IN THE SUPREME COURT OF CANADA

(ON APPEAL FROM THE COURT OF APPEAL FOR BRITISH COLUMBIA)

BETWEEN:

IVAN WILLIAM MERVIN HENRY

Appellant (Respondent)

-and-

HER MAJESTY THE QUEEN IN RIGHT OF THE PROVINCE OF BRITISH COLUMBIA, AS REPRESENTED BY THE ATTORNEY GENERAL OF **BRITISH COLUMBIA**

Respondent (Appellant)

-and-

THE ATTORNEY GENERAL OF CANADA

Respondent (Respondent)

-and-

ATTORNEY GENERAL OF QUEBEC, ATTORNEY GENERAL OF NOVA SCOTIA, ATTORNEY GENERAL OF SASKATCHEWAN, ATTORNEY GENERAL OF NEW BRUNSWICK, ATTORNEY GENERAL OF MANITOBA, ATTORNEY GENERAL OF ALBERTA, ATTORNEY GENERAL OF NEWFOUNDLAND AND LABRADOR, ATTORNEY GENERAL OF ONTARIO, CANADIAN ASSOCIATION OF CROWN COUNSEL, CRIMINAL LAWYERS' ASSOCIATION, CANADIAN CIVIL LIBERTIES ASSOCIATION, ASSOCIATION IN DEFENCE OF THE WRONGLY CONVICTED and DAVID ASPER CENTRE FOR CONSTITUTIONAL RIGHTS AND THE BRITISH COLUMBIA CIVIL LIBERTIES ASSOCIATION

Interveners

FACTUM OF THE INTERVENERS DAVID ASPER CENTRE FOR CONSTITUTIONAL RIGHTS and THE BRITISH COLUMBIA CIVIL LIBERTIES **ASSOCIATION**

(Rule 42 of the Rules of the Supreme Court of Canada)

SACK GOLDBLATT MITCHELL LLP

20 Dundas Street West, Suite 1100 Toronto, ON M5G 2G8

Marlys A. Edwardh

Tel: 416-979-4380 Fax: 416-979-4430

Email: medwardh@sgmlaw.com

Frances Mahon

Tel: 416-979-4239 Fax: 416-979-4430

Email: fmahon@sgmlaw.com

Counsel for the Interveners, the David Asper Centre for Constitutional Rights and the British Columbia Civil Liberties Association

ORIGINAL TO:

THE REGISTRAR

301 Wellington Street Ottawa, ON K1A 0J1

COPIES TO:

FARRIS, VAUGHAN, WILLS & MURPHY

700 West Georgia Street, 25th Floor Vancouver, BC V7Y 1B3

Joseph J. Arvay, Q.C. A. Cameron Ward Marilyn Sanford Alison M. Latimer

Tel: 604-684-9151 Fax: 604-661-9349

Email: jarvay@farris.com

Counsel for the Appellant

NORTON ROSE FULBRIGHT CANADA

45 O'Connor Street, Suite 1500 Ottawa, ON K1P 1A4

Martha A. Healey

Tel: 613-780-8638 Fax: 613-230-5459

martha.healey@nortonrosefulbright.com

Ottawa Agent for the Interveners, the David Asper Centre for Constitutional Rights and the British Columbia Civil Liberties Association

SACK GOLDBLATT MITCHELL LLP

500 – 30 Metcalfe Street. Ottawa, ON K1P 5L4

Colleen Bauman

Tel: 613-235-5327 Fax: 613-235-3041

Email: cbauman@sgmlaw.com

Ottawa Agent for the Appellant

ATTORNEY GENERAL OF BRITISH GOWLING LAFLEUR HENDERSON LLP **COLUMBIA**

1301-865 Hornby Street Vancouver, BC V6Z 2G3

Karen A. Horsman Peter Juk. O.C.

Tel: 604-660-3093 Fax: 604-660-3833

Email: karen.horsman@gov.bc.ca

2600 – 160 Elgin Street Box 466 Station D Ottawa, ON K1P 1C3

Brian A. Crane, Q.C.

Tel: 613-223-1780 Fax: 613-563-9869

Email: brian.crane@gowlings.com

Counsel for the Respondent Her Majesty the Queen in Right of the Province of British Columbia as Represented by the **Attorney General of British Columbia**

Ottawa Agent for the Respondent Her Majesty the Queen in Right of the Province of British Columbia as Represented by the Attorney General of British Columbia

ATTORNEY GENERAL OF CANADA

900 – 840 Howe Street Vancouver, BC V6Z 2S9

Mitchell R. Taylor, Q.C. Susanne Pereira

Tel: 604-666-2324 Fax: 604-666-2610

Email: mitch.taylor@justice.gc.ca

ATTORNEY GENERAL OF CANADA

50 O'Connor Street, Suite 500, Room 557 Ottawa, ON K1A 0H8

Christopher M. Rupar

Tel: 613-670-6290 Fax: 613-954-1920

Email: christopher.rupar@justice.gc.ca

Counsel for the Respondent the Attorney

General of Canada

Ottawa Agent for the Respondent the

Attorney General of Canada

ATTORNEY GENERAL OF ONTARIO

4th Floor, 720 Bay Street Toronto, ON M5G 2K1

Hart Schwartz

Tel: 416-212-3095 Fax: 416-326-4015

Email: hart.schwartz@ontario.ca

BURKE-ROBERTSON

441 MacLaren Street, Suite 200 Ottawa, ON K2P 2H3

Robert E. Houston, Q.C.

