Commission d'enquête sur les actions des responsables canadiens relativement à Maher Arar



Commission of Inquiry into the Actions of Canadian Officials in Relation to Maher Arar

Requête	Motion

Commissaire

L'Honorable juge / The Honourable Justice Dennis R. O'Connor

Commissioner

Tenue à: Held at:

Salon Algonquin Ancien hôtel de ville 111, Promenade Sussex Ottawa (Ontario)

le jeudi 16 juin 2005

Algonquin Room Old City Hall 111 Sussex Drive Ottawa, Ontario

Thursday, June 16, 2005

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1	Ottawa, Ontario / Ottawa (Ontario)
2	Upon commencing on Thursday, June 16, 2005
3	at 8:29 a.m. / L'audience débute le jeudi
4	16 juin 2005 à 8 h 29
5	THE REGISTRAR: Please be seated.
6	Veuillez vous asseoir.
7	THE COMMISSIONER: Good morning.
8	This is the motion.
9	MR. CAVALLUZZO: Yes,
10	Commissioner. This is a motion which is being
11	brought on behalf of Mr. Cabana. It relates to a
12	request that you, as Commissioner, make NSC
13	rulings prior to the public testimony of
14	Mr. Cabana.
15	Yesterday you directed certain
16	time limits. I have spoken to counsel this
17	morning about those time limits and no doubt they
18	will be respected.
19	Mr. Boxall is here this morning.
20	He will be speaking to the motion.
21	THE COMMISSIONER: Okay.
22	Mr. Boxall?
23	MOTION
24	MR. BOXALL: Thank you,
25	Mr. Commissioner.

1	I did speak briefly with
2	Mr. Cavalluzzo, and I don't think there will be
3	any concern about time limit.
4	THE COMMISSIONER: Okay.
5	MR. BOXALL: He has properly
6	characterized the motion as a request, and I
7	recognize that that is all it is. It is a request
8	both of you and also of the Government of Canada.
9	As you are well aware, you made a
10	prior ruling on May 12th. At the outset I can
11	indicate that I have read, as Mr. Bayne has read,
12	that judgment many, many times.
13	Clearly in the judgment you did
14	recognize many of the concerns, and you set out a
15	number of steps to try and address those concerns
16	and we recognize and appreciate the thought and
17	care that went into the judgment.
18	As you are aware, at that time our
19	concern was that the inability of Inspector Cabana
20	to testify in full would result in incomplete
21	evidence, that would be, as a result, inaccurate,
22	it could be unfair, it would be prejudicial, and
23	it could result in the public being misled.
24	As I indicated, you did release
25	your ruling on May 12th and addressed many of

1	those concerns with the procedures you set out.
2	Nevertheless, after a very
3	extensive review of the ruling, and seeking input
4	both from the government and also from
5	Mr. Cavalluzzo as to the areas he intends to
6	canvass, and from the government with respect to
7	areas that they are putting forth national
8	security claims, our opinion on behalf of
9	Inspector Cabana remains that his evidence must
10	be complete.
11	We respect your ruling. We are
12	not trying to reargue it in any way. We respect
13	the spirit of it.
14	So at this stage, in order to
15	address the concerns that we have, that the
16	evidence must be full and complete and tell the
17	complete and full truth, our opinion is that the
18	only way that can be done at this stage is to
19	eliminate, effectively, these national security
20	claims, and the only basis on which we can see
21	towards that is to request of you,
22	Mr. Commissioner, that you make a prior ruling,
23	prior to his testimony, rather than attempting to
24	do it question-by-question.
25	In your ruling you anticipated

1	that question-by-question could be difficult and
2	you are obviously alive to the issue.
3	Nevertheless, on review of the areas, as I say,
4	that are to be examined and the government is
5	putting forth national security claims, we remain
6	very concerned that it will be impossible for
7	Mr. Cabana to testify in a manner that sets out
8	the full and complete truth.
9	He would like to testify and give
LO	the full story on behalf of himself and his
L1	investigative team.
L2	THE COMMISSIONER: Is it not the
L3	case, though, Mr. Boxall, that there is some of
L4	the information to which Mr. Cabana could testify
L5	that is subject of NSC claims? I mean, for
L6	example, if he would refer to sources or
L7	information that was received in confidence from
L8	other countries; are you suggesting that I rule
L9	and lift that?
20	MR. BOXALL: All I can request
21	is that
22	THE COMMISSIONER: Or that would
23	damage a national security investigation.
24	I have been listening for a year
25	now for pleas from, whether Mr. Cabana directly,

1	from the government and the police, the RCMP, that
2	there is this enormous injury to national security
3	that will result if I release all of this. I
4	listened to it in camera almost daily.
5	Is what you are suggesting now
6	that I should disregard all of that?
7	MR. BOXALL: What I am suggesting,
8	Mr. Commissioner, is that you obviously have a
9	responsibility, but my recollection I could be
10	corrected if I'm wrong neither Mr. Bayne nor
11	myself have taken any position with respect to
12	national security previously. We haven't appeared
13	on the rulings or sought input on it
14	THE COMMISSIONER: Inspector
15	Cabana is a senior RCMP police officer.
16	MR. BOXALL: Right. But when
17	I'm speaking today, I am speaking on behalf of
18	him personally. The RCMP has their own
19	representation.
20	THE COMMISSIONER: But I just want
21	to know what your position is.
22	Is it Inspector Cabana's position
23	that at this stage we should simply disregard
24	injury to Canada's national security in order to
25	fulfil the request you are making?

1	MR. BOXALL: Inspector Cabana's
2	position is that in order for him to testify fully
3	with respect to him as a person that he needs to
4	tell everything. Obviously that makes for hard
5	decisions for other people who have that
6	responsibility, including yourself and the
7	government.
8	THE COMMISSIONER: But isn't
9	the ruling that you have referred to and I
10	appreciate you referred to it fairly isn't
11	the ruling that I have already addressed at this
12	point. I have said I recognize that Inspector
13	Cabana will not be able to testify about
14	everything and we will have to manage his public
15	testimony in such a way as to avoid the
16	unfairness.
17	Isn't that is what I have
18	already ruled?
19	MR. BOXALL: Oh, I think you have
20	already ruled that, and I hope I have acknowledged
21	the steps you have taken in that regard, because
22	we do recognize them.
23	Perhaps there will be further
24	meetings. I'm hoping to meet with Commission
25	counsel later today, and also government counsel.

