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Federal Court of Canada 1999 Report

his is a report on the activities of the Federal Court of Canada for the year ending December 31, 1999. Parts 1 through 3 contain a brief history of the Court, its composition, as well as details of major events and activities which took place during the year. Part 4 contains a summary of statistical information concerning the volume and pace of litigation in both the Court of Appeal and the Trial Division. A summary of Registry activity is included in Part 5. The Registry of the Court publishes full details of its programmes and financial performance in annual Part III Estimates tabled in Parliament. Since the Registry is an integral part of the Court, a summary of the activities of the Registry is included in this report for completeness.

John D. Richard Chief Justice



Federal Court of Canada 1999 Report

# 1.0 OVERVIEW OF THE FEDERAL COURT OF CANADA

#### 1.1 Establishment

The Federal Court of Canada was created in 1971 as successor to the Exchequer Court of Canada, which was established in 1875<sup>1</sup>. Both courts were established under the authority of section 101 of the Constitution Act, 1867, as courts of law, equity and admiralty for the "better Administration of the Laws of Canada." The Court is a superior court of record and has civil and criminal jurisdiction.

The Court is bilingual, offering its services in both official languages of Canada, and bi-jural, administering the two legal systems - common law and civil law. It is also itinerant, in the sense that it sits and transacts business at any place in Canada, to suit, as nearly as may be, the convenience of the parties. It is the objective of the Court to secure the just, most expeditious and least expensive determination of every proceeding on its merits.

### 1.2 Composition of the Court

The Court consists of two divisions: the Federal Court of Appeal and the Federal Court - Trial Division. The judicial complement of the Court consists of a Chief Justice, an Associate Chief Justice, ten judges of the Court of Appeal and nineteen judges of the Trial Division. In addition, the Court is composed of senior judges who have elected supernumerary status under the *Judges Act*.

The Chief Justice is president of the Court and of the Court of Appeal. The Associate Chief Justice is president of the Trial Division. Judges of each division are *ex officio* members of the other division. At least ten of the judges of the Court must be persons who have been judges of the Court of Appeal or Superior Court of Quebec, or have been members of the Quebec bar. At the present time there are twelve such judges.

A list of the judges of the Court as of December 31, 1999, and the details of their appointment and status as regular or supernumerary judges appears at page 4.

# 1.3 Deputy Judges

Under section 10 of the *Federal Court Act*, a judge of a superior, county or district court in Canada, or any such former judge may be designated as a deputy judge of the Federal Court. Designations are made by the Governor in Council at the request of the Chief Justice.

### 1.4 Additional Duties of Judges

In addition to their normal duties, judges of the Court are required to devote time to the work of other courts and tribunals. Judges of the Trial Division sit as Umpires to hear appeals under the *Employment Insurance Act*, under the direction of the Associate Chief Justice who is Chief Umpire.

Similarly, four judges of the Trial Division sit as members of the Competition Tribunal, of which the Honourable William P. McKeown is Chairman. On June 14, 1999, the Honourable Allan Lutfy was appointed a member of the Competition Tribunal for a term of seven years. As of December 31, 1999, the Honourable Sandra J. Simpson and the Honourable Marc Nadon were the other two members.

Judges of both Divisions sit as members of the Court Martial Appeal Court of Canada, of which Mr. Justice Barry L. Strayer is Chief Justice. They may act as commissioners for inquiries conducted under the *Inquiries Act* and the *Corrections and Conditional Release Act*. They may also sit as assessors under other federal statutes. Judges of the Court lecture and write about the law and participate as lecturers, seminar leaders or panelists in continuing education programmes for the benefit both of colleagues on this and other Courts as well as members of the Bar.

# 1.5 Committees

In order to involve judges in the work of the Court, the Chief Justice established a number of committees, composed of representatives of both Divisions of the Court, to deal with a variety of matters:

1 While its enabling legislation was passed in 1875, the Court was not fully operational until the following year. 1

The **Accommodations Committee**, chaired by the Chief Justice, deals with the physical accommodations for the Court in the National Capital Region and in centres where the Court maintains its own local offices.

The **Bench and Bar Liaison Committee**, chaired by the Chief Justice, provides a forum for members of the bar to meet with the judges to discuss informally issues of concern to the bar which do not fall within the mandate of the Rules Committee.

The **Computer Advisory Committee** was established in 1998. Its mandate is:

- to advise the Chief Justice, the Associate Chief Justice, the Administrator and the judges of the Court with respect to the introduction and use of computer technology which involves or touches on the work of judges;
- ii) to consider new computer-related developments of relevance to the work of the judges and to propose their adoption where appropriate;
- iii) to provide a bridge between the administration of the Court and the judges by assisting the latter to be more informed about computer use, and to promote support services and training for judges in their use of computers; and
- iv) to serve as a point of contact with the Computer Advisory Committee of the Canadian Judicial Council and similar committees in other superior courts.

This committee is chaired by Mr. Justice Barry L. Strayer.

The **Judicial Education Committee**, chaired by Mr. Justice Andrew MacKay, organizes the annual meeting of the Court and arranges continuing legal education seminars for judges.

The **Law Clerks Committee**, co-chaired by Mr. Justice Joseph Robertson and Madam Justice Danièle Tremblay-Lamer, oversees the recruitment and selection of law clerks.

The **Library Committee**, chaired by Madam Justice Alice Desjardins, advises the Head Librarian on library objectives, policies, services and collection development.

In addition, section 45.1 of the Federal Court Act establishes a Rules Committee composed of the Chief Justice, the Associate Chief Justice, seven other judges of the Court, a representative of the Attorney General of Canada, and five members of the practising bar designated by the Attorney General of Canada after consultation with the Chief Justice. The members of the bar so designated are nominated by the Chief Justice after consultation with the Canadian Bar Association. They are representative of the different regions of Canada and the various areas of practice within the jurisdiction of the Court. The Chief Justice is the statutory Chair of this Committee, but he has delegated this function, on May 1, 1998, to Justice Donna C. McGillis.

# 1.6 Appointments, Elections of Status of Supernumerary Judge, and Resignations

#### **Appointments**

On November 4, 1999, the Honourable John D. Richard, Associate Chief Justice of the Federal Court of Canada, Trial Division, and Chief Umpire under the Employment *Insurance Act* was appointed Chief Justice to succeed the Honourable Julius A. Isaac who elected supernumerary status on September 1, 1999. The Chief Justice graduated from Osgoode Hall Law School in 1959. He also received a licentiate in political and social sciences in 1960 from Louvain University in Belgium. Called to the Ontario Bar in 1959, he practised law in Ottawa with the firm Gowling & Henderson from 1960 until 1988, when he joined the firm Lang Michener as a partner. He was appointed Queen's Counsel in 1976. His areas of practice included public law, civil litigation, intellectual property, labour and employment law. He is a member, as well as a past President, of l'Association des juristes d'expression française de l'Ontario. He is a fellow of the American College of Trial Lawyers and the Advocates Society. He is also the author of books and articles on a variety of legal subjects.

