IN THE TERRITORIAL COURT OF THE NORTHWEST TERRITORIES

IN THE MATTER OF:

3 1997

HER MAJESTY THE QUEEN

- V-

## CANADAIAN BROADCASTING CORPORATION

Transcript of the Sentencing Hearing held before The Honourable Judge R.M. Bourassa, sitting in Yellowknife, in the Northwest Territories, on the 25th day of November, A.D. 1996.

## **APPEARANCES:**

Mr. L. Rose:

Counsel for the Crown

Mr. J. Bayly:

Counsel for the Defence

1	THE	COURT:	Mr. Rose, Mr. Bayly.
2	MR.	ROSE:	Good morning, Your Honour.
3	MR.	BAYLY:	Good morning, Your Honour.
4	THE	COURT:	This is the CBC matter?
5	MR.	BAYLY:	It is, Your Honour, and the matter
6		was set today for a	sentencing hearing. And prior to
7		that commencing I wo	uld like to make an application to
8		Your Honour because	as I understand what happened at
9		the last sittings, ye	ou had found the CBC guilty. You
10		had not proceeded to	conviction and sentencing, as I
11		understand it, or to	complete that process in any event
12		but had adjourned it	today. It's my understanding, and
13		as I say I wasn't he	re, but that the constitutional
14		issues raised and the	e points and arguments 5, 11, and
15		27 in the document en	ntitled "Points and Argument" filed
16		September may not have	ve been addressed and may not have
17		been addressed because	se it was, from the outset, the
18		understanding, perhap	os misunderstanding of the Crown

That does not appear to be the correct law. The constitutional matters which we placed in the brief in those numbered paragraphs are clearly within your jurisdiction to deal with, and if I'm correct that we led you otherwise then my apologies for having done

and the defence, that if you were to find guilt, we

with in the Supreme Court.

might ask you to adjourn so we could have those dealt

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In any event those points, it seemed to me, require the option being given to the Crown with respect to the calling of evidence with respect to justification so that in the event that you were to find, for example, as had been found in the Canadian Newspapers case in 1988 that there was an abrogation of the right to freedom of the press, nonetheless it might be demonstrably justified if on evidence of a legislative as opposed to adjudicative character the Crown were to so persuade you. The option is there as well, I believe, for the defence to lead any additional evidence of an adjudicative nature in reply or otherwise should that appear to be required. So it is for that reason that I'm standing up before my friend at this time.

In order to assist you, I hope, I have provided several cases to, I hope, assist you with the point which may have about been in your mind as to whether you have jurisdiction at this stage of the trial to entertain this. I believe you do, I do not believe that you are functus and in that regard I've provided the Bertucci case from the Court of Appeal of Saskatchewan, a decision of Mr. Justice Tallis of that court from 1984 filed at 11 C.C.C. (3rd) 83, and a case which follows it out of Nova Scotia, a case called McDonald found from the Court of Appeal of that province found at Volume 107 of the Nova Scotia Reports

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at page 374, a decision of their Court of Appeal
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           delivered by Chief Justice Clark. Both --
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       THE COURT:
                                 Both with new evidence that came
           out and the trial judge refused to -- or indicated that
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           he couldn't adjudicate on the new issue that arose,
           wasn't it?
       MR. BAYLY:
                                 That's correct. But the real
           issue that I wanted to focus in on both of those is as
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           to whether the trial court is functus notwithstanding
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           that it may have pronounced guilt but not yet have
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           disposed of the matter and I don't believe you would
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           be.
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       THE COURT:
                                 But the issue in that case was a
14
           mistrial.
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       MR. BAYLY:
                                 That's correct, yes, but the --
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       THE COURT:
                                 It wasn't reopening the case or
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           dealing with an issue that arose in the case.
       MR. BAYLY:
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                                No, and I'm not suggesting you do
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           that because I believe you have all the adjudicative
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           facts and you have found on those facts after weighing
           them that the, that the defendant is guilty. The issue
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           then is whether a conviction should be entered or
           whether the Charter, Section 2(b), saves the defendant
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           from conviction on the basis that Section 486(4) might
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           overreach in applying, as it appears on the face of it
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           to do, to people who have since the order was made died
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           or even died before the order was made, and that if, in
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fact, the section prima facie overreaches or is -abrogates a constitutional or charter right, then you must, it seems to me, weigh whether that is a justified overreaching and that should be done as the cases seem to indicate on a proper evidentiary base. And, for that reason, I had laid the other cases before you out of the Supreme Court of Canada, Vikery (phonetic), Danson, and Brown and I believe McKay. Those being cases in which the issue really was whether there was a sufficient evidentiary base for the Court to make a proper adjudication on constitutional questions. are properly not to be made in what's called a factual vacuum and I'm not suggesting that there is an adjudicative factual vacuum, there is not. I think we've provided that in a satisfactory way to enable you to adjudicate on the issue of whether there is a breach of a section prima facie and you have done that. I'm saying is there is another class of facts which if Section 1 were to be invoked, would have to be placed before you so that it would -- so that you would be in a position to judicially weigh whether any constitutional infringement actually was justified under Section 1 of the Constitution. When I spoke to Mr. Rose he indicated that if you were to take that view that he would require some time