1	in recognition of what you describe in your ruling
2	as a spirit of cooperation, to try to continue to
3	work towards this.
4	But it appears either the
5	areas that you envisaged in your judgment being
6	testified to, or that Mr. Cavalluzzo does,
7	which may or may not be the same, there seems to
8	be quite a conflict or a logjam between that
9	which Mr. Cavalluzzo envisages and that which
10	the government does. That is a major, major
11	problem to start addressing it on a
12	question-by-question basis.
13	It may be that if we had a prior
14	ruling that would assist us in preparation, then
15	with that ruling and reasons for it we would be in
16	a position to make a more informed decision and to
17	understand the aspects that you are indicating,
18	because there are obviously national security
19	concerns for the government.
20	THE COMMISSIONER: But you are not
21	asking me to rule that everything over which there
22	is a claim of national security be lifted?
23	MR. BOXALL: I don't think you
24	could do that.
25	THE COMMISSIONER: No, I don't

Τ	think i could.
2	So then we come back to the
3	situation: Okay, well, what is it that you are
4	asking that NSC be lifted on? That will depend,
5	it seems to me, in part, on the questions that
6	are asked.
7	What you seem to be saying, as I
8	listen to your reasoning, is that if an answer to
9	a particular question requires reference to
10	matters over which national security is claimed,
11	then it would be unfair to require Inspector
12	Cabana to answer the question, which ultimately,
13	if one adopts that thinking, drives one to the
14	point of saying: Well, let's hear the questions
15	and let's just have to deal with it as we go,
16	which is really the spirit of my earlier ruling.
17	MR. BOXALL: Yes, I understand it
18	but I don't think it is restricted to reference in
19	the questions. I think it also deals with
20	context, which could be important in a number of
21	cases. In that regard, no, I am not asking you to
22	eliminate national security for all the matters
23	you have heard. You have a responsibility.
24	But, in my submission, it seems
25	there may well be a difference, and perhaps I

1	recognize that you are obviously in a different
2	seat than Commission counsel, but there seems to
3	be quite a difference at first blush between
4	Commission counsel and the government here, and it
5	would seem to me, at least in preparation and in
6	the interests of fairness, if we had a ruling from
7	you as to what, in your opinion, amounted to it,
8	that that may even be of assistance to the
9	government in determining whether they are seeking
10	to maintain that.
11	We see this request as a
12	possibility that it could eliminate what we see as
13	a logjam between Commission counsel and the
14	government where Inspector Cabana is the person in
15	the middle and we are attempting to prepare him to
16	testify and to be able to give full and complete
17	and accurate evidence.
18	I recognize that our request of
19	you does not solve the issue. In and of itself it
20	couldn't because of your responsibility, and the
21	government has its own responsibility and own
22	decisions to make. However
23	THE COMMISSIONER: It is important
24	in this discussion, too, that people understand
25	and correct me if I'm wrong that Inspector

1	Cabana, who testified at length in camera, was
2	given an opportunity to, first of all, answer all
3	of the questions fully and completely to his
4	satisfaction in camera.
5	MR. BOXALL: I agree.
6	THE COMMISSIONER: His counsel was
7	given an opportunity in camera to question him as
8	thoroughly as he saw fit.
9	MR. BOXALL: I agree with that.
10	THE COMMISSIONER: And his
11	counsel has been given an opportunity in camera
12	to question any other witnesses who gave any
13	evidence that in any way touched on Inspector
14	Cabana's interests.
15	MR. BOXALL: In camera.
16	THE COMMISSIONER: Yes. So that
17	in preparing my report and the conclusions that I
18	reach, if there are any with respect to Inspector
19	Cabana, I will have had the benefit of the full
20	record and the benefit of a record in which
21	Inspector Cabana has fully and completely
22	participated in developing.
23	Is that a fair statement?
24	MR. BOXALL: I agree that you will
25	have, and I appreciate that.

т	The difficulty in this case, and
2	it is been said many times throughout and it keeps
3	getting repeated, it is a unique and difficult
4	inquiry. We are in a public inquiry where so much
5	of it, either by position of any of the parties or
6	by operation of law, is not being heard in public.
7	That creates difficulties for everyone.
8	THE COMMISSIONER: But I think
9	at the end of the day it is fair to assume that
10	my conclusions whether or not all the details
11	that lead to them, my conclusions, at least I
12	would hope, will find the light of day and be
13	made public.
14	MR. BOXALL: There is that
15	proviso. I can't be certain as to what position
16	parties that have a say in it would take on
17	that, but
18	THE COMMISSIONER: But it seems
19	to me what we are involved in here is simply the
20	calling of the evidence publicly, and I guess the
21	concern that somehow the public is not going to
22	be able to understand the admonition that I will
23	be giving, repeatedly if necessary, that not all
24	of the evidence that Inspector Cabana could give
25	can be given publicly and, therefore, in some

1	areas the public will have to understand, perhaps
2	be patient until the report, but some areas they
3	will not have heard information over which NSC
4	is claimed.
5	Now, I actually think that if I
6	give that instruction and make it clear that the
7	public will be able to understand that.
8	MR. BOXALL: I would certainly
9	hope so, and I recognize that your report, at the
10	end, will address all the evidence, and you fairly
11	characterized that Inspector Cabana and, through
12	his counsel, had a fair opportunity in camera.
13	However, the public
14	participation in the inquiry is an ongoing process
15	on a daily basis through what goes out in the
16	media, and your report is I will say months
17	months away hopefully.
18	THE COMMISSIONER: I'm glad you
19	didn't say more.
20	Laughter / Rires
21	MR. BOXALL: I will say
22	months away, and at that time it may be months
23	after Inspector Cabana has testified and been
24	seen on television, through those that watch
25	this channel, and it may be difficult or late then