The Honourable Allan Lutfy, of the Federal Court of Canada, Trial Division, was appointed Associate Chief Justice of the Federal Court of Canada, Trial Division, on December 8, 1999. He replaced the Honourable John D. Richard, who was appointed Chief Justice of the Federal Court of Canada. Associate Chief Justice Lutfy graduated from McGill University in 1967. He was called to the Quebec Bar in 1968 and the Ontario Bar in 1985. Prior to his appointment in 1996 to the Federal Court of Canada, Trial Division, Associate Chief Justice Lutfy practised with the firm of Lavery, de Billy in Montreal and Ottawa. During this time, he acted as counsel before various commissions of inquiry, including the Restrictive Trade Practices Commission concerning competition in the Canadian Petroleum Industry and, from 1986 to 1996, was counsel for the Canadian Parliamentary Press Gallery. On June 14, 1999, Associate Chief Justice Lutfy was appointed a member of the Competition Tribunal for a term of seven years.

The Honourable Marshall E. Rothstein, a judge of the Trial Division, was appointed to the Court of Appeal on January 21, 1999. He replaced the Honourable Mr. Justice A.J. Stone who elected to become a supernumerary judge on July 18, 1998.

The Honourable John M. Evans, a judge of the Trial Division, was appointed to the Court of Appeal on December 8, 1999. He replaced the Honourable Alice Desjardins who elected to become a supernumerary judge on August 11, 1999.

The Honourable Karen R. Sharlow of Vancouver was appointed a judge of the Trial Division on January 21, 1999. She replaced the Honourable F.C. Muldoon who elected to become a supernumerary judge on November 9, 1998. She was then appointed to the Court of Appeal on November 4, 1999, replacing the Honourable Barry L. Strayer who elected to become a supernumerary judge on September 1, 1998.

The Honourable Brian D. Malone of Calgary was appointed a judge of the Appeal Division on November 4, 1999. He replaced the Honourable F.J. McDonald who elected to become a supernumerary judge on December 27, 1998.

The Honourable François Lemieux of Ottawa was appointed a Judge of the Trial Division on January 21, 1999. He replaced the Honourable J.K. Hugessen who elected to become a supernumerary judge on July 26, 1998.

The Honourable J.D. Denis Pelletier of Saskatoon was appointed a Judge of the Trial Division on February 16, 1999. He replaced the Honourable Howard I. Wetston who resigned as a judge of the Federal Court on January 11, 1999.

The Honourable John A. O'Keefe of Charlottetown was appointed a judge of the Trial Division on June 30, 1999. He replaced the Honourable Marshall E. Rothstein who was appointed to the Appeal Division on January 21, 1999.

The Honourable Elizabeth Heneghan of St. John's was appointed a judge of the Trial Division on November 4, 1999. She replaced the Honourable Karen R. Sharlow who was appointed to the Appeal Division on that same date.

The Honourable Dolores Hansen, a judge of the Provincial Court of Alberta, was appointed a judge of the Trial Division on December 8, 1999. She replaced the Honourable Allan Lutfy who was appointed Associate Chief Justice on November 4, 1999.

The Honourable Eleanor R. Dawson of Manitoba was appointed a judge of the Trial Division on December 8, 1999. She replaced the Honourable John M. Evans who was appointed to the Appeal Division on December 8, 1998.

# Elections of Status of Supernumerary Judge

The Honourable Alice Desjardins elected supernumerary status effective August 11, 1999.

The Honourable Julius A. Isaac elected supernumerary status effective September 1, 1999.

# Resignation

The Honourable Howard I. Wetston tendered his resignation effective January 11, 1999.

Federal Court of Canada 1999 Report

# Judges of the Federal Court of Canada

### **Chief Justice**

The Honourable John D. Richard August 30, 1994 (Trial Division) June 23, 1998 (Associate Chief Justice) November 4, 1999 (Chief Justice)

# **Associate Chief Justice**

The Honourable Allan Lutfy August 7, 1996 (Trial Division) December 8, 1999 (Associate Chief Justice)

# Judges of the Court of Appeal

The Honourable Louis Marceau December 23, 1975 (Trial Division) July 18, 1983 (Court of Appeal) February 6, 1992 (Supernumerary)

The Honourable Arthur J. Stone July 18, 1983 July 18, 1998 (Supernumerary)

The Honourable Barry L. Strayer July 18, 1983 (Trial Division) August 30, 1994 (Court of Appeal) September 1, 1998 (Supernumerary)

The Honourable Alice Desjardins June 29, 1987 August 11, 1999 (Supernumerary)

The Honourable Robert Décary *March 14, 1990* 

The Honourable Allen M. Linden *July 5, 1990* 

The Honourable Julius A. Isaac December 24, 1991 September 1, 1999 (Supernumerary)

The Honourable Gilles Létourneau *May 13, 1992* 

The Honourable Joseph T. Robertson *May 13, 1992* 

The Honourable Marshall E. Rothstein June 24, 1992 (Trial Division) *January 21, 1999 (Court of Appeal)* 

The Honourable Marc Noël June 24, 1992 (Trial Division) June 23, 1998 (Court of Appeal) The Honourable F. Joseph McDonald April 1, 1993 December 27, 1998 (Supernumerary)

The Honourable J. Edgar Sexton *June 23, 1998* 

The Honourable John M. Evans June 23, 1998 (Trial Division) December 8, 1999 (Court of Appeal)

The Honourable Karen R. Sharlow January 21, 1999 (Trial Division) *November 4, 1999 (Court of Appeal)* 

The Honourable Brian D. Malone *November 4*, 1999

### Judges of the Trial Division

The Honourable Jean-Eudes Dubé, P.C. April 9, 1975 November 6, 1991 (Supernumerary)

The Honourable Paul U.C. Rouleau August 5, 1982 July 28, 1996 (Supernumerary)

The Honourable James K. Hugessen July 18, 1983 (Court of Appeal) June 23, 1998 (Trial Division) July 26, 1998 (Supernumerary)

The Honourable Francis C. Muldoon July 18, 1983 November 9, 1998 (Supernumerary)

The Honourable Barbara J. Reed *November 17, 1983* 

The Honourable Pierre Denault *June 29, 1984* 

The Honourable Yvon Pinard, P.C. *June 29, 1984* 

The Honourable Bud Cullen, P.C. July 26, 1984

April 20, 1997 (Supernumerary)

The Honourable Max M. Teitelbaum *October 29*, 1985

The Honourable W. Andrew MacKay *September 2, 1988* 

The Honourable Donna C. McGillis *May 13, 1992* 

4

Federal Court of Canada 1999 Report The Honourable William P. McKeown *April 1, 1993* 

The Honourable Frederick E. Gibson *April 1, 1993* 

The Honourable Sandra J. Simpson *June 10, 1993* 

The Honourable Marc Nadon *June 10, 1993* 

The Honourable Danièle Tremblay- Lamer *June 16, 1993* 

The Honourable Douglas R. Campbell *December 8, 1995* 

The Honourable Pierre Blais, P.C. *June 23, 1998* 

The Honourable François Lemieux *January 21, 1999* 

The Honourable J.D. Denis Pelletier *February 16, 1999* 

The Honourable John A. O'Keefe *June 30, 1999* 

The Honourable Elizabeth Heneghan *November 4, 1999* 

The Honourable Dolores Hansen *December 8, 1999* 

The Honourable Eleanor R. Dawson *December 8, 1999* 

#### 1.7 Prothonotaries

Prothonotaries are barristers or advocates of a province who are appointed to assist the Court in the efficient performance of its work. Their jurisdiction is defined in the Federal Court Rules. Upon the coming into force of the Federal Court Rules, 1998, the jurisdiction of prothonotaries was enlarged to include the hearing and determination of most interlocutory motions to the Court, as well as small claims jurisdiction to hear and determine any action for exclusively monetary relief in which the amount claimed does not exceed \$50,000.00, exclusive of interest and costs. Prothonotaries now also play an important role in case management. They conduct pre-trial conferences, mediations, early neutral evaluations and mini-trials.

