16, 19	sharing 89:2	59:24 68:7	71:4	Standards 9:12
section 8:18	shield 64:4	95:7 96: <i>9</i>	<b>soon</b> 13:25	10: <i>19</i>
27:25 39:19	65:2 <i>0</i> , 24	single 27:12	sorry 8:1 16:15	standing 72:25
51:25 52: <i>4</i>	<b>Shiv</b> 8:9	43:23	33:3 45:22	96:21
61:13 68:21	shock 96:4	<b>sir</b> 87: <i>1</i>	91: <i>10</i> 93:9	stands 85:17
sector 8:25	shocked 35:25	<b>sit</b> 40:21	sort 90:25	stark 6:20
10: <i>1</i> 35:3 52:6	shoot 17:22, 23	sits 82:14	sorted 4:24	start 6:5 25:24
78:10 81:3 85:9	<b>short</b> 19: <i>1</i> 43: <i>1</i> ,	situation 6:2	sorts 19:15	43:8
secure 24:12	21	25:11 35:16, 19,	84: <i>19</i>	started 9:16
securely 72:18	shortcomings	20 36:2 40:9	sought 34:3	15:6 19:5 22:7
Securities	6:23 43:10	42:6, 22 50:17	sound 62:6	31:16 32:15
52:10, 20, 25	shorten 20:19	55:8 68:9 70:2	source 18:8	44:19 58:19
96:14	Shorthand 94:4,	74:7 81:1 83:1	sources 62:1	starting 53:8
security 29:7	16	84:25 87:22, 25	spare 10:22	88:5
30:14 52:2	shortly 47:9	88:6, 8 89:5	<b>speak</b> 5:18 7:5,	state 79:16
seek 92:3	52:7	situations 46:20	22 10:14 11:19,	<b>States</b> 30:14
seeking 67:13	show 9:8	82:10 92:19	20 12:3 13:8,	47:15,24
sells 30:21	14:11 20:4	93:4	10, 11 15:17	statistics 17:25
send 86:3	22:8, 12 37:18	skill 39:8	38:12 82:20	18:4 37:17 61:7
sending 17:21	46:17 58:4, 7	sky 89:11	83:23	stay 23:11
Senior 1:19, 22	showed 37:15	Slanders 26:9	speaking 35:14	stayed 69:13
28:4	58:4	slide 15:19	speaks 13:9	stealing 18:22
sense 64:2	shown 61:7	21:13, 21 22:8	speaks 13.9 speak-up 20:13	Stenhouse 60:8
sense 04.2 sensitivity 76:13		23:18, 24 25:1	special 44:6	
Sensitivity 10.13		28:6, 10 33:2		
		20.0, 10 33.2		

Stenographer/Tra	successful	tailored 68:8	80:14 86:18	10:22 12:18
nscriptionist	91:20, 22	88: <i>8</i>	92:3	14:24 20:2, 19
3:10	successfully	takeaway 35:13	testified 6:21	24:18 25:5
stenographically	6:10	36:1	testify 43:10	40:21 43:12
94: <i>12</i>	suddenly 24:14	takes 55:23	testimony 40:23	44:19 47:21
step 23:7 53:1	27:17 45:4	talk 8:22 11:25	text 45:13	51:9 54:20
-		12:5 13:23		
72:9 93:11	suffer 16:19		thankfully 79:7	65:20 75:23
steps 91:8	suffered 44:1	14:1 15:14	Thanks 32:24	85:25 91:7, 14
stood 17:9 22:6	suffers 56:1	16:22 17: <i>16</i>	33: <i>1</i> 46:2 <i>1</i>	92:11 93:10, 16
stop 17:5 25:8	sufficient 38:23	20:14 21:19	74:13	94:8, 11
70:23	65:3 86:3	22:10, 21, 23, 24	theory 15:19	times 10:15
stopped 56:7	suggest 69:25	23:14 24:16	56:22	11: <i>10</i> 18: <i>14</i>
store 30:21	suggested 69:8	30:22 36:16	<b>Therrien</b> 8:16	34:23
stories 12:20	suggestions	39:14 40:7	32:6 44:10 60:9	tiny 34:12
15:22 34:9	68:22	42:14, 23 43:18	thin 27:18 64:3	tips 18:9, 13, 15
story 8:15	superiors 26:1	45:7 52:7	thing 7:4 10:9	today 10:24