1	to address it.
2	I recognize that through your
3	judgment you have attempted to address our
4	concerns. I do. We are not
5	THE COMMISSIONER: I'm not
6	attempting to quarrel with you at all, Mr. Boxall.
7	I am very sensitive to the issue of fairness and
8	the potential for unfairness that can result from
9	an unfair process, if you will, in the witness box
10	in a public inquiry. It is something that I am
11	very alive to.
12	MR. BOXALL: So simply given that,
13	I think there is a recognition of that, both in
14	your comments today and in your judgment, and we
15	do appreciate that.
16	In order to be able to assist with
17	the preparation, to maximize the disclosure, to
18	work with a spirit of cooperation, we thought
19	you may disagree and other counsel may disagree
20	we thought it would be of assistance in that
21	process if we could have a ruling on the National
22	Security Claims. We thought that it may open up
23	disclosure.
24	Others may disagree, but that is
25	the position that we took. We thought that that

1	may be of assistance or persuasive value also for
2	the government to address their concerns so that
3	we would be in a position to have Inspector Cabana
4	to testify in the most complete and full and
5	accurate way in public, as he did in camera.
6	THE COMMISSIONER: Thank you very
7	much, Mr. Boxall.
8	Mr. Bell, you were going to speak
9	to it?
10	SUBMISSIONS
11	MR. BELL: Mr. Commissioner, thank
12	you very much.
13	This is the first time I have been
14	able to address you since arriving, so I will give
15	a brief history of my role and give my name. It
16	is Richard Bell. I'm pleased to be here, and
17	thank you very much for the opportunity to address
18	this motion.
19	My client's circumstances are a
20	bit different than the circumstances of
21	Mr. Boxall's client. My client received a
22	section 13 notice on the 8th of April. It was
23	titled "Secret", and therefore my client's name to
24	this point in time will remain secret given that
25	his testimony was heard in camera.

1	However, that notice that was
2	given on April the 8th came several months after
3	he had testified. It came several months after he
4	appeared, without his own counsel, and the notice
5	clearly addressed issues that had been raised with
6	him and other witnesses prior to his having
7	testified.
8	THE COMMISSIONER: Right.
9	MR. BELL: That puts my client in
10	a most difficult situation in trying to get up to
11	speed, if I can use that expression, with respect
12	to all of the evidence that has been heard. My
13	security clearance arrived on May 30th, and since
14	then I have read about 1,500 to 2,000 pages of, I
15	think, about 8,000 pages of transcript.
16	Therefore, for my client to
17	participate fully and exercise his rights under
18	section 13, that is the right to have full
19	opportunity to present his case, he cannot be
20	expected to cross-examine Mr. Cabana with
21	interruptions based upon National Security
22	Confidentiality.
23	The free flow of the
24	cross-examination of Inspector Cabana is totally
25	lost, if counsel, who is trying to get up to

1	speed, has to be concerned about whether or not
2	he is, in fact, violating National Security
3	Confidentiality or if he is going to be
4	interrupted because Commission counsel, or
5	counsel for the Government of Canada, chooses to
6	make an objection.
7	We saw some evidence of that
8	yesterday when Mr. Pillarella was on the stand,
9	where there were delays and discussions with
10	respect to National Security Confidentiality.
11	I believe that I will be faced
12	with the same problems when I try to cross-examine
13	Cabana or any of the other public witnesses in
14	this forum.
15	THE COMMISSIONER: But let's
16	assume you are to cross-examine Inspector Cabana.
17	Surely your cross-examination will be limited to
18	those areas in which your client's interest is
19	engaged?
20	MR. BELL: That is correct.
21	THE COMMISSIONER: Let's make this
22	point clear to see if it is understood, that your
23	participation in this inquiry is limited to those
24	matters and those areas of the evidence which
25	engage your client's interests, as you have now

1	mentioned, set out in the section 13 notice you
2	mentioned.
3	MR. BELL: That is correct,
4	Mr. Commissioner.
5	However, I don't understand
6	the extent of my client's engagement from reading
7	that letter.
8	THE COMMISSIONER: Okay.
9	Go ahead.
10	That is a different issue,
11	it seems to me, than the one you were just
12	speaking to.
13	MR. BELL: That letter contains
14	four allegations, one of which has three or four
15	subsets, and they are all in very general terms.
16	Therefore, it is very difficult for me to suggest
17	to you that I can limit myself to those matters
18	when, quite frankly, I'm not certain as to what
19	those matters are from reading the notice.
20	So I need to prod, I need to ask
21	questions, I need to develop some themes, and that
22	is very difficult if the National Security
23	Confidentiality is not lifted, as Mr. Boxall
24	pleads, at this stage, so that we can all know
25	THE COMMISSIONER: Well, the

THE COMMISSIONER: Well, the

1	alternative to the situation you raise and I'm
2	not saying it is necessarily the way to go is
3	for you, having got the section 13 notice when you
4	did, if you deem it necessary once you inform
5	yourself, to ask to have Inspector Cabana
6	recalled. He can be recalled if it is going to
7	deal with if it requires it with national
8	security information. If you have to do that,
9	then he would be recalled in camera, so that you
10	have an opportunity, as acting for someone who
11	received a section 13 notice, to fully answer the
12	allegations that are made against your client.
13	That is your recourse.
14	It would seem to me, though, if
15	the points you need to make involve listening to
16	NSC evidence, the solution isn't to lift the NSC
17	claims in public, if they are otherwise valid, it
18	is to simply give you the opportunity to respond
19	in camera.
20	You will be, I can assure you,
21	provided with procedural fairness your client
22	will be, whatever form that needs to take.
23	MR. BELL: I understand that
24	fully, Mr. Commissioner.
25	The problem is that the

1	opportunity to present evidence or call evidence
2	in camera does not change the headline the next
3	day after the testimony is given.
4	THE COMMISSIONER: But wouldn't
5	your interest, in terms of the headline and the
6	testimony first of all, your client's name is
7	not disclosed.
8	MR. BELL: To this point.
9	THE COMMISSIONER: To this point.
10	Second, what if the evidence in
11	public didn't deal with your client? Would you,
12	as your client's counsel, say, "Well, that is not
13	good enough." First of all, you are complaining
14	on one hand that it may be adverse publicity, and
15	then you get up and start cross-examining about
16	your client. That to me doesn't make sense.
17	MR. BELL: That would not be
18	happening, not in the public forum.
19	THE COMMISSIONER: No, but what
20	I'm saying is, in the public forum, to
21	cross-examine, the concern that you are raising
22	would seem to me to only arise if there was
23	evidence in the public forum which was adverse to
24	your client's interest that you considered needed
25	cross-examination in the public forum.