As at December 31, 1999, the prothonotaries of the Court were:

Peter A.K. Giles Associate Senior Prothonotary (Toronto) Appointed June 28, 1985

John A. Hargrave
Prothonotary (Vancouver)

Appointed February 17, 1994

Richard Morneau Prothonotary (Montréal) Appointed November 28, 1995

Roza Aronovitch
Prothonotary (Ottawa)

Appointed March 15, 1999

Roger Lafrenière Prothonotary (Toronto) Appointed April 1, 1999

#### Retirement

Jacques Lefebvre, Senior Prothonotary, (Ottawa) retired February 2, 1999.

### 1.8 Composition of the Registry

The Registry of the Court consists of the principal office in Ottawa and sixteen local offices located across Canada. The Registry is headed by an Administrator, who is accountable to the Chief Justice for all administrative matters pertaining to the operation of the Court and the Registry. The Administrator is also the deputy of the Commissioner for Federal Judicial Affairs for purposes of preparing budgetary submissions for the Court and for making such other administrative arrangements as are necessary to ensure that all reasonable requirements, including those for premises, equipment and other supplies and services for officers, clerks and employees of the Court, and for the performance of its operations, are provided for in accordance with law.

Registry staff appointed pursuant to the *Public Service Employment Act* carry out the various administrative functions as are required by the *Federal Court Rules, 1998*. Pursuant to section 236 of the *National Defence Act*, Registry staff perform the duties of their respective offices in relation to the Court Martial Appeal Court of Canada as well.

The Registry is organized as follows: Office of the Administrator, Appeal Division, Trial Division, Regional Operations, Judicial Support Services and Administration. A list of principal staff as of December 31, 1999, is found at page 8.

A list of the local offices of the Court is provided at Appendix 1.

### 1.9 Judicial Administration

The Chief Justice is assisted in his management of the Court by an Executive Officer, who is also the media relations officer for the Court and secretary to the statutory Rules Committee. The Associate Chief Justice is assisted by an Executive Officer as well. In addition, the Chief Justice and the Associate Chief Justice have designated Judicial Administrators to assist them in the scheduling of sittings and the performance of their non-judicial duties. As at December 31, 1999, the persons carrying out those functions were:

Executive Officer to the Chief Justice *Gregory M. Smith* 

Judicial Administrator (Appeal Division) Suzelle Bazinet

Executive Officer to the Associate Chief Justice *Katherine Davie* 

Judicial Administrator (Trial Division) Monique Major

### 1.10 Law Clerks

Recent graduates of all law schools in Canada are invited to apply for positions as law clerks to judges of the Court. Notices regarding the law clerks programme are distributed to Canadian law schools. During 1999 there were thirty-four law clerks. Under the supervision and direction of the Head of Research, the law clerks prepare case summaries, research questions of law and prepare detailed memoranda on facts and legal issues as instructed by the judges to whom they are assigned.

# **REGISTRY**

Administrator of the Court	Robert Biljan
Deputy Administrator - Operations	Pierre R. Gaudet
Deputy Administrator - Designated Proceedings and Court Security	Paul F. Scott
Regional Director - Quebec & Atlantic	Monique Giroux
Regional Director - Ontario	Peter P. Pace
Regional Director - Western	Charles E. Stinson
Senior Financial Advisor	Evelyn Burke
Director, Human Resources	Cathryn Taubman
Director, Policy, Training and Labour Relations	Gordon Wilkins
Director, Informatics	Gary Pinder
Head Librarian	Rosalie Fox
Director, Administrative and Judicial Services	Pat Levac
Manager, Real Property Services	James Strader
Head, Research & Law Clerks - Trial Division	Christine Ball

# 2.0 JURISDICTION AND PROCEDURE

### 2.1 Jurisdiction

The Federal Court exercises a specialized jurisdiction, including a limited criminal jurisdiction, in areas governed by federal law. For example, the Court exercises jurisdiction in admiralty, intellectual property, proceedings by or against the Crown in right of Canada, and the supervision of federal boards, commissions and other tribunals either by way of statutory appeal or judicial review. The Canada Evidence Act, the Canadian Security Intelligence Service Act and the *Immigration Act* require judges of the Court to conduct in camera or public hearings to determine issues related to national defence and security. The Competition Act gives the Federal Court - Trial Division all of the powers and jurisdiction of a superior court of criminal jurisdiction in respect of the prosecution of certain offences under that legislation.

The jurisdiction of the Federal Court, like that of the Exchequer Court, has evolved with the legislative responses by Parliament to the changing needs of Canadians and embraces a broad range of subject matter. A list of some of the federal statutes under which the Federal Court may exercise jurisdiction appears at Appendix 2.

#### 2.2 Procedure

The general rules governing practice and procedure in the Court are made by the Rules Committee, established under section 45.1 of the *Federal Court Act*, as amended by S.C. 1990, c. 8. The work of the Rules Committee during 1999 is reported in Part 2.3.

The rules governing the practice and procedure to be followed in applications for leave to commence an application for judicial review, applications for judicial review and appeals from such applications pursuant to the *Immigration Act* are governed by the *Federal Court Immigration Rules*, 1993. These rules are made by the Chief Justice pursuant to section 84 of the *Immigration Act*.

#### 2.3 Rules Committee

During the 1990's, a comprehensive revision to the Federal Court Rules was carried out by the Rules Committee. That revision culminated in the *Federal Court Rules*, 1998, which came into force on April 25, 1998. As part of that revision, consideration was given to enacting a rule for expanded class proceedings in the Federal Court. Because of the substantial work involved with the comprehensive revision and the complexities regarding class proceedings, the Committee determined that class proceedings would be addressed separately.

In 1999, the Rules Committee continued its work on developing a class proceedings rule and has planned for the release of a Discussion Paper on that subject in the year 2000.

# 2.4 Video-conferencing and teleconferencing

In 1996, the Court introduced pilot procedures by which parties may request that motions, case scheduling conferences, pre-trial conferences or other conference hearings proceed by way of video-conference. The objectives of offering video-conferencing facilities to litigants are:

- to provide an alternative means of access to Court hearings in order to facilitate the advancement of cases, including access on urgent matters and across long distances, and
- to save costs in time and travel for litigants, judges and Registry staff.

Sixteen video-conferences were conducted during 1999.

Tele-conferencing is another procedure available for hearings. It provides expedient and inexpensive access to the Court and, as such, is frequently a convenient procedure of choice by litigants and their legal representatives.

### 3.0 COURT ACTIVITIES

### 3.1 Annual Meeting of the Court

In 1992, the Court instituted the practice of holding an annual meeting of all judges to discuss the business of the Court and for professional development. The 1999 annual meeting was held September 16 through 18 at Montebello, Québec.