Tel: 613-236-9665 Fax: 613-235-4430

Email: rhouston@burkerobertson.com

Counsel for the Intervener the Attorney General of Ontario

Ottawa Agent for the Intervener the **Attorney General of Ontario**

ATTORNEY GENERAL OF QUEBEC

1200, route de l'Église, 2e étage Ouébec, OC G1V 4M1

Robert Desroches Carole Soucy Sagal Bachir Osman

Tel: 418-643-1477 Fax: 418-644-7030

Email: Robert.desroches@justice.gouv.qc.ca

NÖEL & ASSOCIÉS

111, rue Chamlain Gatineau, QC J8X 3R1

Pierre Landry

Tel: 819-771-7393 Fax: 819-771-7393

Email: p.landry@noelassocies.com

Counsel for the Intervener the Attorney

General of Quebec

Ottawa Agent for the Intervener the Attorney General of Quebec

ATTORNEY GENERAL OF NOVA SCOTIA

P.O. Box 7, 400-5151 Terminal Road Halifax, NS B3J 2L6

Edward A. Gores, Q.C.

Tel: 902-424-4024 Fax: 902-424-1730

Email: goresea@gov.ns.ca

James A. Gumpert, Q.C.

GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, Suite 2600 Ottawa, ON K1P 1C3

D. Lynne Watt

Tel: 613-786-8695 Fax: 613-788-3509

Email: lynne.watt@gowlings.com

Counsel for the Intervener the Attorney

General of Nova Scotia

Ottawa Agent for the Intervener the

Attorney General of Nova Scotia

ATTORNEY GENERAL OF NEW BRUNSWICK

Legal Services Branch P.O. Box 6000, Station A Fredericton, NB E3B 5H1 GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, Suite 2600 Ottawa, ON K1P 1C3

Gaétan Migneault

Tel: 506-453-2222 Fax: 506-453-3275

Email: gaetan.migneault@gnb.ca

D. Lynne Watt

Tel: 613-786-8695 Fax: 613-788-3509

Email: lynne.watt@gowlings.com

Counsel for the Intervener the Attorney

General of New Brunswick

Ottawa Agent for the Intervener the Attorney General of Nova Scotia

ATTORNEY GENERAL OF MANITOBA

Constitutional Law Branch 1205 – 405 Broadway Winnipeg, MB R3C 3L6

GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, Suite 2600 Ottawa, ON K1P 1C3

Michael Conner **Denis Guénette**

Tel: 204-945-6723 Fax: 204-945-0053

Email: michael.conner@gov.mb.ca

Guy Régimbald

Tel: 613-786-0197 Fax: 613-788-3559

Email: guy.regimbald@gowlings.com

Counsel for the Intervener the Attorney

General of Manitoba

Ottawa Agent for the Intervener the

Attorney General of Manitoba

ATTORNEY GENERAL OF SASKATCHEWAN

820-1874 Scarth Street Regina, SK S4P 4B3

GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, Suite 2600 Ottawa, ON K1P 1C3

Graeme G. Mitchell, Q.C.

Tel: 306-787-8385 Fax: 306-787-9111

Email: graeme.mitchell@gov.sk.ca

D. Lynne Watt

Tel: 613-786-8695 Fax: 613-788-3509

Email: lynne.watt@gowlings.com

Counsel for the Intervener the Attorney

General of Saskatchewan

Ottawa Agent for the Intervener the

Attorney General of Saskatchewan

ATTORNEY GENERAL OF ALBERTA

Appeals & Prosecution Policy Branch 3rd Floor, Centrium Place, 300, 332-6 Avenue S.W.

Calgary, AB T2P 0B2

GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, Suite 2600 Ottawa, ON K1P 1C3

Jolaine Antonio

Tel: 403-297-6005 Fax: 403-297-3453

Email: jolaine.antonio@gov.ab.ca

D. Lynne Watt

Tel: 613-786-8695 Fax: 613-788-3509

Email: lynne.watt@gowlings.com

Counsel for the Intervener the Attorney

General of Alberta

Ottawa Agent for the Intervener the

Attorney General of Alberta

ATTORNEY GENERAL OF NEWFOUNDLAND AND LABRADOR

4th Floor, East Block Confederation Building St. John's, NL A1B 4J6

Barbara Barrowman Philip Osborne

Tel: 709-729-2869 Fax: 709-729-2129

Email: barbarabarrowman@gov.nl.ca

Counsel for the Intervener the Attorney General of Newfoundland and Labrador

CAVALLUZZO SHILTON McINTRYE SUPREME ADVOCACY LLP **CORNISH LLP**

474 Bathurst Street, Suite 300 Toronto, ON M5T 2S6

Paul J.J. Cavalluzzo **Adrienne Telford**

Tel: 416-964-1115 Fax: 416-964-5895

Email: pcavalluzzo@cavalluzzo.com

Counsel for the Intervener the Canadian **Association of Crown Counsel**

DEWART GLEASON LLP 102-366 Adelaide Street West Toronto, ON M5V 1R9

Sean Dewart Tim Gleason

Tel: 416-971-900 Fax: 416-971-8001

Email: sdewart@dgllp.ca tgleason@dgllp.ca

Counsel for the Intervener the Association in Defence of the Wrongly Convicted

BURKE-ROBERTSON

441 MacLaren Street, Suite 200 Ottawa, ON K2P 2H3

Robert E. Houston, Q.C.

