

TABLE OF CONTENTS

(iii) Ambiguity ..... 27A-68

(c) Where Decision Not Yet Made, Is a Nullity, Or An Issue

Remains Outstanding ..... 27A-70

(i) Reconsidering Before Final Decision Made ..... 27A-70

(ii) Reserving Jurisdiction ..... 27A-78

(iii) Compliance With Procedural and Form Requirements ..... 27A-82

(iv) No Jurisdiction to Make Order ..... 27A-86

(v) Failure to Comply With Natural Justice or Fairness ..... 27A-97

(vi) Failure to Dispose of Issue ..... 27A-98

(vii) Who Determines Integrity of Original Order ..... 27A-100

(d) Fraud and Other Circumstances Undermining Integrity ..... 27A-102

(i) Fraud ..... 27A-102

(ii) Other Circumstances Undermining the Integrity of the  
Process ..... 27A-108

27A.5 Agency Reconsideration and Judicial Review ..... 27A-110

Chapter 27A Update ..... 27A Update-1

**CHAPTER 27B**  
**External Review of Agency Decisions:**  
**Petitions to Cabinet**

27B.1 Petitions To Cabinet ..... 27B-1

27B.2 The Legal Characteristics Of A Petition To Cabinet ..... 27B-2

27B.3 Provisions For Petitions ..... 27B-9

27B.4 Concerns Respecting Petitions To Cabinet ..... 27B-13

27B.5 Form ..... 27B-16

27B.6 Parties To Petition Proceedings ..... 27B-17

**CHAPTER 27C**  
**External Review of Agency Decisions:**  
**Appeals to Court**

27C.1 Existence Of Right To Appeal To A Court ..... 27C-1

27C.2 What Can Be Achieved By Appealing A Decision ..... 27C-4

(a) Securing Delay By Appealing A Decision (Stays) ..... 27C-4

(i) Where To Look To Determine If Appeal Stays Decision ..... 27C-5

(ii) Effect Of Stay ..... 27C-8

(iii) Test For Stay ..... 27C-8

(b) Securing Redress Through Appeal (Standard of Review) ..... 27C-9

(i) Application of *Dunsmuir* Standard Of Review Approach To  
Statutory Appeals ..... 27C-10

(ii) *Dunsmuir* Standard Of Review ..... 27C-14

27C.3 The Extent Of A Right To Appeal ..... 27C-17

27C.4 Seeking Appeal Before Agency Proceedings Are Completed ..... 27C-19

(a) Prematurity ..... 27C-19

(b) Appeal Of Interim and Final Decisions ..... 27C-20

## ADMINISTRATIVE TRIBUNALS

27C.5	Who Can Appeal .....	27C-21
	(a) Entities Which Are Directly Affected.....	27C-21
	(b) Ability Of Agency To Appeal Or Participate On Appeal .....	27C-23
27C.5A	Interventions .....	27C-29
27C.6	Leave To Appeal .....	27C-29
27C.7	Timing and Time Limits .....	27C-35
	(a) Appeal Should Be Brought Respecting Decision Which First Embodies Decision Sought To Be Appealed.....	27C-35
	(b) Mandatory or Directory Time Limit To Appeal Decision.....	27C-37
	(c) When Does A Time Limit To Appeal Begin To Run .....	27C-38
	(d) Authority To Extend Time Limits To Bring Appeal .....	27C-40
	(i) Existence of Authority To Extend Time Limits To Appeal... ..	27C-40
	(ii) Test Respecting Extension of Time To Appeal.....	27C-43
27C.8	Raising New Issues Or Admitting New Evidence on Appeal.....	27C-45
	(a) Raising New Issues on Appeal .....	27C-45
	(b) Admitting New Evidence On Appeal.....	27C-50
27C.9	Nature of Appeal: <i>De Novo</i> or Traditional “On the Record” .....	27C-56
27C.10	Appellate Review of Discretion .....	27C-64
27C.11	Burden Of Proof On Appeal .....	27C-69
	Chapter 27C Update .....	27C Update-1