On September 16, 1999, Professor J. D. McCamus, Osgoode Hall Law School, addressed fiduciary obligations. Professor Michel Morin, University of Ottawa, discussed the law and aboriginal people. The Honourable Russell G. Juriansz, Ontario Superior Court of Justice, reviewed human rights issues.

On September 17, 1999, the Court of Appeal and the Trial Division held separate sessions to discuss topics affecting their respective Divisions.

On September 18, 1999, reports of court committees were received at a full meeting of the Court. As well, the Honourable Michel Bastarache, a puisne judge of the Supreme Court of Canada, addressed the meeting. His topic was the role of tribunals in the  $21^{st}$  century.

# 3.2 Judicial Education

Consistent with the Standards for Judicial Education in Canada, approved by the Board of Governors of the National Judicial Institute in October 1992, and in cooperation with the Canadian Institute for the Administration of Justice and the Canadian Institute for Advanced Legal Studies, the Judicial Education Committee was established to develop continuing education programmes for judges of the

Court. In 1999, in addition to the annual meeting of the Court mentioned in Part 3.1, the Committee organized a Pre-trial Skills seminar for judges and a seminar covering topics such as mediation and dispute resolution. In addition, an Intellectual Property seminar for judges and prothonotaries, attended as well by members of the Intellectual Property Bar, took place on May 14, 1999.

# 3.3 Regionalization of Administrative Services

On June 25, 1998, the Minister of Justice announced proposed structural reforms in respect of the Federal Court of Canada and the Tax Court of Canada:

"Proposals include the consolidation of the current administrative services of the two courts into a single Courts Administration Service, the creation of a separate Federal Court of Appeal and an increase in the status of the Tax Court to that of a Superior Court. The Minister said she would introduce legislation in the fall.

These proposals are responsive in part to a 1997 Auditor General's *Report on the Federal Court of Canada and Tax Court of Canada*, which was conducted as a result of an order in council requested by then Minister of Justice, Allan Rock. Serious consideration was given to all of the Report's recommendations. Together, the three proposed reforms will contribute to the achievement of the objectives of the Auditor General's recommendations by improving the efficiency of the Federal Court of Canada and the Tax Court of Canada, while enhancing their effectiveness and fully respecting their independence.

1999 Report

The current overall structure of the Federal Court and the Tax Court is essentially sound. The proposals are in keeping with recommendations made by the Auditor General in his 1997 report that called for improved coordination in the administrative management of the Federal and Tax Courts. Our goal is to achieve substantial efficiencies through administrative consolidation,' said the Minister."

As of December 31, 1999, a Bill reflecting the proposed reforms had not as yet been tabled before Parliament<sup>2</sup>.

### 3.4 Visitors to the Court

The Court received official visitors throughout the year, including a delegation of Chinese judges and officials, senior officials from the Republic of Ghana, a Justice of the Federal Court of Australia, the Chief Justice of the Supreme Court of Jamaica and the High Commissioner for Jamaica.

<sup>2</sup> On June 15, 2000, the Minister of Justice and Attorney General of Canada tabled Bill C-40 in the House of Commons, *An Act to establish a body that provides administrative services to the Federal Court of Appeal, the Federal Court, the Court Martial Appeal Court and the Tax Court of Canada, to amend the Federal Court Act, the Tax Court of Canada Act and the Judges Act, and to make related and consequential amendments to other Acts.* 

# 4.0 VOLUME AND PACE OF LITIGATION

# 4.1 Delay Reduction Programme Update

In 1992, the Court established a Delay Reduction Programme (DRP) consistent with recommendations made by the Canadian Judicial Council in its report released in August of that year. As a first step, a computer accessible inventory of all litigation pending in the Court was created.

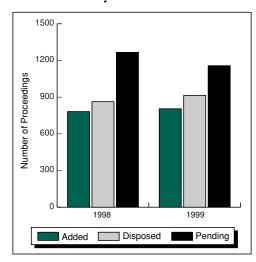
By August 31, 1997 the review was complete. Parties had discontinued over 5,000 proceedings. Over 10,500 proceedings had been, or were about to be, dismissed for want of prosecution. Each of these proceedings was then removed from the inventory upon the recording of its date of final disposition.

The second step of the Delay Reduction Programme was the introduction of case management principles, including time standards into the Federal Court Rules. As was mentioned in Part 3, the Rules Committee began a comprehensive review of the Federal Court Rules in 1992. In 1995, the Canadian Judicial Council approved targeted time standards for superior trial courts and courts of appeal as a statement of goals for the pace of litigation, subject to the availability of human and physical resources. As part of its Delay Reduction Programme, the Court ensured that standards in the Federal Court Rules, 1998, which came into effect on April 25, 1998, were consistent with the standards adopted by the Canadian Judicial Council.

# 4.2 Volume of Litigation in the Court of Appeal

Figure 1 illustrates the size of the inventory of proceedings pending in the Court of Appeal at the end of 1998 and 1999, together with the number of proceedings added to the inventory and disposed of each year.

Figure 1: Court of Appeal Proceedings added to/disposed of from Inventory



There were 1,266 proceedings pending in the Court of Appeal on December 31, 1998. 805 proceedings were added to the inventory during 1999 and the Court disposed of 914 proceedings, leaving 1,157 proceedings pending at the end of 1999.

Figure 2: Court of Appeal Profile of Proceedings Pending on December 31, 1999

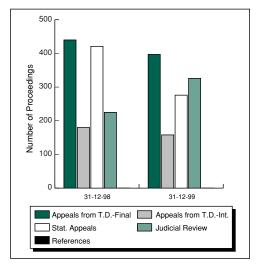


Figure 2 profiles, by major subject area, the proceedings pending in the inventory at the end of 1998 and 1999. As of December 31, 1999, the inventory comprised 555 appeals from the Trial Division: 397 were from final orders, and 158 appeals were from interlocutory orders. The remainder of the inventory consisted of 326 applications for judicial review, and 276 statutory appeals.

# 4.3 Pace of Litigation in the Court of Appeal

# Commencement to Judgment

In 1999 the median time for all proceedings from commencement to judgment was 18.5 months, down considerably from 21.5 months in 1994, the first year for the Delay Reduction Programme measurement as described in Part 4.1. Although the median for 1999 is up from 13.0 months in 1998, it is expected that with the completion in 1999 of the transition to the new case management system under the *Federal Court Rules*, 1998, which came into force April 25, 1998, and the filling of vacancies in the Court of Appeal, the overall timeliness of proceedings will improve.

The median time periods in 1999 by subject area were as follows:

Appeals from Trial Division - Final Orders 23.1 months Appeals from Trial Division - Interlocutory Orders 14.5 months Statutory Appeals 21.1 months Applications for Judicial Review 13.8 months

### **Status of Pending Inventory**

Figure 3: Federal Court of Appeal Status of Pending Inventory as of December 31, 1999

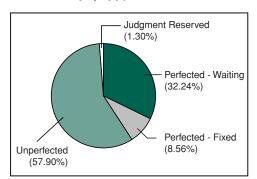


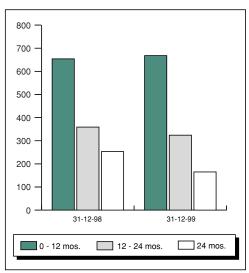
Figure 3 shows the status of the pending inventory on December 31, 1999. Of the 1,157 cases pending, 472 (40.8%) had been perfected for hearing. Of these, 99 had been assigned fixed hearing dates, leaving 373 to be fixed for hearing. 15 judgments

(1.3% of all cases) were under reserve. 670 cases (57.9%) remained unperfected at the end of the year.