Tel: 613-236-9665 Fax: 613-235-4430

Email: rhouston@burkerobertson.com

Ottawa Agent for the Intervener the Attorney General of Newfoundland and Labrador

340 Gilmour Street, Suite 100 Ottawa ON K2P 0R3

Marie-France Major Tel: 613.695.8855

Fax: 613.695.8580

Email: mfmajor@supremeadvocacy.ca

Ottawa Agent for the Intervener the Canadian Association of Crown Counsel

SUPREME LAW GROUP

900 – 275 Slater Street Ottawa ON K1P 5H9

Moira Dillon

Tel: 613-691-1224 Fax: 613.691.1338

Email: mdillon@supremelawgroup.ca

Ottawa Agent for the Intervener the Association in Defence of the Wrongly Convicted

BLAKE CASSELS & GRAYDON LLP

Barristers & Solicitors 199 Bay Street Suite 4000, Commerce Court West Toronto, ON M5L 1A9

Bradley E. Berg Erin Hoult Nickolas Tzoulas

Tel: 416-863-4316 Fax: 416-863-2653

Email: brad.berg@blakes.com erin.hoult@blakes.com nickolas.tzoulas@blakes.com

Counsel for the Intervener the Canadian Civil Liberties Association

STEVENSONS LLP / BREESE DAVIES LAW

15 Toronto Street, Suite 202 Toronto ON M5C 2E3

Richard Macklin, Breese Davies and Neil Wilson

Tel: 416-599-7900 Fax: 416-559-7910

Email: rmacklin@stevensonlaw.net

bdavies@bdlaw.ca

nwilson@stevensonlaw.net

Counsel for the Intervener the Criminal Lawyers' Association

BLAKE CASSELS & GRAYDON LLP

Barristers & Solicitors Suite 2000, World Exchange Plaza 45 O'Connor Street Ottawa, ON K1P 1A4

Nancy Brooks

Tel: 613-88-2218 Fax: 613-788-2247

Email: nancy.brooks@blakes.com

Ottawa Agent for the Intervener the Canadian Civil Liberties Association

GOWLING LAFLEUR HENDERSON LLP

160 Elgin Street, 26th Floor Ottawa ON K1P 1C3

D. Lynne Watt

Tel: 613.786.8695 Fax: 613.788.3509

Email: lynne.watt@gowlings.com

Ottawa Agent for the Intervener the Criminal Lawyers' Association

INDEX

INDEX

	Page
I. OVERVIEW	1
II. INTERVENER'S POSITION ON QUESTIONS IN ISSUE	1
III. STATEMENT OF ARGUMENT	
A. THE FUNDAMENTAL DIFFERENCES BETWEEN THE TORT OF MALICIOUS PROSECUTION AND PUBLIC LAW CHARTER LITIGATION	
(i) The Concept of Fault Is Foreign to Charter Liability	
(ii) The Identity of the Defendant and the Nature of Their Liability	
(iii) Charter Damages Serve a Distinct Remedial Function	
B. THE IMPORTANCE OF MONETARY CONSTITUTIONAL DAMAGES	
IV. SUBMISSIONS RESPECTING COSTS	
V. ORDER REQUESTED	10
VI. TABLE OF AUTHORITIES	11
VII. STATUTES CITED	13

I. OVERVIEW

- 1. An individual prosecutor's state of mind is irrelevant to the availability of damages under section 24(1) of the *Charter*. The malice requirement in the tort of malicious prosecution reflects the historical reluctance to attach liability to individual prosecutors for discretionary decision-making, but a Crown prosecutor <u>never</u> has the discretion to breach the *Charter*.
- 2. Requiring malice to establish tort liability in malicious prosecution is irrelevant to whether damages constitute a just and appropriate remedy for state conduct that has already been determined to violate the *Charter*. Such an approach conflates a private law cause of action with a public law remedy, and fails to recognize the distinct features of private tort actions and public law claims for *Charter* damages, which include: different defendants; the difference in the need to show fault in establishing liability; and the separate purposes furthered by the remedies provided in each case. These differences support the conclusion that a malice requirement is both unnecessary and inappropriate to the assessment of the availability of *Charter* damages, even those that involve allegations of prosecutorial misconduct.
- 3. The David Asper Centre for Constitutional Rights and British Columbia Civil Liberties Association ("AC/BCCLA") accept the pleadings as true for the purposes of this appeal.

II. INTERVENERS' POSITION ON QUESTIONS IN ISSUE

4. AC/BCCLA submit that s. 24(1) of the *Charter* authorizes a court of competent jurisdiction to award damages against the state for *Charter*-infringing prosecutorial misconduct absent proof of malice on the part of the individual prosecutor.