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to assemble whatever evidence or even to determine

whether he would assemble evidence on that point, and

1		it seemed to us that it must be raised by the Court of
2		record; in other words if we were to go to another
3		court for that, that court would not be one that would
4		ordinarily hear evidence except in a special situation,
5		and we also wanted to make sure that, that it was not
6		left to appear that we had somehow tried to avoid the
7		jurisdiction of the trial court on this issue where it
8		is plainly responsible, as the trier of fact and law in
9		the first instance to weigh that along with other
10	THE	COURT: But you agree that this argument
11		should have been made during the trial or at the end of
12		the trial?
13	MR.	BAYLY: Well, except that it was made in
14		the points in arguments which were filed on the 17th of
15		September. The one thing that does not appear to have
16		been done was to say, Your Honour, if you were to find
17		guilt would you stop at that point so that we can make
18		an application.
19	THE	COURT: Well, I don't believe I was ever
20		requested to rule that Section 486 was
21		unconstitutional.
22	MR.	BAYLY: Well I'm not sure whether that is
23		specific, but if you look at Point 27 of the points in
24		argument for example it reads as follows:
25		In the alternative, if the Court finds
26		that the CBC published information with respect to the identity of the late Carol
27		Kalluk while there was one or more valid and enforceable publication bans in effect with respect to the identity of

1 the complainants named in informations and for the Indictment charging Maurice 2 Cloughley with sexual assault because the said publication occurred after the death 3 of Carol Kalluk, the publication ban ceased to have effect with respect to her 4 identity from the date of her death. After her death, there could be no valid 5 legislative purpose to the publication ban with respect to the identity of Carol 6 It is thus that the section Kalluk. should be interpreted in the context of Charter Rights protected in Section 2(b). The ban should be found, 8 therefore, not to have been in effect in March 15, 1996 when the Trailbreaker 9 publication was broadcast. 10 So in that sense, Your Honour, we did raise it in that paragraph, perhaps less clearly in Paragraph 11 which 11 12 says, 13 The non-discretionary order which a court must grant when a proper application has 14 been made by the complainant or by the prosecutor on her behalf is not only a 15 limitation imposed on the Charter-protected right of freedom of the 16 press and other media of communication, but is also an important though limited 17 exception to the principle of open and public trials. That principle of open 18 and public trials is essential to ensure the protection of the rights of everyone 19 in Canada to fundamental justice and fair impartial hearings. When the protected 20 rights of individuals come into conflict, as can occur in the case of publication 21 bans, Charter principles require a balance to be achieved that fully 22 respects the importance of both sets of rights. Only by addressing the limitation of Charter-protected rights by 23 using the prescribed procedures in the 24 statute, are courts given the authority to impose the mandatory bans limiting 25 those rights as permitted in Section 486(3) of the Criminal Code. 26 27 So in that sense we did raise it, although as I say we

did not at the oral part of argument say that here is the procedure we would recommend that you follow.