The number of cases which were ready for hearing but for which a hearing date had not been assigned by December 31, 1999 rose to 472, up from 274 on December 31, 1998. The increase in perfected proceedings awaiting hearing was attributed to a high response rate to the status review process introduced by the relatively new *Federal Court Rules*, 1998. As well, there were four unfilled vacancies in the Court of Appeal until November 1999.

# **Age of Pending Inventory**

Figure 4: Court of Appeal Distribution of Inventory by Age



The age of the pending inventory at the end of 1998 and 1999 is illustrated in Figure 4. The number of pending cases over two years old is down, from 253 (20% of the pending inventory) on December 31, 1998 to 165 (14% of the pending inventory) on December 31, 1999. This is a dramatic improvement since December 31, 1994 when 1,138 cases (57% of the inventory) were over two years old.

# 4.4 Volume of Litigation in the Trial Division

# **New Proceedings Commenced**

Proceedings in the Trial Division comprise two major categories: litigation and administrative proceedings. Litigation forms the main workload. It has been categorized according to seven broad subject areas; Admiralty, Aboriginal Law, Crown Litigation, Judicial Review, Intellectual Property and Statutory Appeals/Applications form the six main "Non-Immigration" subject areas; Immigration proceedings form the seventh category.

The second category - administrative proceedings - arises from provisions in a number of federal statutes which provide for the filing of certificates, decisions or orders of federal boards, commissions or other tribunals, giving them the same force and effect as judgments of the Federal Court-Trial Division. These are mainly dealt with by registry officers and are reported in Part 5.

Figure 5: Trial Division Proceedings added to/disposed of from Inventory

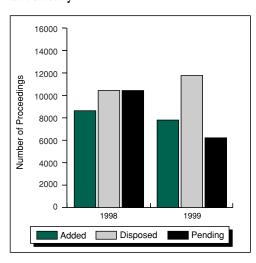


Figure 5 shows there were 10,183 proceedings pending in the Trial Division as at December 31, 1998. 7,800 proceedings were added to the inventory during 1999 and the Trial Division disposed of 11,766 proceedings, leaving 6,217 proceedings pending at the end of 1999.

In 1998, the Non-Immigration component of the pending inventory decreased by 2,523 proceedings. Over 2,200 of these proceedings were disposed of as a result of the status review procedure mentioned above in relation to the Status of Pending Inventory in the Court of Appeal. The Non-Immigration pending inventory decreased by 285 proceedings in 1999.

The Immigration component of the 1998 pending inventory was 2,857. In 1999, that number dropped slightly to 2,572.

Figure 6: Trial Division New Proceedings Commenced

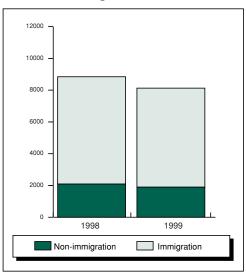


Figure 6 illustrates the number of new proceedings commenced in 1998 and 1999, with Immigration proceedings shown separately from all other proceedings.

In the Non-Immigration subject areas, the number of new proceedings continued a slight downward trend from 1993 (2,993). New Non-Immigration proceedings were 2,088 in 1998 and 1,893 in 1999.

The Immigration component has continued to rise since 1995. In that year 3,631 new Immigration proceedings were commenced. That number rose to 6,759 in 1998 and dropped only slightly to 6,235 in 1999.

A factor of particular note in the overall increase of the Immigration workload since 1995 is the rise in judicial review applications challenging visa officer decisions. Unlike the leave application procedure in Immigration cases, which are paper application procedures and which themselves rose from 3,474 in 1995 to 5,485 in 1999, judicial review applications against visa officer decisions require a full hearing. The number of visa officer judicial reviews commenced in 1995 was 149. In 1999, that number rose to 846.

# Figure 7: Trial Division Profile of Pending Inventory

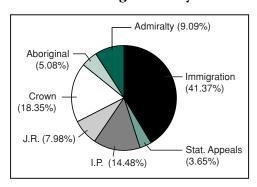


Figure 7 profiles the December 31, 1999 pending inventory by major subject area:

Admiralty - 565 Aboriginal Law - 316 Crown Litigation - 1,141 Judicial Review - 496 Intellectual Property - 900 Statutory Appeals and Applications - 227 Immigration 2,572

# 4.5 Pace of Litigation in the Trial Division

# **Commencement to Judgment**

Figure 8: Trial Division Percentage of dispositions within 12 months of commencement (Excluding Immigration)

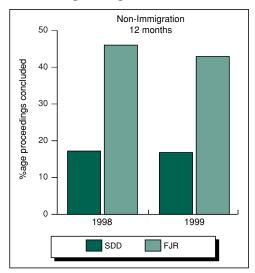
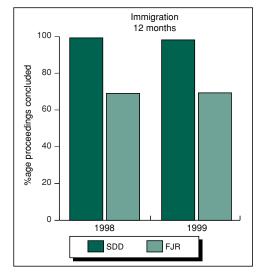


Figure 9: Trial Division Percentage of dispositions within 12 months of commencement (Immigration)



Figures 8 and 9 sample the cases in which dispositions were recorded in 1998 and 1999 and set out the percentage of these dispositions which occurred within 12 months of commencement. Figure 8 samples the dispositions in Non-Immigration proceedings, while Figure 9 samples dispositions in Immigration proceedings only. Each chart distinguishes

between the percentage of proceedings concluded by final judgment after a full hearing (FJR) and those concluded by settlement, discontinuance, dismissal for delay or the refusal of the Court for leave to commence a proceeding (SDD).

Figure 10: Trial Division Percentage of dispositions within 18 months of commencement (Excluding Immigration)

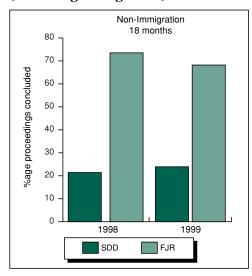
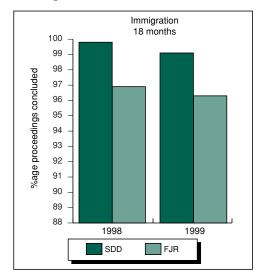


Figure 11: Trial Division Percentage of dispositions within 18 months of commencement (Immigration)



Figures 10 and 11 compare the percentage of dispositions which occurred within 18 months of commencement.

Figure 12: Trial Division
Percentage of dispositions within 24
months of commencement
(Excluding Immigration)

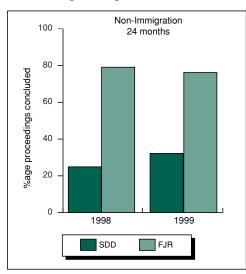
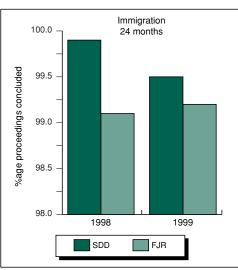


Figure 13: Trial Division Percentage of dispositions within 24 months of commencement (Immigration)



Figures 12 and 13 compare the results of dispositions in the Court within 24 months of commencement.