III. STATEMENT OF ARGUMENT

5. When a criminally accused person is not provided with relevant disclosure by the prosecutor, his or her *Charter* rights have been breached by the state. This appeal must determine whether malice has any appropriate place in determining the availability damages as a remedy. AC/BCCLA respectfully submit that (1) importing malice into the assessment of the availability of *Charter* damages to remedy prosecutorial misconduct conflates a private law cause of action with a public law remedy; and (2) *Charter* damages are uniquely equipped to fulfil the remedial functions of compensation, vindication and deterrence, by virtue of their monetary character. Importing a malice requirement into s. 24(1) damages claims would create a significant lacunae

in the remedial powers of the courts, and effectively insulate the *state* from any true responsibility for violating the *Charter*.

A. THE FUNDAMENTAL DIFFERENCES BETWEEN THE TORT OF MALICIOUS PROSECUTION AND PUBLIC LAW CHARTER LITIGATION

(i) The Concept of Fault Is Foreign to Charter Liability

- 6. The position of the Attorneys General of Canada and British Columbia treads very closely to conflating the tort of malicious prosecution and the availability of damages for a *Charter* breach by introducing malice by analogy to their s. 24(1) analysis. Their position is unclear as to whether they are arguing that malice must be proven in order to establish a breach of a person's constitutional rights by a prosecutor, or if malice must be proven only at the remedial stage. This position is not open on this appeal, since the constitutional question posed by this Court presupposes a *Charter* violation. The position that malice must be considered when the prosecutor is the state actor who breaches an accused's *Charter* rights is contrary to years of precedent from this Court.
- 7. Charter violations occur absent any particular "fault" on the part of the state. Section 2(b) of the Charter is violated when the state has the purpose of restricting expressive content, but also where state action merely has this effect, absent any intention to impact expression. Similarly, s. 15 equality rights will be infringed when a facially neutral statute has an unintentionally unconstitutional effect. The gross disproportionality analysis under s. 7 is aimed at legislation with permissible objectives which nevertheless have disproportionately negative effects. In all of these cases, a claimant has a right to a Charter remedy without any need to show an improper intention on the part of the state. The same cannot be said about faultless private injuries, like the non-negligent infliction of accidental harm. Requiring a blameworthy state of mind for Charter damages ignores this faultless aspect of Charter liability.
- 8. A state actor's intent may, however, factor into the assessment of the quantum of damages awarded under s. 24(1), but presupposes a *Charter* breach. As this Court explained in *Ward*:

¹ Irwin Toy v. Quebec (Attorney General), [1989] ¹ S.C.R. 927 at 976, Intervener's Book of Authorities ["BoA"], Tab 1.

² Eldridge v. British Columbia (Attorney General), [1997] 3 S.C.R. 624 at paras. 61-62 [Eldridge], BOA, Tab 2. ³ Canada (Attorney General) v. Bedford, 2013 SCC 72, [2013] 3 S.C.R. 1101 at paras. 120-122, BOA, Tab 3.

A principal guide to the determination of quantum is the seriousness of the breach, having regard to the objects of s. 24(1) damages. The seriousness of the breach must be evaluated with regard to the impact of the breach on the claimant and the seriousness of the state misconduct: see, in the context of s. 24(2), R. v. Grant. Generally speaking, the more egregious the conduct and the more serious the repercussions on the claimant, the higher the award for vindication or deterrence will be.⁴

The extent to which the intention of the state actor may determine the quantum of *Charter* damages is not before this Court, and can await a proper case for its consideration, or, indeed, the trial of this matter with the full evidentiary foundation necessary to make this determination.

(ii) The Identity of the Defendant and the Nature of Their Liability

- 9. An accused person's action for *Charter* damages engages the state's liability alone. As this Court recently affirmed in *Thibodeau*, "the damages discussed in *Ward* were damages against the state". The Attorney General of Canada states in its factum that "[a] Crown prosecutor's liability cannot be engaged absent proof of malice". While this is true when assessing individual prosecutorial liability in a tort action for malicious prosecution, it is the state, not individual prosecutors, that is liable for *Charter* breaches. Characterizing the defendant as the state rather than the individual reflects the *Charter*'s inherently public nature.
- 10. As this Court recognized in *Miazga*, "[m]alicious prosecution is an intentional tort designed to provide redress for losses flowing from an unjustified prosecution". Malicious prosecution is notoriously difficult to prove: plaintiffs must establish that an individual prosecutor acted intentionally and maliciously when deciding to pursue and/or continue a prosecution. This high standard reflects the historical reluctance to attach *individual* liability to discretionary decisions made by *individual* prosecutors.
- 11. This Honourable Court has held on many occasions that discretionary decisions made by individual prosecutors acting as "ministers of justice" must not be subjected to unjustified scrutiny.⁸ When an individual prosecutor is motivated by malice or an improper purpose in initiating and/or continuing a prosecution, he or she steps outside the role of a "minister of

⁴ Vancouver (City) v. Ward, 2010 SCC 27, [2010] 2 S.C.R. 28 at para. 52 [Ward], Appellant's Book of Authorities ["ABOA"], Tab 37.

⁵ Thibodeau v. Air Canada, 2014 SCC 67 at para. 78, BOA, Tab 4.

⁶ Factum of the Respondent Attorney General of Canada at para. 1.

⁷ Miazga v. Kvello Estate, 2009 SCC 51, [2009] 3 S.C.R. 339 at para. 42 [Miazga], ABOA, Tab 14.