THE COURT:

But isn't -- so going down the road hypothesizing for a moment, we could have a guilty verdict but an acquittal because the section is unconstitutional.

MR. BAYLY: We could have, yes, and that, it seems to me, is the appropriate thing to do. Why would we ask you to rule in advance of finding that there was a breach of the statutory provision because you'd be ruling in the abstract, it would almost be a reference question kind of situation.

So the concern is that -- for example if you were to have found that there was no actual breach, for us to then say, Well then fine, the charter section -- or, sorry, the section overreaches the Charter. You would rightly say, Mr. Bayly, why would I do that in that case, I've found your client not guilty on the facts. So we had to deal with the questions of whether there was guilt on the facts under the section before we could say, But then would you look at the section to see whether it should be read down with respect to a balancing of those -- the rights that it protects against those of freedom of the press set up in Section 2(b) of the Charter.

So my submission is that that is the proper approach, the mistake we made was by thinking perhaps

1 that was not a matter within your jurisdiction. But 2 we've clearly placed it in our brief as though it was and what we failed to do was to alert you at the end of 3 the hearing of evidence and in oral argument that we would recommend a two-stage process for the next phase 5 6 of the trial. That, in a nutshell, is what I wanted to say and request that this matter be dealt with in that way. THE COURT: Thank you, Mr. Bayly. Mr. Rose? 10 MR. ROSE: Sir, with the greatest of respect to my friend, I would submit that it is not relevant 11 whether Section 486 suffers from Charter overbreadth or 12 overreach. The issue we're dealing with here and dealt 13 14 with the trial was a breach of a court order. 15 indeed, Sir, even if that court order was made with 16 respect to a section that suffered from Charter overbreadth, I would submit that -- and I don't want to 17 18 again say my friend, but even my friend would admit that the issuing judge had jurisdiction ad initio. 19 where does even a successful Charter application get my 20 21 friend? I would submit nowhere. That's not the 22 The issue that we went to trial with was not -issue. 23 was not the validity of Section 486. 24 THE COURT: No, but it's an issue that can be 25 raised in a trial, can it not? 26 MR. ROSE: It can, Sir, but --27 THE COURT: And --

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-- with the greatest respect, the
      MR. ROSE:
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          issue isn't whether 486 is or is not -- is or is not
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          charter flawed, but whether the judge, whether the
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          issuing judge, the judge who issued that order had
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          jurisdiction ad initio? Because even if the section
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          was charter flawed, would there still not be an
          offence? And I would submit, yes, there would be.
          That's the issue.
                                What's the name of the case in the
       THE COURT:
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           Supreme Court where the individual -- was it a prisoner
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           was arguing that he was entitled to early release or
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           entitled to some kind of early release as a result of a
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           recent Charter interpretation but the Supreme Court of
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           Canada said no, he was going to serve time according to
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           the law at the time.
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                                That's right, Sir.
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       MR. ROSE:
                                What case is that, I can't
       THE COURT:
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           remember?
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                                The name slips my mind too, the
       MR. ROSE:
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           formal cite, but I mean it's tautological, Sir.
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           if individuals challenged a law at the time and either,
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           either -- and there is another case too dealing with
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           obstruct justice that basically went the same way, the
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           issue here is not the breach of a section, it's respect
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           to the law and respect with respect to a court order.
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           That's the issue, that's the gravamen of the offence.
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                So I would submit that, with the greatest respect,
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that whether or not the section is charter flawed is irrelevant and we should proceed to sentencing.

THE COURT:

Well, the defence wants me to

consider further argument at this stage.

Stepping back for a moment, there has been a trial. Evidence was adduced by way of consent and documents filed with respect to the evidentiary matters. I considered the matter and oral reasons were given finding the accused, The Canadian Broadcasting Corporation, guilty of the offence of broadcasting the identity of a complainant contrary to Section 486 of the Criminal Code.

The matter was adjourned to today's date for sentencing and defence now argues or urges the Court to consider dealing with an argument that Section 486(3) is unconstitutional which will obviously involve extensive arguments and an option of the Crown to call evidence.