1	MR. BELL: Well, with respect,
2	Mr. Chairman, the allegations made against my
3	client must be responded to by my client, whether
4	it be in camera or in public.
5	THE COMMISSIONER: I understand.
6	MR. BELL: The extent to
7	which Mr. Cabana will testify to some of
8	those allegations in his direct, which I expect
9	he will
10	THE COMMISSIONER: Right.
11	MR. BELL: based upon the line
12	of questioning I have seen so far I expect he
13	will, and that is from where this argument arises.
14	THE COMMISSIONER: What I suggest
15	we do, Mr. Bell, is, first of all let's see if a
16	problem develops. If it does, when it is your
17	turn to cross-examine, if your client's interest
18	has been engaged by the evidence, you ask your
19	questions. If they are questions that can't be
20	answered in public, then we will deal with it at
21	that time.
22	But you will be given an
23	opportunity, if it is warranted and I emphasize
24	that part of it in order to fairly answer any
25	allegations against your client, to participate in

1	an in-camera hearing, if necessary.
2	MR. BELL: Mr. Chairman, if I
3	might just address that in camera aspect of
4	this whole public inquiry, because you put the
5	question to Mr. Boxall, and the question was: Do
6	you suggest that we should lift all National
7	Security Confidentiality claims? That was the
8	question. Mr. Boxall suggested, no, that would
9	not be appropriate.
10	I am not so certain that would not
11	be appropriate in this case. The reason I say
12	that is the Inquiries Act provides for two sorts
13	of inquiries: Departmental inquiries and public
14	inquiries. The government has chosen to institute
15	a public inquiry. With respect, the government
16	had to know when it did that that there would be
17	matters of national security and international
18	cooperation raised.
19	In their terms of reference the
20	Governor in Council has clearly given you the
21	mandate to hold in-camera sessions. I question
22	whether the Governor in Council has the right to
23	do that, given the fairly clear language of the
24	Inquiries Act.
25	THE COMMISSIONER: Have you read

THE COMMISSIONER: Have you read

1	my ruling of April 7th on summaries?
2	MR. BELL: I did.
3	THE COMMISSIONER: Without
4	commenting on what you have just said, what I have
5	decided for practical purposes, and to deal with
6	this inquiry in an efficient way, so that this
7	inquiry actually gets completed within a course
8	of, say, two years from when it began, not five
9	years from when it began, I decided for those
LO	reasons in that ruling that I would rule on
L1	questions of National Security Confidentiality in
L2	the context of a report it needs to be an
L3	interim report
L4	MR. BELL: Yes.
L5	THE COMMISSIONER: rather than
L6	on the basis of summaries or on the basis of
L7	questions-as-we-go, it being my assessment that if
L8	I were to do the latter, that given what had
L9	happened so far in this inquiry
20	MR. BELL: Yes?
21	THE COMMISSIONER: that we
22	would be here litigating issues of national
23	security for years.
24	I simply think that my
25	responsibility as Commissioner is such that I

would like to, I think as everybody knows, have
had as much information as possible made public as
soon as possible.
That didn't work out. So that in
my judgment the effective way of dealing with the
issue you are now raising is to deal with that in
the context of an interim report.
I don't know what the
government's reaction will be when I give them
that report and give them my views on what should
be made public. Hopefully they will agree and
that will be the end of it.
If they don't, and if there are
disputes that arise, the position you are now
taking is something that would certainly be open
to you and it would be interesting to hear that
argument coming from a client such as yours.
MR. BELL: Thank you, sir.
THE COMMISSIONER: Okay. Thank
you, Mr. Bell.
Who is next? I think in the order
of things, Ms Edwardh, Mr. Fothergill,
Mr. Cameron, in that order.
SUBMISSIONS

25

MS EDWARDH: Thank you,

1	Mr. Commissioner.
2	It won't surprise you that while
3	as a matter of principle it is obvious that
4	Mr. Arar has fought for both a public inquiry and
5	also to ensure that as much information goes into
6	the public domain as possible.
7	I harken back to the April 7th
8	ruling that you made, and obviously do not have to
9	read it to you, but it does make a very powerful
10	observation that you have just reiterated, that
11	the conclusion to not produce summaries in order
12	to avoid lengthy, prolonged litigation with the
13	government, allows us to proceed.
14	Having struggled with the issue of
15	an isolated ruling on the CSIS summary, I ask you
16	on behalf of Mr. Arar to not let this get
17	derailed. Because, quite frankly, we believe that
18	should you involve yourself in a ruling and it
19	is unclear what my friend is asking for. Is it
20	just NSC with respect to Mr. Cabana or is it with
21	the whole RCMP investigation? I mean, to
22	entertain that ruling now will mean that we stop,
23	and when the Supreme Court of Canada is finished
24	in two or three years we may or may not resume.
25	So I, for one, have been quite

heartened by the responsibility that all counsel have exercised around NSC issues. The witnesses have felt free from time to time to make the objection. Counsel have responded to that, with your guidance, and I think we have heard a great deal of information in camera without an unduly interrupted proceeding. So I have some confidence in all

So I have some confidence in all of our abilities to continue going. Yes, there may be questions that cannot be answered, and counsel have quite appropriately responded and moved on, and you have made a note of those areas.

So I invite you -- I guess the only thing that Mr. Arar's counsel would really want to end with is, if you don't make a ruling, and I don't invite you to do that, is to turn to the government. If there is a need for more openness, then the government is behind the driver's wheel. They can always say, in respect of this area: The public interest in having this matter disclosed certainly is overwhelming and we accede to the suggestion that this information go into the public domain.