⁸ Nelles v. Ontario, [1989] 2 S.C.R. 170 [Nelles], ABOA, Tab 16; Miazga, supra, ABOA, Tab 14; R. v. Anderson, 2014 SCC 41 at para. 37 [Anderson], Respondent Attorney General of Canada's Book of Authorities, Tab 15.

justice" in fraud of his or her public duties, and tort liability properly attaches to them in their individual capacity. This is the rationale for the qualified immunity and apportioning of individual prosecutorial liability in Canada. The malice requirement — and the qualified immunity for prosecutorial actions — is the result of a careful balancing between the public interest in ensuring that citizens are not prosecuted for improper purposes, and the public interest in ensuring that prosecutors can exercise their discretion and prosecute crimes effectively. 10

- 12. Defining discretionary and non-discretionary decisions has proved to be a challenge, but some actions lie clearly inside or outside an individual prosecutor's discretion. The decision to pursue or continue a prosecution remains one of the most fundamental expressions of prosecutorial discretion, as it lies at the heart of the decisions that fall within the nature and extent of a prosecution. The high malice standard for review of individual prosecutorial action in a malicious prosecution suit protects this sphere of decision-making.
- 13. The concern expressed in cases like *Nelles* and *Miazga* about prosecutors feeling unfairly scrutinized, and needing the protection of the high standard of malice to discharge their discretionary duties and effectively prosecute crimes, is misplaced in this appeal. In any case where it is alleged that a prosecutor has breached the *Charter* in their role as state actor, and a claim for *Charter* relief is made, the court inevitably scrutinizes the conduct of the prosecutor in assessing in whether a *Charter* breach has been made out.
- 14. The decision to initiate or continue a prosecution is in a different category from the state's duty to uphold and give effect to *Charter* rights: no state actor has the discretion to breach the *Charter*. Anderson makes the distinction between prosecutorial discretion and the duty to uphold the *Charter* abundantly clear: "[i]n sum, prosecutorial discretion applies to a wide range of prosecutorial decision making. That said, care must be taken to distinguish matters of prosecutorial discretion from constitutional obligations... Manifestly, the Crown possesses no

⁹ Nelles, supra at p. 194, ABOA, Tab 16.

¹⁰ Miazga, supra at para. 52, ABOA, Tab 14. Similarly, bad faith or dishonesty is the standard for misfeasance in public office, which like malicious prosecution reflects the need for individual public officers to be able to make (good faith) decisions that may nevertheless negatively impact the interests of some citizens: Odhavji Estate v. Woodhouse, 2003 SCC 69, [2003] 3 S.C.R. 263 at para. 28, BOA, Tab 5.

¹¹ Slaight Communications Inc. v. Davidson, [1989] 1 S.C.R. 1038 at 1078, per Lamer J dissenting in part (not on this issue), **BOA**, **Tab 6**; R. v. Conway, 2010 SCC 22, [2010] 1 S.C.R. 765 at para. 21, **BOA**, **Tab 7**.

discretion to breach the *Charter* rights of an accused". Therefore, the qualified immunity protecting the discretionary decisions of prosecutors does not extend to *Charter* breaches.

15. Indeed, this Honourable Court in *Ward* made clear that it is the government that is directly, and not vicariously, liable for *Charter* breaches:

The nature of the remedy is to require the state (or society writ large) to compensate an individual for breaches of the individual's constitutional rights. An action for public law damages — including constitutional damages — lies against the state and not against individual actors. ¹³

While this passage goes on to state that some of the policy considerations underlying tort claims against state actors may be relevant to a *Charter* damages analysis, this should not be taken to suggest that the public nature of the state defendant in a *Charter* case is somehow modified by the factual inclusion of a prosecutor as the state actor. Rather, as the Appellant suggests, this is one factor to be taken into account under the "good governance" step of the *Ward* framework.¹⁴

(iii) Charter Damages Serve a Distinct Remedial Function

- 16. Characterizing a *Charter* damages claim as similar to that in tort ignores the nature of the defendant in a *Charter* case, and also discounts the fundamentally different purposes of private and public law remedies. Malice goes to liability in tort claims, whereas the issue in *Ward* is the availability of a specific remedy. *Ward* presupposes the liability of the state once a *Charter* breach has been established. The global purpose of public law remedies is to repair the damage *Charter* breaches cause to individual claimants, and to heal the harm caused to society as a whole. Tort actions, on the other hand, have an inherently private character that privileges individual redress. State action leading to *Charter* breaches that are accomplished vis-à-vis an individual prosecutor may provide the factual foundation for s. 24(1) damages as well as malicious prosecution actions, but this does not justify confusing the distinct remedial natures of public and private law.
- 17. Section 24(1) is meant to provide meaningful personal remedies for unconstitutional governmental action, but must also vindicate the values of the *Charter* and ensure future

¹² Anderson, supra at para. 45, ABOA, Tab 21.

¹³ Ward, supra at para, 22, ABOA, Tab 37.