## CHAPTER 28

### External Review of Agency Decisions: Judicial Review

28.1	Nature, Source and Purpose of Judicial Review.....	28-1
28.2	Ability Of State To Bar, Limit Or Stream Judicial Review.....	28-8.1
	(a) Ability Of State To Limit But Not Completely Bar Judicial Review .....	28-8.1
	(b) Ability Of State To Stream or Designate Review Process .....	28-12
28.3	Matters Susceptible To Judicial Review.....	28-15
	(a) Judicial Review Is Available Only Respecting State Action .....	28-16
	(b) Judicial Review Concerned Only With State Action Of A Public Nature .....	28-17
	(c) Judicial Review Only Concerned With Questions Which Are Justiciable .....	28-24
	(i) Decisions Which The Courts Are Precluded From Interfering With Out Of Respect For Constitutional Roles Assigned To Them And The Executive .....	28-26
	(ii) Decisions Which Are Purely Political In Nature .....	28-31
	(iii) Statutory Provisions Which Are Intended To Be Enforced Through The Legislature Rather Than The Courts.....	28-37
	(iv) The Purely Internal Matters Of Religion Which Do Not Intrude Upon Civil Rights, Contract Or Property Rights .....	28-39

TABLE OF CONTENTS

(d) Matter Must Raise A Ground Of Review Recognized  
     By Administrative Law ..... 28-40

(e) Judicial Review Only Concerned With State Actions That  
     Have An Actual Impact..... 28-41

28.4 The Discretionary Nature Of Judicial Review ..... 28-43

(a) Court Has Discretion To Intervene Through Judicial Review..... 28-43

(b) Intervention Through Judicial Review Must Serve Some Purpose.... 28-45

(c) Raising An Issue For The First Time On Judicial Review..... 28-47

(d) Unreasonable Delay In Seeking Judicial Review..... 28-48

(e) Prematurity..... 28-51

    (i) Court Will Not Entertain Judicial Review Where  
         It Is Premature To Do So..... 28-51

    (ii) Reasons Underlying Prematurity Principle..... 28-58

    (iii) Adequate Alternative Remedy ..... 28-66

        (A) Judicial Reluctance To Intervene Through  
             Judicial Review Where An Alternative Route  
             Capable of Providing An  
             Adequate Remedy Exists ..... 28-67

        (B) Where An Express Statutory Process Exists To  
             Review Decision..... 28-68

        (C) Where Agency Proceedings Still Underway..... 28-72

        (D) Jurisdictional or Fairness Errors Are  
             No Exception To Prematurity..... 28-74.1

        (E) Alternative Route Of Review Must Be Adequate..... 28-76

    (iv) The Reasonableness Approach To Prematurity ..... 28-91

28.5 Judicial Review As A Precondition To Other Actions.....28-101

28.6 The Roots Of Judicial Review: The Prerogative Remedies.....28-118

28.7 Standard Of Review .....28-128

(a) What Is “Standard Of Review”.....28-128

(b) The Shifting Concept Of Standard Of Review .....28-129

    (i) Standard of Review Evolved Over Time.....28-129

    (ii) Reviewing Court Must Correctly Identify  
         Standard of Review .....28-130

(c) Why Is There A Shifting Concept Of  
     Standard Of Review .....28-133

(d) Privative Clauses .....28-139

(e) The Eras Leading Up To *Dunsmuir*.....28-143

    (i) The “Let Live” Period: 1900 - 1945 .....28-143

    (ii) The Interventionist Period .....28-144

    (iii) The Curial Deference Period.....28-147

    (iv) The Pragmatic and Functional Period.....28-151

        (A) Who is Best Suited to Decide?.....28-151

        (B) Formalization Of Three Standards Of Review .....28-153

        (C) Getting to the Correct Standard:  
             The Pragmatic and Functional Approach .....28-155

        (D) The Pragmatic And Functional Approach —  
             “The Emperor’s New Clothes” .....28-162