The charter issues, if I can use that word, or the charter matters that were originally brought to the Court's attention were not put in that fashion, ie. directly. During the trial, at the end of the trial or during argument, this Court was not asked to rule specifically that Section 486 is unconstitutional.

On November 12th I gave my decision. I made my rulings and findings and dealt with the issues that I believed or was of the view were appropriate to deal

with, including relevant Charter matters, and it seems to me there is an element in the defendant's request that I provide, in effect, further explanations and further considerations of arguments already dealt with.

It seems to me that if arguments are going to be made or challenges are going to be made with respect to the law, it should be clear and unequivocal in the trial court that that is one of the issues to be considered. Over and above that, or what I've just said, I think I agree with the Crown that the compliance or noncompliance of the section of the Charter is irrelevant in the matter before me.

This matter is for sentencing. It's set for sentencing today and I don't believe it's appropriate for me now to, in effect, re-open the matter. I'll deal with sentencing.

MR. ROSE: Thank you, Your Honour. First let me submit that I will not take issue with what I would anticipate my friend's submissions that the offending corporation is indeed an outstanding corporate citizen. I also want to acknowledge that the offending corporation admitted the Crown's case without the necessity of the Crown calling witnesses, and I would submit, Sir, that the Court may, that the Court may take that circumstance into consideration in sentencing.

That being said, let me cut to the chase without indulging in a whole lot of prelude or editorial comment.

Now, Sir, with respect to the offence itself, I want to submit emphatically -- I want to submit emphatically that this offence has nothing, nothing to do with the exercise of the offending corporations or freedom of expression or freedom of the press and everything to do with the sanctity, the sanctity of court order. For it's the sanctity of the Court order, the respect for the Court order upon which the integrity of our judicial system is largely founded.

Further, Sir, this offence is not about the harm done to a victim who died tragically, whose name was disclosed by an offending corporation and breach of the court order, it is not the harm done to -- the gravamen of the offence has nothing to do with the harm done to the victim's family; indeed the gravamen of the offence is the profound lack of judicial respect, it's about a contempt of a court order.

Public, be it witnesses, be it complainants, be it victims, must continue, must continue to maintain a high degree of confidence that court orders will continue to be respected and confident that Courts will deal severely with those who knowingly breach such orders.

Witnesses come to court, Sir, with expectations

that if indeed a court order is made with -- it will be respected. And if that expectation, Sir, that expectation is diminished, it can not but have anything but a killing effect on victims of sexual assault disclosing such offences to the police.

Now, Sir, with respect to the specific offence here, the offending corporation is not an unsophisticated player and indeed it did not commit this offence through recklessness. No, the offending corporation knew what it was doing. It knew that it was breaching a court order, but it was driven by what I would respectfully submit, characterize as an institutional conceit that freedom of the press, freedom of expression is not, is not a limited right, but rather a license, a cart blanche to ignore a court order that it took issue with, that it disagreed with. A cart blanche to ignore a court order -- an order of this court and, Sir, to put it bluntly, damn the consequences.

Indeed it is this very conceit, it is this very conceit that had to have driven the offending corporation to breach the Court order as opposed to, Sir, and I emphasize this, as opposed to availing itself with other remedies available.

Indeed there were other remedies available, Sir, this -- the offending corporation might have approached the Crown and asked the Crown if it would be amenable

to have the order either amended or vacated. It did not do that. There is no evidence that it did that. The offending corporation might have gone to court and made an order either to amend or void the order, it did not do that. And, Sir, I would respectfully submit that it is this conceit, this institutional conceit that can only be characterized as a highly aggravating factor, a highly aggravating feature in sentencing.

Sir, the offence before the Court is summary in nature and as I read Section 719(b) of the Criminal Code, the maximum penalty for such an offence when a corporation is the accused is \$25,000, as opposed to the maximum penalty for an individual in terms of summary conviction offences which is six months imprisonment and a \$2000 fine. And I submit, I submit that the inference -- there is an inference that can be drawn, the inference is this; that because a corporation can not be imprisoned and deprived their freedom, Parliament has provided a fine that would provide sufficient deterrence to corporations, significant enough that would create a financial disincentive as opposed to something that could be absorbed, a nominal fine that could be absorbed by the corporation as a cost of doing business; that could be internalized, let's say in this matter, as a production expense for running such a story and breaching and ignoring and having no respect for the Court order.