¹⁴ Factum of the Appellant at para. 82.

compliance. This is what distinguishes the public law remedy of *Charter* damages from private law torts. As Justice LeBel observed in his dissent in *R. v. Demers*:

Public law litigation is essentially different from private law. In private law actions, remedies are primarily geared towards compensating a plaintiff for the loss suffered at the hands of a defendant. By contrast, public law actions are about ensuring compliance with the Constitution, in this case, vindicating constitutional rights that have been violated by the state. In doing so, it is typically more than an individual claimant's rights that are being affirmed; the benefit of a successful claim enures to society at large. ¹⁵

- 18. In *Doucet-Boudreau*, this Court held that s. 24(1) remedies must be given a purposive and generous reading that "gives modern vitality to the ancient maxim *ubi jus, ibi remedium*: where there is a right, there must be a remedy. More specifically, a purposive approach to remedies requires at least two things. First, the purpose of the right being protected must be promoted: courts must craft <u>responsive</u> remedies. Second, the purpose of the remedies provision must be promoted: courts must craft <u>effective</u> remedies". Requiring claimants to plead malice for *Charter* damages imports private law standards into a distinctly public arena. Such an approach fails to provide a responsive or effective remedy to society as a whole.
- 19. Indeed, the fact that the function of *Charter* damages goes beyond compensation the traditional focus of tort remedies demonstrates that actions based on *Charter* violations transcend the private interests of the individual whose rights were violated. As Professor Lorne Sossin noted more than 20 years ago, the public as a whole has an "inherent interest in breaches of the *Constitution* by public officials". This reality is reflected in *Ward*'s treatment of the vindication function of s. 24(1) damages as directed towards the public more broadly:

Vindication focuses on the harm the infringement causes society. As Didcott J. observed in *Fose*, violations of constitutionally protected rights harm not only their particular victims, but society as a whole. This is because they "impair public confidence and diminish public faith in the efficacy of the [constitutional] protection". While one may speak of vindication as underlining the seriousness of

¹⁵ R. v. Demers, [2004] 2 S.C.R. 489 at para. 99, per LeBel J, dissenting (not on this point), **BOA**, **Tab 8**. ¹⁶ Doucet-Boudreau v. Nova Scotia (Minister of Education), 2003 SCC 62, [2003] 3 S.C.R. 3 at para. 25, per Iacobucci and Arbour JJ (emphasis in original) [Doucet-Boudreau], **ABOA**, **Tab 7**.

¹⁷ Lorne Sossin, "Crown Prosecutors and Constitutional Torts: The Promises and Politics of *Charter* Damages" (1993) 19 Queen's LJ 372 at 403 [Sossin], **BOA**, **Tab 10**.

the harm done to the claimant, vindication as an object of constitutional damages focuses on the harm the *Charter* breach causes to the state and to society. ¹⁸

20. Tort liability, on the other hand, has an inherently private character that is based on the individual state of mind of the tortfeasor, and privileges individual redress for the successful plaintiff. While these are laudable private law goals, they fail to address the public interest concerns inherent in s. 24(1). Malicious prosecution suits and claims for *Charter* damages might be predicated on the same set of facts, but this does not justify confusing the unique public law goals that s. 24(1) is meant to serve.

B. THE IMPORTANCE OF MONETARY CONSTITUTIONAL DAMAGES

- 21. In *Ward*, this Court recognized that *Charter* damages are a "unique public law remedy." As monetary awards, s. 24(1) damages are especially suited to fulfill the three remedial functions of compensation, vindication, and deterrence outlined in *Ward*.
- 22. Charter remedies other than damages may be incapable of providing compensation to claimants.²⁰ Where a claimant has suffered serious personal loss or harm to his or her intangible interests, non-monetary remedies such as a declaration may be insufficient to place the claimant "in the same position as if his Charter rights had not been infringed."²¹ Even where the harm suffered is a "relatively brief" period of humiliation, this Court has recognized that Charter damages are an appropriate and just means to satisfy the need for compensation.²² In wrongful conviction cases arising from Charter breaches, that claim is all the more powerful.
- 23. Charter damages are also well-suited to the vindication function, which concerns the affirmation of constitutional values. Charter breaches pose a social harm because they "impair public confidence and diminish public faith in the efficacy of the [constitutional] protection." Charter damages address this harm by way of their quantum, which must reflect "the importance of Charter rights to all Canadians and the corresponding significance of [Charter] breaches."

¹⁸ Ward, supra at para. 28 [internal citations omitted], ABOA, Tab 37.

¹⁹ *Ibid* at para 31.

²⁰ *Ibid* at para 47.

²¹ *Ibid* at para 71.

²² *Ibid* at paras 68, 71.

²³ *Ibid*, *supra* at para. 28.
²⁴ *Bevis v. Burns*, 2006 NSCA 56 at para 3, 269 D.L.R. (4th) 696, **BOA**, **Tab 9**.

- 24. In order to vindicate a *Charter* right, the remedy "must be relevant to the experience of the claimant and must address the particular circumstances in which the *Charter* right was infringed." Charter damages give courts the discretion to determine a quantum that is proportionate to "all the effects or consequences of the [rights] denial" vis-à-vis the claimant. Consequently, damages may be preferable to other less flexible remedies that are not as capable of fully addressing the circumstances of the *Charter* breach. Professor Kent Roach clarifies that a proportionate s. 24(1) remedy is one that takes into consideration the need to redress damage to the public's interest in seeing its rights protected. A complete remedy must redress this damage by offering, as Professor Marilyn Pilkington puts it, an "articulation and enforcement of constitutional values. Where the remedy does not respond to the gravity of the infringement, the public's interest in seeing constitutional values articulated and enforced will be defeated. In other words, in cases of clear *Charter* violations, nominal or declaratory remedies offer no comfort to a public that demands that its rights be taken seriously.
- 25. Deterrence is the third key function of *Charter* damages. As Lamer J recognized in *Mills*, the purpose of s. 24 is to provide "an enforcement mechanism, which above all else ensures that the *Charter* will be a vibrant and vigorous instrument for the protection of the rights and freedoms of Canadians." In *Ward*, this Court affirmed that *Charter* damages can "[influence] government behaviour in order to secure state compliance with the *Charter* in the future."
- 26. Damages under s. 24(1) fulfill this deterrent function in at least two ways. First, damages act as a clear acknowledgment that the state is prospectively responsible for *Charter* infringements.³¹ Second, "damages provide an incentive for governments and their officers to be pro-active in seeking compliance."³² Damages remind the state that it has obligations to the public under the *Charter*, and pronounce a cost for failing to meet such obligations.