If the government wants to do that, we are more than supportive of that process,

1	but that would be the only alternative that I
2	think we would urge upon you to invite the
3	government to consider.
4	THE COMMISSIONER: Thank you,
5	Ms Edwardh. I appreciate that. That, you can
6	tell from my question, echoes certainly my
7	earlier rulings.
8	The only comment I would make on
9	your last observation is, I would want the
10	government, if it was agreeing to lift NSC claims,
11	to do so and I don't suggest they wouldn't
12	in a balanced way. So that if an NSC claim is to
13	be lifted it presents the accurate picture with
14	respect to that matter and not one that would tend
15	to not that people have sides in this but
16	would tend to favour one position or another.
17	MS EDWARDH: I think that, at a
18	minimum, is appropriate, Mr. Commissioner.
19	We certainly have seen in the last
20	few weeks the importance of the release of
21	Mr. Pardy's memo of May 5th. It has added a
22	significant or June 5th. It has added a
23	significant dimension to what is in the public
24	domain. It is heartening to realize that the
25	government can, when it sees fit, make a decision,

1	that in the public interest certain things can
2	come forward.
3	So obviously elementary
4	fairness is an important factor, but we would
5	ask the government to kind of reconsider this
6	RCMP section and do their very best to make as
7	much of it or put as much of it in the public
8	domain as possible.
9	THE COMMISSIONER: Thank you very
10	much, Ms Edwardh.
11	Mr. Fothergill? Good morning.
12	SUBMISSIONS
13	MR. FOTHERGILL: Good morning.
14	Commissioner, in light of some of
15	the comments that have been made I think it might
16	be important for me to restate some of the aspects
17	of the terms of reference and reiterate how the
18	government approaches NSC.
19	THE COMMISSIONER: Sure.
20	MR. FOTHERGILL: In my submission,
21	the tension that is being referred to today is
22	something that has always been with us in this
23	inquiry and, indeed, I would say it is built right
24	into your terms of reference, because there is an
25	explicit requirement in your terms of reference

1	that you, as Commissioner, take all steps
2	necessary to prevent the disclosure of information
3	that would be injurious to national security,
4	international relations, or that would harm an
5	ongoing criminal investigation.
6	So while there is a tendency in
7	the inquiry to refer to government claims, and
8	while reasonable people may disagree about the
9	government's assessment of what is injurious,
10	ultimately the responsibility, with the greatest
11	of respect, lies with you. We, together with
12	other participants, will provide you with
13	information and our position, but ultimately it is
14	for you to rule whether the information would in
15	fact be injurious.
16	THE COMMISSIONER: Subject, of
17	course, then to the government going to court and
18	ending in the delays to which Ms Edwardh and I
19	referred to.
20	MR. FOTHERGILL: Obviously. And I
21	don't dispute that.
22	THE COMMISSIONER: Right. So that
23	the word "ultimately" may be somewhat misplaced.
24	MR. FOTHERGILL: What I want to
25	make clear is that when we speak of National

1	Security Confidentiality and others have
2	alluded to this we are speaking about an issue
3	that transcends the individual interests at play
4	in this inquiry.
5	So that is why, although some
6	people find it ironic that a member of the RCMP
7	would be asking the government to be more open and
8	the government would resist, I would say in
9	response that it really doesn't matter who is
10	asking. It doesn't matter whether it is
11	Commission counsel, or Mr. Atkey, or counsel for
12	Mr. Arar or counsel for an individual public
13	servant who feels that he or she may be in
14	jeopardy, the answer is always the same. The
15	reason the answer is always the same is because
16	the injury to these important interests transcends
17	all partisan interests in this inquiry.
18	So there is, in fact, no irony.
19	It is consistent with the nature of National
20	Security Confidentiality. I align myself with
21	Ms Edwardh's remarks that it is a shared
22	responsibility and the best way to deal with it is
23	the way that generally we have dealt with it,
24	which means that if a witness feels reluctant to
25	answer, that is listened to carefully and counsel

1	conduct themselves accordingly, as do you.
2	So I do think it is important to
3	understand the interests that we are dealing with.
4	Now let me turn to the individual
5	request here.
6	You have already made the point
7	that Superintendent Cabana has given his complete
8	testimony in camera. I think that is an important
9	consideration. I also think that it is important,
10	from Mr. Bell's perspective, to reinforce the
11	point that he also has the option of participating
12	in the in-camera proceedings by virtue of his
13	security clearance. So to the extent that he
14	feels it necessary to engage with national
15	security information in defence of his client, he
16	can do so. There is a mechanism for doing that.
17	It is a challenge to determine
18	how we deal with the evidence in camera and
19	publicly, and you have issued, if I may say so,
20	some very deft rulings on the subject and it
21	continues to be a challenge as we move forward.
22	But I think there is a way to deal
23	with it, and the way to deal with is the one that
24	you alluded to: If it is necessary for newly
25	retained counsel to challenge evidence in secret,

1	they can do so. There is a mechanism.
2	Having said all of that, I want to
3	make it clear that if you feel it is advantageous
4	to resolve NSC issues at this stage, we are quite
5	prepared to do that, but I want to leave people
6	with no illusions about what that entails.
7	You have said in your recent
8	ruling on procedural matters that you will not
9	rule on NSC matters in a public hearing. From the
10	government's perspective, that is very important.
11	These are not rulings that can be entertained
12	lightly.
13	Because of the importance of some
14	of the issues I have referred to, before you were
15	to reach a ruling that either a claim was not
16	valid or, what I think is possibly more likely,
17	despite the claim being valid you feel that there
18	is an overriding public interest, we would want
19	the opportunity to lead evidence, likely in
20	camera, in defence of the claim that we have made,
21	and we would likely want the opportunity, again in
22	camera, to make submissions, and your counsel, in
23	particular Mr. Atkey and Mr. Cameron, might want
24	to do the same.

It could be a very lengthy

25

1	process. Not because I think anybody is being
2	particularly difficult but because it is actually
3	a difficult subject and the interests at stake are
4	very important for all Canadians, because we are
5	talking about preserving the integrity of ongoing
6	criminal investigations, which have, as their
7	purpose, the protection of the Canadian public.
8	We have an issue, the protection of relationships
9	with our intelligence allies.
10	So again, it is important to all
11	Canadians. These are not things that we
12	jeopardize in a haphazard way. It will be a
13	serious process if we engage in it.
14	You also referred to the prospect
15	of further litigation. We can't rule that out.
16	Your terms of reference allow you
17	to disagree with the government about its claims
18	of National Security Confidentiality on the
19	merits, in which case you have the power to order
20	disclosure. If, however, you agree with us that
21	disclosure will be harmful, under your terms of
22	reference the most you can do is notify the
23	government of that opinion. That opinion carries
24	weight, but you do not, in fact, have the power to
25	order disclosure of information that you believe