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1 Given all the circumstances, Sir, the dominant 2 sentencing principle here is both specific and general deterrence, and I would submit that a fine in the 3 middle of that range, and when I say in the middle of that range I'm talking about a 10 to 15 thousand dollar 5 fine would only -- a fine of that nature would only go -be adequate in terms of satisfying these sentencing imperatives that I have referred to. 8 Subject to any 9 questions Your Honour may have, those are the Crown's 10 submissions. 11 THE COURT: Thank you. Mr. Bayly? 12 MR. BAYLY: Your Honour, the Crown is not 13 alleging a record against this corporation. The agreed facts indicate a single occurrence of a publication. 14 15 You have that in the agreed facts, actually Tab 9, that on the particular day in question, March 14, 1996, the 16 17 publication, itself, published a link between C  $\sim$ 18 and Maurice Cloughley. No evidence was 19 published, there was a publication of a name linking her with that convicted person. 20 21 The background of this, so that you are aware, the defendant corporation had, prior to broadcasting, 22 sought legal advice from its counsel as to whether 23 24 broadcasting the name of C K , after she had died, would offend Section 486. There is no claim that 25 there was ignorance of either the fact of the orders 26 having been made, whatever they may have meant; or 27

C K having been, at least at one time, a complainant. The advice they received is that it would not be a breach of the order.

The advice you have found was incorrect, but it is important and mitigating, in my respectful submission, that they sought the advice, they did not sail ahead in the absence of that. They were actually provided with two of the cases we put before you, including the Les Publications Photo Police decision which appeared to indicate to their legal advisor that this publication could be made without offending the order. So I take issue with Mr. Rose's characterization of corporate conceit, if I have the phrase correct, in fact they took what I would respectfully submit was a responsible and cautious approach. You found they were mistaken or their advice was mistaken.

They did not publish immediately upon receiving the advice, the publication -- the advice was sought in the context of an inquest which had been announced into the death of the young woman who had died in police cells, the broadcast was several months later in the context of a wrap-up story on treatment that was or wasn't available to people who had been victims of a serial sexual assault convict. And so it wasn't, in my respectful view, exploited for its own use, but it was placed in the context of a broadcast.

You will recall that it came about in the context

as well, and Mr. Rose is not taking issue of a situation where the complainant and others had already made some public knowledge available within their own community so as in terms of harm done to either the late complainant or her family, there appears to have been none. You have the evidence of the mother of the late complainant with respect to no particular interest in anonymity.

As the Crown has stated, there was no avoidance of the facts, they were admitted and worked out in advance so no evidence had to be called and the matter was left to you to deal with on the basis of agreed facts or admitted facts and legal issues to be argued.

We have one case in this jurisdiction to guide us, it is a decision that you, yourself, made in a matter involving the CJCD radio station, it's called Regina and CJCD Radio Limited, it's found in the 1987 volume of the Northwest Territories reports at page 36.

In that particular case there was a corporation, in that case pleaded guilty to an offence under the preceding section and there were two, there were two breaches, two publications. There was a claim of ignorance of the statutory provision. There was a survey of the authorities with respect to penalty. You imposed for the two breaches a fine in the amount of \$1,200. Admittedly the section with respect to the maximum penalties was different in 1987 where the

maximum was a -- the lower maximum was the same as the personal maximum is to this day in summary matters.

There may be a temptation to say a larger corporation should receive larger fines. That, in my respectful view, is not a fair principle. One should look at the offender, one should look at the nature of the breach, one should look at the context within the -- in which the breach was made and sentence accordingly.

In my respectful submission a fine in the lower range would be justified. A fine appears to be the only penalty available and in that respect some time to pay to arrange for payment will be sought.

It should be of significance to the Court that there hasn't been an appearance on this case where corporate management of the CBC has failed to appear. Today Joan Merrill, who is the director of CBC Radio, is here for management of the corporation as is Ian Hanna, who is producer of the Trailbreaker series which you have found has offended the publication ban. It was he who had sought the legal opinion in the first instance, and he has been present at every appearance on this case for the record.