28.8 The *Dunsmuir* Era.....28-165

## ADMINISTRATIVE TRIBUNALS

	(a) Rejection Of The Pragmatic and Functional Standard of Review Analysis .....	28-166
	(b) <i>Dunsmuir</i> : Overview .....	28-168
28.9	<i>Dunsmuir</i> : The Two Standards Of Review Under <i>Dunsmuir</i> : Correctness and Reasonableness .....	28-172
	(a) <i>Dunsmuir</i> : What Is Meant By The Correctness Standard Of Review .....	28-173
	(b) What Is Meant By The Reasonableness Standard Of Review .....	28-174
	(c) Correctness or Reasonableness — The Importance of Context .....	28-180
	(d) What Falls Outside of Reasonableness .....	28-183
	(e) Examples Of Errors Leading To Finding Of Unreasonableness .....	28-185
	(i) Failing To Take Into Account A Relevant Consideration Or Criteria .....	28-185
	(ii) Failing To Determine An Essential Aspect Of The Case .....	28-186
	(iii) Failing To Take Into Account Relevant Facts .....	28-186
	(iv) Reaching Conclusions On An Insufficient, Incorrect, Or Irrelevant Evidentiary Basis .....	28-187
	(v) Misunderstanding Material Pieces Of Evidence .....	28-189
	(vi) Requiring An Undue Amount Of Evidence To Establish A Fact (I.E. Adopting An Incorrect Standard Of Proof) .....	28-190
	(vii) Failing to Properly Apply Principles Respecting Legislative Interpretation .....	28-190
	(viii) Interpreting Legislation In A Way That Would Enable It To Operate Beyond Its Intended Purposes .....	28-191
	(ix) Issuing An Unclear Order Or Order Which Is Impossible To Comply With Is Unreasonable .....	28-193
	(x) Misunderstanding Or Misapplication Of A Legal Principle .....	28-194
	(xi) Absence Of Any Comprehensible Reasons For Decision .....	28-195
	(f) Error Must Be Material To Make Decision Unreasonable .....	28-196
	(g) Reasoning As Well As Conclusion Must Be Reasonable .....	28-197
	(h) Consistency As An Element In Determination Whether Decision Is Reasonable .....	28-200
	(i) The Precedential Value Of A Finding Of Reasonableness .....	28-202.1
28.10	<i>Dunsmuir</i> : Determining The Appropriate Standard Of Review .....	28-202.9
	(a) Reviewing Court Must Still Be Correct In Its Determination of Appropriate Standard Of Review .....	28-202.9
	(b) Different Standards May Apply To Different Issues Within One Decision .....	28-202.9
	(c) Legislature Can Direct Appropriate Standard .....	28-202.10
	(d) Agreement Of The Parties .....	28-204
	(e) Desire For Consistency Does Not Change Reasonableness Into Correctness .....	28-206
	(f) <i>Dunsmuir</i> 's Two Steps To Determining Standard of Review .....	28-218
	(g) Step One: Earlier Jurisprudence .....	28-219
	(h) Step Two: Analysis Of Relevant Factors .....	28-225
	(i) Application Of <i>Dunsmuir</i> To Statutory Appeals .....	28-229
	(j) <i>Dunsmuir</i> And Other Forms Of Review .....	28-231

TABLE OF CONTENTS

(i) References To Court And Stated Cases .....28-231

(ii) Statutory Reviews .....28-232

(iii) Civil Suits For Damages .....28-233

28.11 Determining Deference On The Basis Of The Nature Of The Question..28-234

(a) Discretionary Decisions .....28-235

(i) Determination as to Existence or Extent of Discretion.....28-236

(ii) Identification/Application Of Legal Principles  
Respecting Discretion.....28-237

(iii) Merits Of The Discretionary Decision .....28-240

(b) Questions Of Fact .....28-244

(i) What Is A Question Of Fact .....28-244

(ii) Standard Of Review Respecting Questions Of Fact .....28-246

(c) Mixed Questions Of Fact And Law .....28-250

(i) What Is A Mixed Question Of Fact And Law.....28-250

(ii) Standard of Review Respecting Mixed Questions  
Of Fact And Law.....28-258

(d) Questions Of Natural Justice And Fairness.....28-259

(i) Fairness Questions Subject To Correctness Standard.....28-260

(ii) Should Fairness Questions Be Subject To  
Reasonableness Standard .....28-264

(iii) Statutory Procedure Requirements .....28-273

(e) Questions Of Law .....28-274

(i) Question of Law Generally (Including Agency’s  
Interpretation Of Its Own Or Related Legislation).....28-276

(ii) What Legislation Is Closely Connected To  
An Agency’s Functions .....28-286

(iii) Presumption Of Reasonableness Standard Can Be Rebutted ..28-288

(iv) Application Of Presumption Of Deference  
Re Questions Of Law To Agencies Other Than  
Formal Adjudicative Tribunals .....28-295