1	would actually be harmful.
2	An opinion, notification of your
3	views, engages the section 38 process. The
4	Attorney General must then decide whether to
5	authorize disclosure or have the matter resolved
6	in a Federal Court. Again, it is a potentially
7	complicated process.
8	So I just think in the spirit of
9	fairness I need to say that. We are prepared to
10	engage in that process at any time, but I am under
11	no illusion that it would be resolved by Wednesday
12	of next week, which is when
13	THE COMMISSIONER: Or Wednesday in
14	the middle of September.
15	MR. FOTHERGILL: That is another
16	possibility.
17	The other thing that I think in
18	the spirit of fairness I need to be absolutely
19	candid about is, it is not for me to prejudge your
20	recommendation and it is not for me to prejudge
21	the Attorney General's response, but I anticipate
22	that the government will fight strenuously to
23	protect against the disclosure of information that
24	would harm an ongoing criminal investigation, and
25	would also fight strenuously to prevent disclosure

1	of information that would jeopardize our relations
2	with our intelligence allies, just from all we
3	have seen in this proceeding and from the way the
4	government generally approaches these views.
5	THE COMMISSIONER: Nothing I have
6	said I don't minimize those interests at all.
7	I think quite on the contrary, if one actually
8	reads the one ruling I have made on NSC one would
9	see that I am very alive to the need to protect
10	the national security interests.
11	So that when you start out making
12	the point that it doesn't matter who is asking me
13	to lift it, ultimately the responsibility is to
14	look at the claim and to form an opinion. I have
15	no question about that.
16	My responsibility here is a very
17	serious one, and I take it very seriously, that I
18	must protect the national security interests,
19	those that I think are proper, and I will do so on
20	the basis of evidence and of arguments, and do it
21	on the basis of the submissions that are made to
22	me. I will consider them very carefully.
23	So I don't in any way minimize
24	that responsibility.

I also agree with you, and I $\,$

1	appreciate the candour, Mr. Fothergill, that I
2	mean, it really is reiterating the point I made in
3	the April 7th ruling, that if I was to embark upor
4	ruling on national security claims at this stage,
5	even if it was just with respect to one, two, or
6	three pieces of evidence, it would involve a great
7	deal of time, if there was a dispute.
8	That is simply the nature of it.
9	That is why I am repeating now I decided to
10	collect, if there are going to be disputes, to let
11	them be resolved in the context of a report rather
12	than on a question-by-question basis or
13	summary-by-summary basis.
14	MR. FOTHERGILL: I wonder, then,
15	if we can look at some alternate ways of
16	proceeding?
17	As I said, we are pleased to
18	participate in an NSC process, if that is your
19	decision, but I think in the interests of
20	efficiency we should look at what some of the
21	alternatives are.
22	I think the most obvious
23	alternative, and one that I think has also been
24	alluded to, is a careful implementation of the
25	ruling that you made on May 12th concerning the

1	RCMP testimony. I think it is worth perhaps
2	referring in particular to a statement you made on
3	page 10 of that ruling.
4	This is where you have already
5	noted that the problem is more likely to arise in
6	cross-examination than examination-in-chief
7	because Commission counsel obviously are under the
8	same responsibilities as anybody else to prevent
9	the disclosure of injurious information.
10	You state in the first paragraph
11	on page 10:
12	"The witnesses will not be
13	able to answer some questions
14	if those questions are
15	directed towards the
16	propriety of certain actions
17	or the reasons why certain
18	decisions were taken. If the
19	answers to those questions
20	require reference to
21	information of which the
22	government claims NSC, it
23	would be unfair to require
24	witnesses to answer the
25	questions if they are unable

1	to give a complete answer or
2	in some cases the context
3	within which an action or
4	decision was taken."
5	In my submission, that is a very,
6	very important principle that you enunciate there.
7	If we carefully implement that we should be able
8	to adduce the evidence of RCMP witnesses in a way
9	that still respects their right to be treated
10	fairly in these proceedings.
11	I can tell you what we, as the
12	government, have done to try to facilitate that
13	process. I have provided yesterday to
14	Mr. Cavalluzzo a summary of what we anticipate
15	Superintendent Cabana may want to say in relation
16	to different subject areas.
17	I should explain that the subject
18	areas were identified by Mr. Cavalluzzo in terms
19	of very broad outline of what the public
20	examination of Superintendent Cabana might entail.
21	In response to that, we have summarized the things
22	that Superintendent Cabana might wish to say in
23	respect of each of the subject areas based on what
24	he said in camera.

This is, of course, a classified

1	document which is why it is not generally
2	available. But we then divided that expected
3	testimony into two categories: Either testimony
4	in respect of which there is no NSC claim or,
5	alternatively, subject matters in which we
6	anticipate there will be an NSC objection.
7	So that is available to
8	Mr. Cavalluzzo and any security-cleared counsel
9	who wishes to inspect it, and of course it is also
10	available to Mr. Atkey and Mr. Cameron.
11	So we want to be as upfront as
12	possible with your counsel, and with the amicus
13	and with counsel for individual police officers
14	about where we think the line will be drawn. That
15	should enable your counsel to present the evidence
16	accordingly or, alternatively, to ask us to
17	reconsider some of these claims. The invitation
18	is also open to Mr. Atkey, Mr. Cameron, any
19	other counsel.
20	We have done our best not to
21	overextend our reach in matters of National
22	Security Confidentiality, and where it is in issue
23	we are trying to be very transparent with your
24	counsel and with the amicus about where we think
25	our objections lie. So if they wish to ask us to

1	reconsider, we will do so, but of course
2	THE COMMISSIONER: It would be
3	important as part of that that the matters over
4	which NSC are claimed do not result in an
5	inaccurate picture for those for which there is
6	not claims. Just thinking about other examples,
7	having seen what you are talking to, that there
8	not be any and I don't mean this in a negative
9	way selective claiming so that part of the
10	picture comes out but the part that is arguably
11	not favourable to someone or some institution not
12	be disclosed.
13	MR. FOTHERGILL: Well, if I may
14	say so, that is another value of the exercise that
15	we are presently engaged in. Nobody is going to
16	be surprised. And if Commission counsel believes
17	that there is selective redaction or selective
18	objection, they are certainly at liberty to
19	challenge us on it.
20	THE COMMISSIONER: But your
21	selection, as I understand what you are saying
22	in any event, is on the basis of NSC, not on
23	the basis
24	MR. FOTHERGILL: Wholly.
25	THE COMMISSIONER: of other