THE COURT:

I have to sentence the Canadian

Broadcasting Corporation (CBC) on a charge of breaching
a court order made pursuant to Section 486(3) of the

Criminal Code.

The facts were agreed upon and submitted to the

court by way of Agreed Statement of Facts. That step expedited matters and is a factor to be taken into account.

The trial, such as it was, became an issue with respect to the law and the procedures that took place in various courts. Of course, guilty pleas can be taken into account -- there was no guilty plea here. A guilty plea is sometimes discussed in cases as an indication of remorse, which is not present here.

It's stated that the defendant requested and received legal advice to the effect that it was not illegal to publish the name of a protected individual, notwithstanding the Court order, as a result of her death following the making of the original court order. I have no knowledge and no information as to how the opinion was phrased or the manner in which it was requested.

Section 486(3), in my respectful view, is very straightforward, using unambiguous language and a most modest intrusion on the defendant's freedom of operation. The only thing the defendant had to do to avoid liability was to make application to the appropriate court for an order terminating the publication ban. That's all it had to do.

There is, I suppose, a resistance in some institutions and individuals to acknowledge responsibility to a power greater than their own which

is implicit in requesting permission, but, we are all subject to the law.

In my view, this offence goes to the integrity of the legal system. The issue isn't whether or not family members or neighbors or good friends of the victim whose name was published were offended or hurt although the presence of such kind of evidence in my view would be highly aggravating - the issue is that a court order was made and it was ignored deliberately and pusposefully by the defendant. That action attacks the integrity of the legal system.

The system may not be perfect, but in my view, as I've already indicated, Section 486 is clear-cut and provides for minimal protection for victims and witnesses who come to testify about sometimes very very difficult personal matters. I don't disagree with the Crown who states that having someone's name splashed all over the press or the media including the sordid details of crimes visited upon them is something that is properly to be prevented.

Not that that occurred in this case. I don't, I suppose, disagree to a certain extent with the arguments of defense that the publication here occurred some time well after the events that led to the publication ban, that it's not as though her name was taken and trumpeted in the piece; however, in terms of a goal of sentence, is has to be understood that we are

all subject to the law and the integrity of the legal system is in everyone's interest.

In terms of a fine, which is the only disposition available to me, the maximum is \$25,000. The same principles that apply in sentencing generally apply in this case; that is to say that there be proportionality between the offence and the penalty. The factors that I've indicated have to be taken into account as well as the nonexistence of a record, the presence of corporate officials throughout the matter, and the particulars of the offence which I think I've touched on and the particulars of the offence of the offender.

In my view a fine of \$6,000 is appropriate, in default distress, but I take it the Crown will be taking no action for a period of time?

16 MR. ROSE: Yes, Sir.

17 THE COURT: Now, I have another information

before me as well alleging an offence on the 24th of

19 June?

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20 MR. ROSE: Sir, does the victim of crime

21 surcharge apply, Sir?

22 THE COURT: Yes, that would be appropriate.

MR. ROSE: Okay.

24 THE COURT: What am I to do with this

25 information?

26 MR. BAYLY: Your Honour, you I think had

indicated that a plea should be entered at this time

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           and I am prepared as agent, as well as counsel, to
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           enter a not guilty plea at this time to that charge. I
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           wonder if we might put the matter over to speak to a
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           trial date so that I can obtain instructions and may I
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           suggest that we might do that perhaps two weeks from
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           today?
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       THE COURT:
                                 December 10th?
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       MR. BAYLY:
                                 That would be satisfactory, yes
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           Sir.
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       THE COURT:
                                  To set a trial date then.
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       MR. BAYLY:
                                  Thank you.
       THE COURT:
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                                  Thank you counsel.
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       MR. ROSE:
                                  Sir, may I be excused from counsel
14
           table?
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       MR. BAYLY:
                                  That's the only matter I'm
16
           involved in this morning.
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       THE COURT:
                                  Thank you, Mr. Bayly.
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       MR. BAYLY:
                                 Thank you, Sir.
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