As figures 9, 11 and 13 illustrate, in Immigration proceedings where leave is granted, or in Immigration proceedings for which leave is not required, 69.3% were concluded within 12 months of commencement in 1999. This percentage increased to 96.3% within 18 months of commencement and 99.2 % within 24 months of commencement.

Figures 8, 10 and 12 illustrate that the dispositions in Non-Immigration proceedings by judgment of the Court after hearing have been considerably more timely than other forms of dispositions; settlement, discontinuance, dismissal for delay.

### **Status of Pending Inventory**

Figure 14: Trial Division Status of Pending Inventory as of December 31, 1999 (Excluding Immigration)

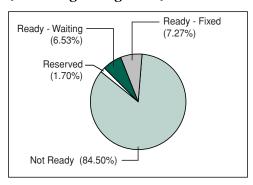


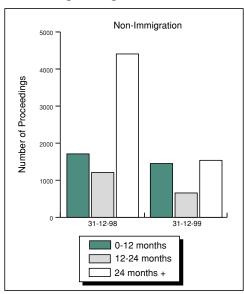
Figure 14 shows the status of the inventory of Non-Immigration proceedings pending as of December 31, 1999. 62 judgments were under reserve at year end, and 503 cases were ready but not yet heard. Of these, 265 had been assigned fixed hearing dates, leaving 238 to be fixed. 3,080 of the 3,645 cases in the inventory were not ready for hearing.

On December 31, 1999, the inventory of Immigration proceedings pending in the Trial Division stood at 2,572, of which 1,980 were applications for leave and for judicial review. 42 judgments (1.64%) were under reserve. 850 proceedings (33.05%) were ready but not yet heard. Of these, 170 were fixed for hearing and 680 leave applications were ready but not yet heard. 1,680 proceedings (65.31%), including 1,301 applications for leave and for judicial review, were not ready for hearing.

### Age of Pending Inventory

Figure 15 illustrates the age of the pending inventory of Non-Immigration proceedings on December 31 of 1998 and 1999.

Figure 15: Trial Division Age of Pending Inventory (Excluding Immigration)



52% of proceedings in the pending inventory (4,366 proceedings) were over two years old on December 31, 1993. This number had increased to 67% (6,602 proceedings) by December 31, 1997. With the coming into force of the Federal Court Rules, 1998, status reviews were conducted to identify which of these older proceedings were still active and to issue orders dismissing those which were not. As a result of the status review procedure, the number of pending proceedings over two vears old was reduced to 4,406 (60%) as at December 31, 1998. The number of pending proceedings was reduced dramatically again in 1999 to 1,537 (42%) as of December 31.

Figure 16: Trial Division Age of Pending Inventory as of December 31, 1999 Immigration Proceedings Only

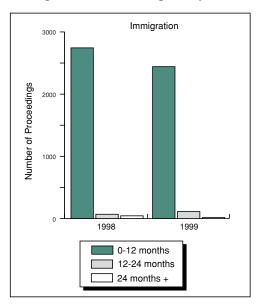


Figure 16 shows that the vast majority of Immigration proceedings pending on December 31 of 1998 and 1999 were less than 12 months old.

### 5.0 REGISTRY ACTIVITY

#### 5.1 Overview

The Registry provides the support necessary for the resolution of Court proceedings and the enforcement of decisions. The Registry strives to ensure that all persons have access to justice without undue hardship, delay or inconvenience. This follows from the statement in Rule 3 that the *Federal Court Rules*, 1998 "be interpreted and applied so as to secure the just, most expeditious and least expensive determination of every proceeding on its merits".

Principal responsibilities of the Registry are outlined in Part 2 of the Rules relating to administration of the Court: the requirements for offices of the Court; the maintenance of records and filing of documents; arrangements for and conduct of Court sittings; and the provision of public access to the Court's records.

All activities and communications between the Court and litigants, or their counsel, flow through the Registry. Designated officers of the Registry perform such quasijudicial functions as the assessment of costs, assessment of damages, arrests of ships, cargo and freight in admiralty cases, and the preparation of schemes of collocation in accordance with the *Civil Code of Quebec*. Staff of the Registry have similar responsibilities in relation to the Court Martial Appeal Court of Canada.

### 5.2 Auditor General's Report

The Auditor General tabled a Report in the House of Commons on April 22, 1997 on the Federal Court of Canada and the Tax Court of Canada. In respect of the operations of the Registry, the report made several recommendations for improvements, which were followed by the Registry and described in earlier annual reports.

The Registry also addressed recommendations that the effectiveness of caseflow management techniques, which were incorporated into the new *Federal Court Rules*, 1998, and the use of best

approaches be expanded. The Registry plans to examine whether this new system has resulted in increased efficiencies and effectiveness. The technology-based systems supporting the new case management procedures will also be examined, as well as the operational retraining program. Such an assessment will require, however, a larger sample of data and information than are currently available since the new Rules came into effect on April 25, 1998.

### 5.3 Accommodations

### **Ottawa Principal Office**

The need for suitable accommodations for the Court in Ottawa continues to be an increasingly pressing issue as growth of the organization continues to crowd existing accommodations. Judges of the Appeal and Trial Divisions have their offices in separate buildings and staff must work from pockets of accommodations in several different locations. Plans for a building to house the Federal Court received preliminary project approval from Treasury Board Ministers in February 1990, however this project is currently being held in abevance. It is more essential than ever that the Court's accommodations be consolidated within a common building to alleviate overcrowding and to provide adequate space for optimum use of resources.

### **Vancouver Local Office**

Plans are being finalized in order to consolidate the accommodations of the Federal Court of Canada and the Tax Court of Canada within one building. This cooperative effort will economize on facilities costs.

### **Toronto Local Office**

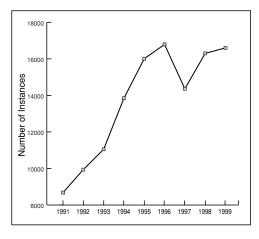
The determination of long-term requirements continues with assistance from Public Works and Government Services Canada to evaluate market conditions for accommodations in downtown Toronto and to provide solutions for meeting the Court's requirements in anticipation of the expiry of the Toronto office's present lease.

### 5.4 Administrative Proceedings

Provision is made in federal statutes for the filing of certificates, decisions or orders of federal boards, commissions or other tribunals in the Federal Court (Trial Division). Once deposited with the Registry, these "administrative proceedings" have the force and effect of a judgment of this Court. Because they are dealt with principally by the Registry, they do not form part of the Court's Delay Reduction Programme (DRP) inventory.

Figure 17 shows that institutions of these proceedings, which began an upward trend in 1991 with 8,610 cases, has increased from a single year decrease in 1997 to 16,298 cases in 1998, and then again to 16,682 in 1999.

Figure 17: Administrative Proceedings Commenced



# 5.5 Case Management

Case management, which was incorporated into the new *Federal Court Rules, 1998* on April 25, 1998, is the coordination of Court processes and resources intended to move cases in a timely manner from commencement to disposition, regardless of the type of disposition. It involves the active supervision by the Court of the progress of cases and introduces new supervisory activities such as status reviews, dispute resolution services, trial management conferences and specially managed proceedings.