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1	parties' interests.
2	MR. FOTHERGILL: Absolutely. This
3	is purely an NSC exercise.
4	THE COMMISSIONER: I understand.
5	MR. FOTHERGILL: It actually works
6	against us frequently. I don't know if I'm at
7	liberty to say that and I don't want to cast
8	aspersions on anybody.
9	But when I say the answer is the
10	same to everybody, that includes us.
11	THE COMMISSIONER: Right, okay.
12	MR. FOTHERGILL: There are things
13	that no doubt the government would like to make
14	public and cannot because of this overriding
15	public interest.
16	But as I have said, we have
17	explained to Commission counsel our approach, we
18	have identified what we think can be said publicly
19	and what cannot, if Commission counsel or the
20	amicus feels that we are being in any way less
21	than even-handed in that approach, they can
22	certainly tell us, and I have every expectation
23	that they would in no uncertain terms, because
24	that is not our approach.
25	It is a bright line and it tends

1	to revolve around information that, in our view,
2	would jeopardize an ongoing criminal
3	investigation, and most especially and I think
4	this is probably where the hardest decisions are
5	made information we received in confidence from
6	foreign States which we do not feel at liberty to
7	disclose.
8	And that cuts both ways. It is
9	frustrating for Mr. Arar, it is frustrating for
10	individual public servants, and it is even
11	frustrating for us, but that is the nature of this
12	inquiry and that is the nature of the
13	responsibility that we have to deal with.
14	I think that is really all I
15	have to say.
16	Just to reiterate, we will
17	cooperate with an NSC process if that is what you
18	want but, equally, we are ready to assist
19	Commission counsel, the amicus and other
20	security-cleared counsel, to examine where we
21	think the NSC issues will arise and to present the
22	RCMP evidence fairly in that context.
23	If I can just end with an
24	observation about your concern about the effect of
25	objections creating an unfair picture for any

1	party and I think if that were to occur it
2	would be unintentional I think that is
3	something that all counsel, in particular
4	Commission counsel, need to look at carefully,
5	because it may be that in certain instances,
6	despite the fact that there is no NSC claim, the
7	disclosure out of context would cast unfair
8	aspersions on any individual, possibly a public
9	servant, possibly Mr. Arar.
10	The government would not be
11	opposed to a submission by Commission counsel not
12	to make that public, although I appreciate that
13	Mr. Arar's counsel is advocating for maximum
14	disclosure.
15	But I think the fairness
16	considerations to all parties, both Mr. Arar and
17	public servants, also has to be part of this
18	analysis, and I think that we can look to
19	Commission counsel to take the lead on that as we
20	prepare for Superintendent Cabana's testimony.
21	THE COMMISSIONER: Okay. Thank
22	you, Mr. Fothergill.
23	Mr. Cameron?
24	SUBMISSIONS
25	MR. CAMERON: Thank you,

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1	Mr. Commissioner. Mr. Atkey and I have relatively
2	little to add.
3	I will begin, though, by picking
4	up on the point to which Mr. Fothergill just made
5	reference, because I did review yesterday the
6	document that was prepared with the
7	can-say/can't-say division of the evidence of
8	Mr. Cabana based on his ex parte evidence, and it
9	I think is a very helpful document and can be the
10	starting point for a very useful exchange between
11	the government, Commission counsel, and the
12	amicus.
13	I will say this from my review of
14	it, that it does appear to result, I think
15	explicably by the types of National Security
16	Claims being made, that is not for ulterior
17	motives, but it does result in incomplete
18	disclosure that sometimes leaves an unfair
19	impression and we are just going to have to work
20	our way through that.
21	We also agree that some of what is
22	in what the government has classified as can't-say
23	evidence that Inspector Cabana might give based or
24	his ex parte evidence, it does raise a legitimate
25	National Security Confidentiality concern in the

1	view of Mr. Atkey and I, and we haven't concluded
2	that the public interest outweighs that
3	confidentiality concern.
4	So we believe that the process
5	suggested by Mr. Boxall would, in fact, to use
6	Ms Edwardh's word, derail the proceeding, because
7	it would lead us inevitably into a debate, an
8	invocation of section 38 of the Evidence Act, and
9	a trip to Federal Court that would encounter
10	exactly the problem you have avoided by the
11	approach you have taken on National Security
12	Confidentiality issues to date.
13	I just conclude by observing one
14	thing that is, to some extent, encouraging to the
15	amicus, which is that a person of Inspector
16	Cabana's great experience and indepth knowledge of
17	the matters in this proceeding, believes, to use
18	Mr. Boxall's words, that a National Security
19	Confidentiality review by you at this time would
20	open up disclosure, that is that he believes that
21	your addressing your mind to National Security
22	Confidentiality issues would in fact increase the
23	amount of information that would be disclosed.
24	I think coming from a person of
25	his experience that is an important indication

1	that to date perhaps too much has been put under
2	the mantle of National Security Confidentiality.
3	Finally, with respect to the
4	comment that Mr. Fothergill made about this being
5	ultimately your responsibility, I would simply, I
6	think, echo the point you made in response to
7	that, but perhaps with a little more
8	particularity, that is, at the initial stage the
9	Attorney General can waive concerns invoked by a
10	witness with respect to National Security
11	Confidentiality and allow the witness to speak to
12	the issue, and then, subsequently, if you rule on
13	a disputed point of National Security
14	Confidentiality, the government cannot challenge
15	your ruling.
16	So that in fact at the initial
17	stage they can avoid a problem, and at the
18	ultimate stage they can avoid a debate.
19	So, though you do have the obvious
20	role imposed on you by your terms of reference,
21	the government can both avoid a debate about the
22	issue in the first place and avoid litigation
23	about the issue in the second place, depending on
24	their view of National Security Confidentiality.
25	Thank you.