34:22 43:20, 22	suppliers 55:11	56:24 63:25	20:8 34:19	11:18 12:23
straightforward	support 7:16	71:8 72:12, 23	39:22 45:15	30:20 32:14
68: <i>8</i>	14:16 20:15	73:9 77:3	54:10 69:10	told 18:21 27:7
			70:4 72:21 76:7	
strategy 6:14	60:17 78:8	82:13, 19		50:12 65:8
10:24 95:6	86: <i>18</i>	talked 19:3	things 5:25	69: <i>11</i>
strengthening	supported 60:12	42:1 45:25	16:9 17: <i>1</i>	<b>Tom</b> 30:15, 20
36:14	supportive	63:11 69:1	19:22 20: <i>10</i>	tool 33:19
stress 29:16	86:16	80:23 87:4	21:3, 9 22:20	61:23 68: <i>11</i>
79:23 80:14	Supreme 60:7	talking 12:23	24:17 25:2	87:23
stresses 29:7	surround 40:8	13:9 15: <i>12</i>	33:25 36:9	tools 12:6 23:8
<b>strip</b> 40:5	surveillance	22:7 33:4	38:7, 13 39:17	84:9 91: <i>19</i>
strong 48:5	18: <i>18</i>	36:18 40:7	42:2 46:6	top 9:1 13:1
49:21, 24 56:16	survive 30:10	55:20 58:6	52:12 53:6	30:16 49:16
77:24	<b>Susan</b> 40:18	67: <i>8</i> , <i>13</i> 69:7	54:20 58:13	77:5
strongest 49:18	41:2	84:6, 20 89:25	60:25 62:7	topics 12:13
strongly 22:14	sweeping 45:10	talks 18:4	64:23 67:6	62:18
46:17	<b>Sylvie</b> 8:16	tally 59:1	71:16, 20 74:17,	total 65:24
structure 73:5	32:6 44:9 60:9	targeted 13:25	21, 24 75:7	tougher 44:19
structures 87:9	symptoms 29:19	96: <i>19</i>	77:9, 10 79:2	toxic 56:19
struggle 29:23	system 7:9	targeting 64:10	80:2, 18 81:6	track 24:5
struggles 29:17	10:12 11:12	targets 32:7	82:23 84:20	27:16 51:22
struggling 32:3	20:18 21:1	task 72:1	85:13 88:21	trained 29:2
studies 45:17	32:8, 17 44:3	tasks 26:15	89:12 90:10	65:7
study 16:17	47:15 49:4	<b>Team</b> 9:6 10:16	93:9 95:17	training 57:12
-				-
19:8 95:5	52:22 53:4	technology	<b>Third</b> 42:18, 20	61:22 87:5
stuff 6:14 42:19	57:7, 10 62:17	30:18	59:8 65:1 78:6	trajectory 30:8
subconscious	63:23 67:1, 19	television 30:22	Thirdly 73:16	transactions
76:5	70:24 76:14	tend 7:23 10:4	Thornton 10:3	26:20
subject 7:21	78:6, 20, 21, 22	33:19	thorough 49:11	transcribed
28:8 40:4	79:9 80:1, 3, 8	tended 5:10	61:2 <i>1</i>	94:13
submission	81:5 85:8 86:12	tends 11:1	thought 5:7	transcript 4:10,
53:10	systems 10:20	16: <i>10</i>	19:23	17 94:16
subordinates	12:6 13:5, <i>1</i> 5	ten-year 45:3	thoughts 31:4	transcriptionist
27:22	20:5, 14 21:17	terminated	threat 25:23	4:9
Subsequent	32:20, 22 55:23	31:18 32:13	37:11	transfer 56:18
41:11 95:23	57:15 64:19, 25	77:11	thrilled 22:18	transformation
subtle 76:6		terms 34:25	tidal 48:9	48:2
90: <i>12</i> 91:6	<t></t>	39:9 49:18	time 5:18 6:21,	transnational
success 59:19		54:12 70:21	24 7:7 9:18, 21	9:20
			,	

neesonsreporting.com 416.413.7755

transparency	unconscious		weakest 51:4	46:7, 25 47:18
13:16 66:3	76:4	< V >	wears 85:14	48:10 49:9