Since 1998, the Registry has utilized an integrated system of advanced technological components and support

services which combine to provide the Court with a comprehensive, automated case management system. This system includes a computerized case inventory package (called the Delay Reduction Programme - DRP) to measure and report on elapsed time between events in the litigation process; an automated scheduling system (called the Case Scheduling Module - CSM) for assignment of cases, judges, court facilities and personnel; an automated docket recording system (called the Proceedings Management System) with enhancement for inclusion of preautomated records; teleconference and videoconference facilities; remote document filing by fax; a statistical retrieval package; and an electronic communication software (Groupwise).

These integrated systems place the Registry at the forefront of the automated case management field. They enable the Court to meet its goals and objectives of case management, and assist the Registry in optimizing limited resources to meet increasing demands for its services.

# 5.6 Automation

All offices of the Registry have access to the Court's centralized automation system, the Proceedings Management System, by means of a wide area network. This system is used to store and communicate information on court proceedings, to index proceedings, track files using bar coding and to produce statistical reports. Public access to the system is available at all (Federal Court) staffed offices.

An inventory of systems performed in 1998 confirmed that all automated systems used throughout the Registry were ready for the Year 2000, with the exception of a trust accounting system, which was Year 2000 ready by June of 1999.

In 1999, a project was completed to increase by threefold the processing speed of the Proceedings Management System. A desktop replacement project was also completed with the installation of Pentium II based computers, and the Registry's Disaster Recovery facilities were upgraded.

Also in 1999, a project for the development of an internet site was initiated and work was begun to determine requirements for the electronic filing of documents in the Court. The status of these projects will be included in next year's annual report.

# 5.7 Registry Officer Development Programme

Significant amendments to the Federal Court Rules and implementation of case management in 1998 required consequential revisions and further development of the Registry Officer Development Programme throughout 1999. The completed programme includes several training modules covering subjects ranging from operational procedures to responsibilities and mandate of the Registry.

The programme is delivered to staff of the Registry across Canada. It will be introduced again in the spring/summer of 2000 as a two-year program consisting of a combination of practical and theoretical training with comprehensive instruction in the technical, interpersonal and conceptual

skills required of Registry Officers. The programme is offered as well to select students who are registered in the Court and Tribunal Administration Program at Seneca College in Toronto, the "Techniques Juridiques" programme at Ahuntsic College in Montreal, the Law Clerk Program at Algonquin College in Ottawa and the Legal Assistant Program at Vancouver Community College in Vancouver.

The Registry is in the process of converting this programme to computer-based training, which will be available via the Court's Canada-wide Intranet site.

### 5.8 Financial Management

Details of the programmes and financial performance of the Registry are published in Main Estimates tabled in Parliament and in the Registry's annual Performance Report to the Treasury Board Secretariat. Copies of the Estimates are available from the Canada Communications Group or from Associated Bookstores. The following is a summary:

(thousands of dollars)	Main Estimates 2000-01	Main Estimates 1999-00	Actual 1998-99
Personnel			
Salaries and wages	18,411	18,062	18,419
Contributions to employee benefit plan	s <b>3,591</b>	3,613	4,095
Sub-total	22,022	21,675	22,514
Goods and Services			
Transportation and communications	1,698	1,600	1,866
Information	94	467	87
Professional and special services	3,774	3,790	4,011
Rentals	283	283	327
Purchased repair and upkeep	472	262	472
Utilities, materials and supplies	1,038	1,592	1,580
Minor capital*	2,075	1,595	1,714
Other subsidies and payments			4
Sub-total	8,396	9,589	10,063
Total Requirements	31,436	31,264	32,575

<sup>\*</sup>Minor capital is the residual after the amount of controlled capital has been established. In accordance with the Operating Budget principles. These resources would be interchangeable with Personnel and Goods and Services expenditures.

# 5.9 Registry Staff

The Universal Classification Standard (UCS) was launched by the Treasury Board in 1998 to incorporate principles of universality, gender neutrality and simplicity in the description and evaluation of work performed in the Public Service of Canada. Conversion to the new Standard, which includes the Registry of the Federal Court, has been targeted by the Board to take effect in 2000.

The management of a project steering committee, an implementation team and extensive participation at all levels of the Registry have been instrumental in achieving success in meeting the UCS project objectives imposed by the Board.

The UCS project has had a dramatic impact on the Registry's resources, and the extremely short time-frames and large-scale nature of the project have created serious impositions for other Registry projects and areas of ongoing work. The Registry is, nevertheless, making every possible effort to minimize the resource and operational impacts of this project and has undertaken to assist Treasury Board in every way possible.

# 5.10 Employment Equity

The Registry of the Federal Court of Canada is reflective of the diversity of the Canadian population. Representation of designated groups in the Registry exceeded public service averages in 1998-99, with the sole exception of the aboriginal peoples group.

As of March 31, 1999, the Registry's staff included:

- 262 women (65% of employees);
- 25 persons self-identified with disabilities (6.2% of employees);
- 24 employees self-identified as visible minorities (6% of employees); and
- 6 self-identified persons of the aboriginal group (1.6% of 403 employees).

The Registry strives to hire qualified members of all designated groups when recruiting, both from within and outside of the public service, and is continuing its efforts to increase representation of visible minorities and aboriginal peoples to better reflect the higher levels indicated by the available workforce data.

Efforts continue to be made to increase employee awareness about the importance of social diversity. Employees and managers have been provided diversity training, including educational workshops on the aboriginal and inuit cultures.

Agreements are in place with colleges in Toronto and Montréal to provide training to students and to allow practical work experience in the Registry of the Federal Court. This is expected to broaden the selection pool for eventual recruitment. Opportunities for developmental assignments, secondments, acting assignments and promotions are accessible to designated group members.

The buildings accommodating the offices of the Federal Court of Canada are wheelchair accessible. Braille coding and/or audible floor indicators have been installed in most elevators. Parking is available for persons with disabilities at the principal office of the Registry at Ottawa as well as at all federally staffed offices of the Court across Canada. Ramps, washrooms, coat closets and water fountains are also fully accessible.

Employees requiring special aids such as telephone volume amplifiers, telecommunication devices for hearing and speech impaired (TDD or TYY), and enhanced computer equipment have been accommodated. Persons with hearing or speech impairments can communicate with the Registry across Canada through TDD access or private telecommunication company interpretation services.