²⁵ Doucet-Boudreau, supra at para 55, BOA, Tab 10.

²⁶ Morin v. Regional Administrative Unit No. 3 School Board (PEI), 2005 PESCAD 14 at para 36, BOA, Tab 11.
²⁷ Kent Roach, "Enforcement of the Charter - Subsections 24(1) and 52(1)" (2013) 62:2 Sup Ct L Rev 473 at 483,

²⁸ Marilyn Pilkington, "Damages as a Remedy for Infringement of the Canadian Charter of Rights and Freedoms" (1984) 62:4 Can Bar Rev 517 at 536 [Pilkington], **BOA**, **Tab 16**.

²⁹ Mills v. The Queen, [1986] 1 S.C.R. 863 at p. 881; DLR (4th) 161, BOA, Tab 12.

³⁰ Ward, supra at para 29, ABOA, Tab 37.

³¹ Pilkington, supra at 540, BOA, Tab 16; Sossin, supra at 401-402, BOA, Tab 14.

³² Raj Anand, "Damages for Unconstitutional Actions: A Rule in Search of a Rationale" (2009) 27: Supplementary Update NJCL 159 at 167 [Anand], **BOA**, **Tab 17**.

- 27. The Respondents argue that s. 24(1) damages in this case will have the adverse effect of chilling Crown prosecutors' ability to fulfill their duties effectively and robustly.³³ However, chilling unconstitutional state action is the purpose and goal of the *Charter*. Moreover, any concern about interference with prosecutorial discretion is answered by the fact that prosecutors are already subject to court scrutiny for *Charter* compliance.³⁴ Any "cost" associated with judicial scrutiny in the context of *Charter* actions already exists within criminal trials.
- 28. Critics of s. 24(1) damages awards against the state also argue that they intrude on the government's budgetary discretion. Professor Roach suggests that such critics inappropriately "conceive of the government as an individual with claims to dignity and fairness." These arguments characterize large remedial damages awards as improper, not because they are unmerited, but because they overstep the government's spending discretion. However, these considerations are but one step in the analysis of the merits of a damages award under s. 24(1). 36
- 29. In *Eldridge* and *Khadr*, this Court recognized that a prescriptive remedy beyond a declaration would be an inappropriate intrusion into the state's policy-making discretion.³⁷ Damages awards under s. 24(1) meet the objectives in *Ward* while avoiding inappropriate intrusions into policy-making. As Raj Anand explains, damages as a remedy are "consistent with a view of the *Charter* that prizes Parliamentary sovereignty" because "the manner in which the legislature seeks to correct its unconstitutional act or conduct is left to the legislature."³⁸
- 30. The Attorney General of British Columbia argues that the government has already established a policy framework for addressing compensation for wrongful conviction of the factually innocent.³⁹ However, *ex gratia* compensation schemes, despite attempting to compensate the wrongfully convicted, are incapable of serving the key s. 24(1) functions of vindication and deterrence. As the Honourable Sydney L. Robins, QC, noted in the *Truscott*

³³ Factum of the Respondent Attorney General of British Columbia at para. 88; Factum of the Respondent Attorney General of Canada at para. 21.

³⁴ Anderson, supra at para. 45, ABOA, Tab 21.

³⁵ Kent Roach, "A Promising Late Spring for Charter Damages: Ward v. Vancouver" (2011) 29:2 NJCL 135 at 161, ³⁶ Ward, supra at para. 33, **BOA**, **Tab 18**.

³⁷ Eldridge, supra at para. 96, BOA, Tab 2; Canada (Prime Minister) v. Khadr, 2010 SCC 3, [2010] 1 S.C.R. 44 at para. 47, BOA, Tab 13.

³⁸ Anand, *supra* at 167, **BOA**, **Tab 17**. See also: Gary S Gildin, "Allocating Damages Caused by Violation of the Charter: The Relevance of American Constitutional Remedies Jurisprudence" (2009) 24:2 NJCL 121 at 160, 170-171, **BOA**, **Tab 19**.

³⁹ Factum of the Respondent Attorney General of British Columbia at para. 126.

Opinion, the "payment of [ex gratia] compensation remains within the absolute discretion of the Crown". 40 If damages for *Charter* breaches depended on the discretion of the Crown, the public would have no assurance that its Charter rights would be vindicated in the event of a breach. Moreover, the deterrent function s. 24(1) would be undone if the Crown had discretion to decide when to award compensation for wrongful convictions stemming from Charter infringements.