Treasury 44:21	unconventional	valuable 67:7	website 14:22	55:24 69:9
treat 4:22, 23	56:9	68: <i>12</i>	45:24 85:11	70:17, 22 72:17
treatment 76:22,	uncovered	value 46:16	websites 14:8	73:5, 8 75:1, 9
24	35:20, 24	53:2, 3	week 10:15	80:15, 23 81:1
Tribunal 8:21	underlines 84:8	values 91:5	well-being 29:13	82:1 83:9
43:24 44:2, 8,	undermines	valve 38:4	well-intentioned	86:14, 17 87:21
14 60:11 74:3	89: <i>19</i>	various 9:21	52:13	89:2 90:6, 16
75:14, 22 76:11	understand	48:21 76:9, 10	well-run 16:4	whistleblowers's
77:6, 13, 15	14:3 19:5, 24	vast 73:9	whistle 26:4	85:22
79:1, 4, 10, 15	28:5, 13 29:10	vendors 19:19	39:2 40:19	whistleblowing
86:4, 7, 20	58:10 62:19	<b>VERITEXT</b> 94:23	54:1, 7 62:15	5:19, 20 7:13,
tribunals 91:15	75:18	vested 89:6	Whistleblower	20, 23 9:10
troubled 80:25	understandable	veterinary 8:11	1:19, 22, 25	12:1, 15 13:2, 4
true 64:19	29:9	31:13	5:23 6:17, 19	15:18, 24, 25
77:21 91:2	understanding	victim 67:9	7:8 8:6 10:12,	20:5, 14 28:12
94:15	40:9 55: <b>4</b>	77:19	20, 23 12:2, 16	36:11 40:8, 23
truly 86:16	understatement	victimized 85:23	14:3 15:22	57:12, 15, 21
90:6, 7, 16 91:2	28:15	victims 80:16	16: <i>10</i> , <i>16</i> 17:9	58:11 63:23
trust 35:2 69:6	understood	view 8:25	21:17, 25 22:11	67:1, 19 68:14
73:6	81:2 <i>0</i>	11: <i>15</i> 13:23	23:9 24:19, 23	69:23 71: <i>10</i>
trustee 7:12	undertaking	43:3 67:15	25:11, 16 27:24	72:10 79:14
truth 14:12	52:23	69:2 <i>1</i>	29:11 30:14, 23	81:12 83:14
66:6	underway 48:22	vindicated 42:2	31:12 34:17	88:12 89:7, 18
truthfulness	unethical 33:17	Virtually 1:6	36:11 38:21, 24	96:11
24:20	<b>unfair</b> 76: <i>18</i>	63:3	43:13 45:18	white 10:1
trying 7:4 9:8	78:3	visited 75:1	48:3, 5 49:23	90: <i>11</i>
10:6, 8, 23	unfortunate	visiting 19:14	51: <i>16</i> , <i>21</i> 55:22	wide 55:15 63:2
14:11, 15, 16, 17	54: <i>10</i> 71: <i>1</i>	volunteers	56:1, 14 57:4, 8	window 55:13
22:23 27:20, 23	unfortunately	12: <i>17</i>	59: <i>10</i> , <i>18</i> 60: <i>6</i> ,	wish 4:23 81:24
31:25 65:22	16:8 50: <i>19</i>		24 63:11 64:3,	witness 9:4
72:1 76:20	union 60:13	< W >	5, 11, 24 65:8,	30:7 36:16
81:6 92:18	76:21	waiting 4:11	10, 17 67:8	witnesses 69:8
turned 18:20	unionized 60:16	walks 60:25	72:25 82:5	wonderful 61:23
turning 27:8	76:24 78:2	wanted 48:13	83:19 85:11, 18	wondering
turnkey 10:12	universal 88:22	52:9 70:17	86:5, 21 89:5	40:13
turns 25:20	University 12:11	80:14 82:19, 20	90: <i>1</i> , <i>20</i> , <i>24</i>	won't 28:6
type 25:12	unknown 27:19	89:21	96: <i>19</i>	39:7 46:6
42:19	unprepared 24:9	wants 44:1	whistleblowers	64:20 71:20
types 62:12	unproven 84:21	warning 11:12	6:3 7:3, <i>11</i> , 25	word 24:23
typical 30:8		Washington	8:24 9:3, 9	70: <i>14</i>