# Appendix 1

#### OFFICES OF THE FEDERAL COURT OF CANADA

#### PRINCIPAL OFFICE - OTTAWA

Ottawa, Ontario K1A 0H9

**Appeal Division** 

Trial Division

Telephone: (613) 996-6795 Facsimile: (613) 952-7226 Telephone: (613) 992-4238 Facsimile: (613) 952-3653

LOCAL OFFICES

ALBERTA - CALGARY

Dan Buell

District Administrator

3rd Floor

635 Eighth Avenue S.W.

Calgary, Alberta

T2P 3M3

Telephone: (403) 292-5920

Facsimile: (403) 292-5329

BRITISH COLUMBIA - VANCOUVER

Charles E. Stinson

Regional Director, Western

Pacific Centre

700 West Georgia Street

Vancouver, British Columbia V7Y 1B6

(Mailing Address: P.O. Box 10065)

Telephone: (604) 666-3232

Facsimile: (604) 666-8181

NEW BRUNSWICK - FREDERICTON

Willa Doyle

District Administrator

Suite 100

82 Westmorland Street

Fredericton, New Brunswick E3B 3L3

Telephone: (506) 452-3016

Facsimile: (506) 452-3584

NEWFOUNDLAND - ST. JOHN'S

Louise King

Deputy District Administrator

The Court House

Duckworth Street

St. John's, Newfoundland A1C 5M3

(Mailing Address: P.O. Box 937)

Telephone: (709) 772-2884

Facsimile: (709) 772-6351

ALBERTA - EDMONTON

R. Orrin J. Splane

District Administrator

Tower 1, Suite 530

Scotia Place

10060 Jasper Avenue

Edmonton, Alberta T5J 3R8

(Mailing Address: P.O. Box 51)

Telephone: (780) 495-4651

Facsimile: (780) 495-4681

MANITOBA - WINNIPEG

Terry Johnston

District Administrator

4th Floor

363 Broadway Street

Winnipeg, Manitoba R3C 3N9

Telephone: (204) 983-2509

Fascimile: (204) 983-7636

NEW BRUNSWICK - SAINT JOHN

George S. Thériault

District Administrator

Room 413

Provincial Building

110 Charlotte Street

Saint John, New Brunswick E2L 2J4

Telephone: (506) 636-4990

Facsimile: (506) 658-3070

NORTHWEST TERRITORIES -

YELLO WKNIFE

Lysette Develle District Administrator

The Court House

4905, 49th Street

Yellowknife, Northwest Territories X1A 2L9

(Mailing Address: P.O. Box 1320)

Telephone: (403) 873-2044

Facsimile: (403) 873-0291

Federal Court of Canada 1999 Report

NOVA SCOTIA - HALIFAX

François Pilon

District Administrator

1801 Hollis Street, 17th Floor

Suite 1702

Halifax, Nova Scotia B3J 3N4

Telephone: (902) 426-3282 Facsimile: (902) 426-5514

Courtroom: The Law Court Building

1815 Upper Water Street Halifax, Nova Scotia

B3J 1S7

Courtrooms: 330 University Avenue

Facsimile: (416) 954-0647 - Trial

(416) 973-2154 Appeal/Immigration

5th, 8th and 9th Floors

361 University Avenue Courtroom 4-10

PRINCE EDWARD ISLAND -CHARLOTTETOWN

E. Dorothy Kitson District Administrator

Sir Henry Louis Davies Law Courts

42 Water Street

Charlottetown, P.E.I. C1A 8B9

(Mailing Address: P.O. Box 2200)

Telephone: (902) 368-0179 Facsimile: (902) 368-0266

QUÉBEC - QUÉBEC

Marie-Christine Haubert District Administrator

Room 500 A

Palais de Justice, 300 Jean Lesage Blvd.

300 Jean Lesage Blvd. Québec, Québec G1K 8K6

Telephone: (418) 648-4920 Facsimile: (418) 648-4051

SASKATCHEWAN - SASKATOON

Dennis Berezowsky District Administrator The Court House

520 Spadina Crescent East

Saskatoon, Saskatchewan S7K 2H6

Telephone: (306) 975-4509

Facsimile: (306) 975-4818

QUÉBEC - MONTRÉAL

ONTARIO - TORONTO

Regional Director, Ontario

Toronto, Ontario M5G 1R7

Telephone: (416) 973-3356

7th Floor, 330 University Avenue

Peter P. Pace

Monique Giroux

Regional Director, Quebec

30 McGill Street Montréal, Quebec

H2Y 3Z7

Telephone: (514) 283-4820

Facsimile: (514) 283-6004 - Trial/Appeal

(514) 283-5388 Immigration

SASKATCHEWAN - REGINA

Gordon C. Dauncey

Acting District Administrator

The Court House 2425 Victoria Avenue

Regina, Saskatchewan S4P 3V7

Telephone: (306) 780-5268 Facsimile: (306) 780-6990

YUKON TERRITORY - WHITEHORSE

Thomas E. Ullyett

Acting District Administrator Andrew A. Phillipsen Law Centre

2134 Second Avenue

Whitehorse, Yukon Territory Y1A 5H6

(Mailing Address: P.O. Box 2703, Y1A 2C6)

Telephone: (403) 667-5441 Facsimile: (403) 667-4116

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# Appendix 2

### Some statutes under which the Federal Court exercises jurisdiction

Access to Information Act

Agriculture and Agri-Food Administrative

Monetary Penalties Act Atomic Energy Control Act

Bank Act

Bankruptcy and Insolvency Act

Broadcasting Act

Budget Implementation Act, 1998 Canada Agricultural Products Act

Canada Deposit Insurance Corporation Act

Canada Evidence Act Canada Grain Act Canada Labour Code Canada Marine Act

Canada Oil and Gas Operations Act

Canada Pension Plan

Canada Petroleum Resources Act

Canada Shipping Act Canada Transportation Act

Canadian Environmental Protection Act

Canadian Human Rights Act

Canadian International Trade Tribunal Act

Canadian National Railways Act Canadian Ownership and Control

Determination Act

Canadian Security Intelligence Service Act

Canadian Space Agency Act

Cape Breton Development Corporation Act

Citizenship Act Coasting Trade Act

Commercial Arbitration Act

Competition Act

Competition Tribunal Act

Cooperative Credit Associations Act

Copyright Act

Corrections and Conditional Release Act

Criminal Code

Crown Liability and Proceedings Act Cultural Property Export and Import Act

Customs Act

Defence Production Act

Divorce Act

Dominion Water Power Act

Emergencies Act Employment Equity Act Employment Insurance Act Energy Supplies Emergency Act

Escheats Act Excise Act Excise Tax Act Expropriation Act

Farm Credit Corporation Act

Fisheries Act

Foreign Enlistment Act

Hazardous Materials Information Review Act

Immigration Act Income Tax Act Indian Act

Industrial Design Act Insurance Companies Act

Integrated Circuit Topography Act International Boundary Waters Treaty Act International Sale of Goods Contracts

Convention Act

Labour Adjustment Benefits Act

Land Titles Act

Motor Vebicle Safety Act National Energy Board Act National Training Act

North American Free Trade Agreement

Implementation Act Northern Pipeline Act

Northwest Territories Waters Act

Official Languages Act

Patent Act

Payment Clearing and Settlement Act Pension Benefits Standards Act Petroleum and Gas Revenue Tax Act Petroleum Incentives Program Act

Plant Breeders' Rights Act

Postal Services Interruption Relief Act

Privacy Act

Public Servants Inventions Act Public Service Employment Act Radiocommunication Act

Railway Safety Act

Royal Canadian Mounted Police Act

Special Import Measures Act Status of the Artist Act Supreme Court Act Tax Court of Canada Act Telecommunications Act Timber Marking Act

Trust and Loan Companies Act

United Nations Foreign Arbitral Awards

Convention Act

Trade Marks Act

Yukon Surface Rights Board Act

Yukon Waters Act

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