Many, if not most Charter violations by prosecutors will arise in situations where it is 31. impossible to prove malice. Moreover, no specific intent is required to establish a Charter breach. Those whose constitutional rights have been infringed must not be left without responsive and effective remedies. Importing the malice requirement from a private law cause of action into a public law claim for Charter damages would create a significant lacunae in the remedial powers of the courts and effectively insulate not individual prosecutors, but rather the state as a whole from any true responsibility for violating the Charter. Such a system would be wholly inconsistent with the very concept of constitutional supremacy, and would undercut the promise of Ward for victims of Charter violations.

IV. SUBMISSIONS RESPECTING COSTS

The AC/BCCLA does not seek its costs, and asks that no costs be ordered against it. 32.

V. ORDER REQUESTED

The AC/BCCLA request leave to make oral argument at the hearing of this appeal. 33.

ALL OF WHICH IS RESPECTFULLY SUBMITTED

day of October, 2014 DONE at the City of Ottawa, this

Marlys A. Edwardh

Counsel for the Intervener, David Asper Centre For Constitutional Rights and the British

Columbia Civil Liberties Association

Frances Mahon

Counsel for the Intervener, David Asper Centre For Constitutional Rights and the British Columbia Civil Liberties Association

⁴⁰ Federal/Provincial Guidelines on Compensation for Wrongfully Convicted and Imprisoned Persons (1988), cited in In the Matter of Steven Truscott: Advisory Opinion on the Issue of Compensation (Toronto: Ontario Ministry of the Attorney General, 2008) at 22, BOA, Tab 20.

VI. TABLE OF AUTHORITIES

Authority	Para.
Jurisprudence	*
R. v. Anderson, 2014 SCC 41	11, 12, 14, 27
Bevis v. Burns, 2006 NSCA 56, 269 DLR (4th) 696	23
Canada (Attorney General) v. Bedford, [2013] 3 S.C.R. 1101	
Canada (Prime Minister) v. Khadr, [2010] 1 S.C.R. 44	
R v. Conway, [2010] 1 S.C.R. 765	
R v. Demers, [2004] 2 S.C.R. 489	17
Doucet-Boudreau v. Nova Scotia (Minister of Education), [2003] 3 S.C.R. 3	18, 24
Eldridge v. British Columbia (Attorney General), [1997] 3 S.C.R. 624	7, 29
Irwin Toy v. Quebec (Attorney General), [1989] 1 S.C.R. 927	7
Miazga v. Kvello Estate, [2009] 3 S.C.R. 339	10, 11
Mills v. The Queen, [1986] 1 S.C.R. 863	25
Morin v. Regional Administrative Unit No. 3 School Board (PEI), 2005 P.E.S.C.A.D. 14, 254 D.L.R. (4th) 410	24
Nelles v. Ontario, [1989] 2 S.C.R. 170	11,
Odhavji Estate v. Woodhouse, [2003] 3 S.C.R. 263	n.10
Slaight Communications Inc v. Davidson, [1989] 1 S.C.R. 1038	14
Thibodeau v. Air Canada, 2014 SCC 67	
Vancouver (City) v. Ward, [2010] 2 S.C.R. 28	8, 15, 19, 21, 22, 23, 25, 28
Secondary Materials	*
Raj Anand, "Damages for Unconstitutional Actions: A Rule in Search of a Rationale" (2009) 27: Supplementary Update NJCL 159	26, 29
Ontario Ministry of the Attorney General, Federal/Provincial Guidelines on Compensation for Wrongfully Convicted and Imprisoned Persons (1988)	30
Gary S Gildin, "Allocating Damages Caused by Violation of the Charter: The Relevance of American Constitutional Remedies Jurisprudence" (2009) 24:2 NJCL 121	n.38
Marilyn Pilkington, "Damages as a Remedy for Infringement of the Canadian Charter of Rights and Freedoms" (1984) 62:4 Can Bar Rev 517	24, 26

Kent Roach, "A Promising Late Spring for Charter Damages: Ward v. Vancouver" (2011) 29:2 NJCL 135	28
Kent Roach, "Enforcement of the Charter - Subsections 24(1) and 52(1)" (2013) 62:2 Sup Ct L Rev 473	24
Lorne Sossin, "Crown Prosecutors and Constitutional Torts: The Promises and Politics of <i>Charter</i> Damages" (1993) 19 Queen's LJ 372	19, 26

VII. STATUTES CITED

Canadian Charter of Rights and Freedoms		
2. Everyone has the following fundamental freedoms:	2. Chacun a les libertés fondamentales suivantes :	
(b) freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication;	b) liberté de pensée, de croyance, d'opinion et d'expression, y compris la liberté de la presse et des autres moyens de communication;	
7. Everyone has the right to life, liberty and security of the person and the right not to be deprived thereof except in accordance with the principles of fundamental justice.	7. Chacun a droit à la vie, à la liberté et à la sécurité de sa personne; il ne peut être porté atteinte à ce droit qu'en conformité avec les principes de justice fondamentale.	
15. (1) Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.	15. (1) La loi ne fait acception de personne et s'applique également à tous, et tous ont droit à la même protection et au même bénéfice de la loi, indépendamment de toute discrimination, notamment des discriminations fondées sur la race, l'origine nationale ou ethnique, la couleur, la religion, le sexe, l'âge ou les déficiences mentales ou physiques.	