(v) Deference Re Questions Of Law Does Not Mean  
“Anything Goes” ..... 28-300.3

(vi) Deference To Agency’s Interpretation Of Own Statute  
When Offered In Argument.....28-301

(vii) Concerns Respecting Presumption Of Deference For Agency  
Interpretation Of Law.....28-302

(f) Constitutional Questions .....28-312

(i) Agency Determinations Of Constitutionality  
Respecting The Actions Of Others —  
Including Legislation .....28-314

(ii) Whether Agency Decisions Properly Reflect  
Charter Values .....28-318

(g) Questions Of True Jurisdiction .....28-329

(i) Standard Of Review Respecting  
True Jurisdictional Questions .....28-329

(ii) What Are Questions Of True Jurisdiction .....28-330

(iii) What Does The Judicial Review Concept Of  
True Jurisdiction Mean At The Agency Level.....28-348

## ADMINISTRATIVE TRIBUNALS

	(h) Questions Of Law Of Central Importance To The Legal System	
	As A Whole And Outside Of Agency’s Expertise.....	28-350
	(i) Standard Of Review Respecting Questions Of Law Of Central Importance To The Legal System	
	As A Whole .....	28-351
	(ii) What Is A Question Of Central Importance To The Legal System As A Whole?.....	28-351
	(iii) Cases Illustrating Questions Of Law Of Central Importance To The Legal System	
	As A Whole .....	28-364
	(iv) Question Must Also Fall Outside Of Agency’s Expertise.....	28-369
	(i) Questions Drawing Jurisdictional Lines Between Expert Agencies..	28-373
28.12	The Other Three <i>Dunsmuir</i> Factors .....	28-375
	(a) The Presence Or Absence Of A Privative Clause.....	28-375
	(b) The Purpose Of The Tribunal As Determined By The Interpretation Of Enabling Legislation.....	28-379
	(c) The Expertise Of The Tribunal.....	28-380
28.13	The Existence Of A Right Of Appeal As A <i>Dunsmuir</i> Factor.....	28-387
28.14	Judicial Stays Of On-Going Agency Proceedings	
	Pending Judicial Review.....	28-391
	(a) Must Seek Stay To Suspend Agency Proceedings Or Order .....	28-391
	(b) Act Promptly To Secure Stay.....	28-394
	(c) The Test For A Stay .....	28-396
	(d) Same Test For Injunctive Relief .....	28-397
	(e) The Individual Criteria That Must Be Met To Secure A Stay .....	28-397
	(i) Serious Question.....	28-398
	(ii) Irreparable Harm.....	28-402
	(iii) Balance of Convenience .....	28-409
28.15	Raising New Issues On Judicial Review .....	28-411
28.16	Agency Participation In A Judicial Review Of Its Own Decision.....	28-412
	(a) Summary .....	28-413
	(b) Legislative Grant Of Standing To Agency.....	28-415
	(c) The Restrictive Approach To Agency Participation .....	28-419
	(d) The Liberal Approach To Agency Participation.....	28-425
	(i) The Road To The Liberal Approach To Agency Participation.....	28-426
	(ii) Cases Illustrating The Application Of The Liberal Approach To Agency Participation Prior To Ontario Energy Board .....	28-436
	(iii) The Liberal Approach As Embodied In Supreme Court Of Canada Decision In Ontario Energy Board .....	28-440
	(iv) Addressing The Merits Of A Decision Under Ontario Energy Board .....	28-444.1
	(e) Agency Interventions And Costs.....	28-446
28.17	Intervenors .....	28-447
28.18	Notice of Constitutional Question .....	28-456
	(a) Legislative Requirements for Notice of Constitutional Questions .....	28-456

TABLE OF CONTENTS

(b) Failure to Give Notice as Required .....28-464

28.19 Evidence on Judicial Review .....28-471

(a) Admissibility Driven By Purpose Of Judicial Review .....28-471

(b) Evidence From The Record .....28-474

(i) The Common Law Meaning Of Record.....28-477

(ii) Legislated Definition of Record.....28-490

(c) Evidence From Outside of the Record.....28-494

(i) Evidence From Outside The Record To Establish  
Errors That Cannot Be Ascertained From  
Only The Record Itself.....28-496

(ii) Evidence To Better Understand The Record/Issues.....28-501

(iii) Fresh Evidence Where Necessary  
“In The Interests Of Justice”.....28-502

(d) Mechanism For Bringing Forward Evidence Which Is  
Not Evident On The Record .....28-503