1	THE COMMISSIONER: Thank you,
2	Mr. Cameron. That is very helpful.
3	I understand from what you say
4	that in any discussions that ensue between now and
5	Mr. Cabana testifying, and indeed during
6	Mr. Cabana's testimony, either you or Mr. Atkey
7	will be available to assist the Commission?
8	MR. CAMERON: Yes, indeed. And I
9	will take up Mr. Fothergill's invitation to talk
LO	through the document that has been created with
L1	respect to the will-say and can't-say to see if we
L2	can come up with a picture of the evidence that
L3	avoids unfair selective disclosure.
L4	THE COMMISSIONER: Thank you
L5	very much.
L6	Mr. Cavalluzzo, do you have
L7	anything to add?
L8	SUBMISSIONS
L9	MR. CAVALLUZZO: Yes, I do,
20	Commissioner.
21	Just in response to some comments
22	made by Mr. Fothergill in respect of the role of
23	Commission counsel, Commission counsel is
24	obviously in a very challenging position at the
25	present time because every lawver in this room

1	other than Mr. Arar's counsel, will have access to
2	this will-say/won't-say statement which was
3	delivered to Commission counsel and amicus
4	yesterday afternoon.
5	Obviously Mr. Arar's counsel
6	at this present time are not security-cleared. As
7	a result of that, they do not have access.
8	Indeed, even if they did have security clearance
9	they wouldn't have access to this document in any
10	event because of investigation concerns and so on
11	and so forth.
12	So Commission counsel is very
13	sensitive to the fact that Mr. Arar's counsel
14	will be the only lawyers that will not see
15	this document.
16	Commission counsel, at the same
17	time, is also very sensitive to your May 12th
18	ruling, which gives clear direction as to how the
19	evidence should be elicited, and that is in a
20	manner which should not call the witness to be
21	called upon to give a response which may rely upon
22	in-camera information. So that we are very, very
23	sensitive to that.
24	What we have attempted to do to

facilitate the evidence of Mr. Cabana and the

1	other RCMP witnesses, is that we have given the
2	parties already a detailed RCMP chronology of
3	public information and events. Today we are going
4	to be sending a further RCMP chronology which
5	incorporates all the recently redacted documents
6	which the government have given to us in the last
7	couple of weeks, so that counsel, including
8	Mr. Arar's counsel, will have an extensive public
9	chronology of maybe 60 pages which basically says:
10	This is on the public record as far as the RCMP is
11	concerned.
12	At the same time, we will be
13	sending to counsel a statement of general themes
14	and areas and events that Mr. Cabana will testify
15	to, and hopefully I will be meeting Mr. Fothergill
16	shortly after this motion. Hopefully, through the
17	cooperation of all counsel, we will be able to
18	agree upon a more detailed examination-in-chief of
19	Mr. Cabana so that we can share that with
20	Mr. Arar's counsel, who will have the opportunity
21	to prepare properly for his cross-examination, and
22	I look forward to the cooperation of other counsel
23	in that regard.
24	Thank you.

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THE COMMISSIONER: Thank you,

1	Mr. Cavalluzzo.
2	Mr. Boxall, do you have anything
3	by way of reply argument?
4	MR. BOXALL: Just a couple of
5	points, if I may.
6	THE COMMISSIONER: Yes, please.
7	REPLY
8	MR. BOXALL: Just picking up your
9	comments, Mr. Commissioner, when Ms Edwardh was
10	speaking and you were indicating that if the
11	government was to lift anything you would want it
12	to be done in a balanced way.
13	One of the concerns that we have
14	when Commission counsel talks about what is in the
15	public record is what has ended up in the public
16	record was not determined by a judicial officer
17	sitting down and attempting to put things into the
18	public record in a balanced way, so what is
19	already out in the public record is by no means
20	balanced or determined to be fair. Sometimes it
21	is by coincidence, sometimes it is by all kinds of
22	circumstances.
23	So that is one of the difficulties
24	in just saying the evidence will be just about the
25	nublic record. The nublic record may not be

1	balanced or fair to begin with.
2	THE COMMISSIONER: I didn't
3	take Mr. Cavalluzzo to say that everything in the
4	public record will go in by way of evidence. I
5	took him to be saying that the 60-page public
6	record forms the starting point, or is one of
7	the bases upon which the examination-in-chief will
8	be drawn.
9	But I take your point.
10	MR. BOXALL: Okay. Thank you.
11	Then with respect to Mr. Cameron's
12	points that he had reviewed the document, the
13	can-say/can't-say. In fact, when this motion was
14	scheduled neither Mr. Bayne nor I had seen that
15	document. So that document, I do agree, is
16	certainly helpful
17	THE COMMISSIONER: Have you seen
18	it now?
19	MR. BOXALL: I have seen it, and
20	immediately upon seeing it we attempted to arrange
21	and we have arranged an appointment with
22	Mr. Cavalluzzo, because the document is helpful
23	for counsel to attempt to work with it.
24	I would just point out, as
25	Mr. Cameron has, that the document does appear to

1	result in incomplete disclosure and potential
2	unfairness in certain areas. So it is going to be
3	quite a challenge for counsel to sit down and try
4	and work that out, because that is exactly the
5	position we are taking, is that it does result or
6	could result in that.
7	Essentially, those are the
8	comments I wanted to make.
9	THE COMMISSIONER: Thank you,
10	Mr. Boxall.
11	RULING
12	THE COMMISSIONER: I am not
13	prepared to accede to the request to make NSC
14	rulings at this time.
15	I have set out the procedure that
16	I think this Commission should follow in my
17	rulings of April 7th and May 12th. I see no
18	reason to depart from the course that I set in
19	those rulings.
20	I do think that if I were to
21	embark upon a process by which I would rule on NSC
22	at this time that this Commission would be delayed
23	significantly in terms of when we could hear this
24	evidence and when I could get to preparing the
25	interim report.

1	So I understand the concerns
2	that underlie the request that Mr. Boxall has
3	brought forth on behalf of Inspector Cabana. As
4	I indicated in my ruling on May 12th, I will
5	attempt to be fair in ensuring that the
6	examinations of Inspector Cabana are conducted in
7	a way that brings out the evidence in an
8	even-handed and fair way.
9	Okay. Should we rise now?
10	MR. CAVALLUZZO: Yes. I
11	understand Mr. Edelson is being called and he will
12	be called at 10 o'clock.
13	THE COMMISSIONER: Okay. We will
14	rise until 10 o'clock.
15	THE REGISTRAR: Please stand.
16	Upon recessing at 9:28 a.m. /
17	Suspension à 9 h 28
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22	
23	Lynda Johansson
24	Lynda Johansson,
25	C.S.R., R.P.R.

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