68:4 89:3	24:11	30:21	10:10, 14, 24	words 53:5
typically 89:8	unusual 48:9	wasteland 43:2	11: <i>1</i> , 7 12: <i>19</i>	56:6 90:5
	77:25	watch 11:8	13:23, 24 14: <i>1</i> 2,	work 7:9 8:5
< U >	unwittingly	30:12 33:15	15 15:16 16:19,	10:1, 4, 10 12:7,
uhm-hmm 65:11	33:12	watching 92:1	24 17:18 18:10, 16 10:1 3	25 13:5, 18, 20
<b>UK</b> 9: <i>17</i> 16: <i>15</i> , <i>17</i> 47:20	urge 32:24	water 81: <i>15</i> wave 48:9	16 19:1, 3 20:15 22:4	15: <i>15</i> 18:5
ultimate 86:8	79:13		20:15 22:4	19: <i>4</i> , <i>1</i> 3 20:8
	<b>USA</b> 47: <i>16</i> , <i>20</i> 50: <i>4</i>	<b>ways</b> 5:23 9:9 11: <i>10</i> 13: <i>1</i> 3	23:4, 15, 25 25:3, 20:10	21:1 22:18
unable 28:23 unanimous	50:4 useful 58:24	14:11 15:11	25:3 29:19 34:6 12 37:1	26: <i>11, 12, 15</i> 29:1 30:10
45:9, 13 46:11	62:7	57:6 62:11 93:4	34:6, <i>13</i> 37: <i>1</i> 38: <i>4</i> , <i>11</i> 39: <i>4</i>	29:7 30:70 37:6, 7, 9, 18
45.9, 73 46.77 unchecked	user 62:3	weak 51:3	41:25 42:9	
33: <i>10</i>	<b>USEI</b> 02.3	wcan 31.3	41.25 42.9 43:2, 16, 17, 25	39: <i>17, 18</i> 46:8 49:5, 21 51:7
55.10			<del>1</del> 3.2, 10, 11, 20	<del>1</del> 3.J, ZI JI./

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56:19 62:8	wrongdoing			
64:8 65:20	8:18 27:4 33:9			
69:16 79:2	34:20 54:11			
80:2, 7 82:5	67:4, 5 71:16			
84:5 85:20	73:18 74:17, 20			
88:20	75:2, 7 77:20			
worked 8:7	78:13 80:5, 16			
9:11 10:19	82:13 85:16			
14:9 20:4	wrongdoings			
27:13 38:5	74:19			
45:7 65:15	wrote 26:19			
83:16	96:8			
working 5:19	00.0			
7:15 8:6, 10	< Y >			
9:25 10:22	Yazbeck 1:24			
12:18 14:14	4:12 8:3, 4			
15:9, 11 32:14	10:18 29:24			
37:21 48:25	30:24 38:16			
49:8, 19 52:3,	44:11 48:12, 14,			
11 57:11, 16	17, 19 52:17			
58:7, 14, 20	53:17 60:1			
59:25 62:17	66:23 72:11			
73:21 83:17	73:9 74:2, 10,			
87:7	13 85:6 91:11			
workplace	Yeah 28:2			
20:13 76:21	55:17 74:14			
workplaces	82:22 90:17			
16:25	91: <i>1</i>			
work-related	<b>year</b> 9:8 15:8,			
95:8	20 25:8 48:6			
works 57:7	61: <i>17</i>			
58:3 73:15 78:1	years 5:20			
world 7:15, 18	6:11, 18 8:5, 7,			
12:25 16: <i>16</i>	17 9:16 12:12			
18:1 26:21	13:22 17:9			
27:3 32:20	18:7, 8 32:2			
42:19, 20 45:18	33: <i>11</i> 41:2 <i>1</i>			
70:21 72:10	42:5 43:22			
worldwide 15:2	44:17 45:2, 3			
36:22	46:11 47:19			
worried 44:20	48:1,8 50:13			
80:6	58:22, 23 69:3			
worst 45:19	79:9 84:24			
worth 41:24	88:24			
worthless 51:13	. 7 .			
wrestling 92:1	<z></z>			
written 7:20, 24	Zealand 50:4			
49: <i>10, 18</i> 51: <i>18</i> 70: <i>13</i>	zero 27: <i>11</i> Zoom 1:6 61: <i>1</i>			
wrong 10:7 16: <i>1</i> , 2 17:5				
21:3 24:7 42:3				
46:6 58:13				
wrongdoers				
25:24 64:8, 9				