(e) Confidentiality Of The Record .....28-504

(f) Evidence From the Decision-maker .....28-505

(i) Common Law Privilege Against Testimonial Compulsion.....28-506

(ii) Which Agencies Enjoy Common Law Privilege .....28-513

(iii) What Constitutes A Prima Facie Case.....28-515

(iv) Statutory Testimonial Privilege.....28-517

(v) Decision-Maker’s Personal Notes.....28-527

(A) Personal Notes Should Share In Relevant  
Privilege Against Testimonial Immunity .....28-527

(B) Access Legislation and Personal Notes.....28-530

28.20 Quashing the Decision .....28-532

(a) Remitting the Matter to the Agency.....28-534

(b) Court Makes the Decision Itself.....28-539

(c) Court Prohibits Further Proceedings Respecting the Matter .....28-544

(d) Court Makes No Direction Respecting  
Consequences of Quashing.....28-545

(e) Partial Quashing of Decision .....28-546

28.21 Judicial Review in the Federal Courts .....28-547

(a) Introduction and Jurisdiction.....28-547

(b) What Constitutes a Federal Board, Commission or Other Tribunal..28-549

(c) Agencies Subject To Review By The Federal Court.....28-554

(d) Agencies Subject To Review By Federal Court of Appeal .....28-557

(e) Extent of Judicial Review Authority of Federal Courts.....28-559

(i) Jurisdiction Granted By The Federal Courts Act.....28-561

(ii) Continued Judicial Review Authority Of  
The Provincial Superior Courts.....28-565

(A) Where Jurisdiction Not Transferred To Federal Courts..28-565

(B) Where Federal Parliament Lacked  
Constitutional Authority To Transfer  
Jurisdiction To Federal Courts.....28-570

(iii) Where Concurrent Jurisdiction Is Shared By  
Federal And Provincial Superior Courts.....28-572

(f) Grounds for Review in the Federal Courts ..... 28-572.3

## ADMINISTRATIVE TRIBUNALS

(g) Remedies .....	28-575
(h) Interim Relief.....	28-579
(i) Appeal Rights Bar Judicial Review .....	28-579
Chapter 28 Update .....	28 Update-1

### CHAPTER 29 Implied Powers of an Agency

29.1	The Necessity for a Grant of Authority .....	29-1
29.2	Determining an Implied Grant of Authority.....	29-3
29.3	Determining the Practical Necessity.....	29-20
	Chapter 29 Update .....	29 Update-1

### CHAPTER 29A Contempt

29A.1	Introduction .....	29A-1
29A.2	Definition.....	29A-3
29A.3	Civil and Criminal Contempt .....	29A-4
	(a) Types of Criminal Contempt.....	29A-8
	(b) Matters Which are not Criminal Contempts.....	29A-12
29A.4	Contempt Before ( <i>In facie</i> ) and Outside of ( <i>Ex facie</i> ) the Court .....	29A-17
	(a) Contempt in the Presence of the Court.....	29A-17
	(b) Contempt out of the Presence of the Court.....	29A-19
	(c) Failure to Obey Orders.....	29A-20
	(i) Third Parties .....	29A-20
	(ii) Where Order Not Formally Issued.....	29A-22
	(iii) Void Orders and the Rule Against Collateral Attack.....	29A-23
29A.5	Contempt Power of Administrative Agencies.....	29A-38
	(a) Sources of Contempt Authority .....	29A-39
	(b) Agency Contempt Power Usually Expressed in Terms of Courts of Record .....	29A-40
	(i) Types of Courts.....	29A-40
	(ii) Common Law Power of Courts of Record to Cite For Contempt .....	29A-43
	(c) Agency Power of Contempt Contingent on Statutory Grant .....	29A-43
29A.6	Development of Agency Contempt Power In Canada.....	29A-43
	(a) <i>Re Diamond and the Ontario Municipal Board</i> : Restrictive Interpretation of Grant of “Powers of Supreme Court” .....	29A-44
	(b) <i>Re Hawkins and Halifax County Residential Tenancies Commission</i> : Philosophy Behind Restrictive Approach .....	29A-46
	(c) <i>Canadian Broadcasting Corp. v. Cordeau</i> : Supreme Court of Canada Endorses Restrictive Approach.....	29A-47