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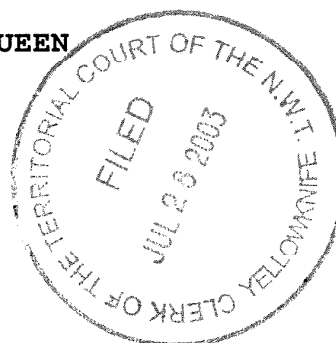
IN THE TERRITORIAL COURT OF THE NORTHWEST TERRITORIES

IN THE MATTER OF:

HER MAJESTY THE QUEEN

- and -

WANDA PENNER



Transcript of the Reasons for Judgment delivered by The Honourable Judge B.A. Bruser, sitting in Yellowknife, in the Northwest Territories, on the 11th day of July, A.D. 2003.

APPEARANCES:

Ms. L. Colton:

Counsel for the Crown

Mr. J. Brydon:

Counsel for the Defendant

(Charge under s. 266 of the *Criminal Code of Canada*)

1 THE COURT: I am ready to deal with this. It
2 might be preferable for me to reserve and deliver a
3 lengthy, well-reasoned judgment, but I think I can
4 convey the sense of this matter, and I know that if I
5 were to reserve, this would not change. All that
6 would change would be the manner in which I word the
7 judgment. It would be more scholastic if I could
8 reserve; but I think the issues are important enough
9 to deal with it now, and as I proceed, this ought to
10 become abundantly clear. Also, this accused has been
11 under considerable stress because of the proceedings.
12 I do not think it fair to sacrifice her on the alter
13 of scholastic achievement.

14 The charge is that Wanda Penner, on or about
15 May 1st this year, at Yellowknife, assaulted her
16 husband. In assessing and weighing the evidence, and
17 in resolving the complex constitutional issues, I am
18 indebted to counsel. They have been helpful, fair,
19 reasonable, and thorough.

20 At the outset, I make it as clear as this court
21 can pronounce on any statement: There is no offence
22 in the *Criminal Code of Canada* of spousal assault. I
23 have a sense that far too often people throw out words
24 carelessly, and when they refer to spousal assault,
25 they actually think they're talking about a crime.
26 There is a crime of assault. It is an aggravating
27 factor within the *Criminal Code of Canada*, and at

1 common law, to assault a spouse. There are a number
2 of reasons for this, one being the obvious breach of
3 trust, another one being an imbalance of physical
4 power. There are other reasons as well. I need not
5 go into them now. This is not a sentencing
6 proceeding. I am dealing with an assault by,
7 allegedly, one spouse upon the other.

8 To the extent that the enforcement agency (in
9 this case, the RCMP) may think of these offences as a
10 crime of spousal assault, I would have to disagree;
11 but I do not know that the policies fall into that
12 trap. I will say more about this shortly.

13 There are two issues. The first one raised by
14 the defence is the second one raised by the Crown. It
15 is the argument that the complainant consented to what
16 occurred. If the Crown fails to prove beyond a
17 reasonable doubt (the onus being on the Crown, not on
18 the defence) that the complainant did not consent, the
19 Crown's case must fail. I will deal with this issue
20 first, although I intend to give reasons on both
21 issues. It does not matter which order I do it in.

22 The complainant and the accused clearly were
23 talking about the same event. There are more common
24 features to what they had to say than features that
25 are not common.

26 The accused wanted to talk things through with
27 the complainant because she was having problems

1 trusting him. She had not slept well for two previous
2 nights. She thought, and apparently correctly so,
3 that she had seen her vehicle that she shares with the
4 complainant being driven by an unknown woman, and she
5 wanted to talk about that and, presumably, other
6 issues.

7 I will not review the evidence of the complainant
8 and the accused in depth, but, in summary, the
9 complainant says that he was in a bathroom in the
10 basement unit, and she blocked his way. She held him
11 by the chest area, or by, if he had been wearing a
12 suit, what we call the lapels. He dislodged himself.
13 He is much larger than she. He started to go up the
14 stairs. She wanted to talk. She made that clear to
15 him verbally. She grabbed onto the waist area of his
16 pants. She tugged and pulled him down onto his rear.
17 He did not sustain any physical injury; but he did, he
18 testified, sustain an emotional one. He went to a
19 telephone. The complainant continued with the yelling
20 and screaming at him that she had been doing up to
21 this point.

22 The police promptly came. They heard yelling and
23 screaming. They went into the unit, and the
24 complainant was seated; the accused was verbally
25 abusing him.

26 She doesn't dispute that this is more or less
27 what happened, but she says that he grabbed her arm

1 hard enough in the bathroom area to cause bruising.
2 She denies grabbing him by the lapel area, saying that
3 definitely did not happen. She admits to holding onto
4 the waist of the pants and tugging as hard as she
5 could and simply holding on. She was being dragged up
6 the stairs, and eventually he came tumbling down.

7 There have been suggestions in the
8 cross-examination of the complainant that he was
9 baiting the accused, or as people often say, pushing
10 buttons.

11 At no time did the complainant say that he had
12 anticipated taking over possession of the home,
13 property, or controlling anything else in their joint
14 lives. It was his intention, after this occurred, to
15 move out. He thought that's what was expected of him.
16 It is not a case, as we often see, where it is the
17 accused who is required to leave the home and where
18 complainants sometimes are challenged as to why they
19 called the police, with suggestions to them that they
20 did so simply to get a spouse out of the place so they
21 could occupy it alone. This isn't that kind of case.

22 I find very little in the evidence that indicates
23 in any sense dishonesty on the part of the complainant
24 respecting the reasons why he called the police. I do
25 not find a reasonable doubt on the consent issue that
26 he set the accused up. These are suggestions made to
27 him, and the accused herself testified that was her

1 view, that she had been set up. I do not share that
2 view. There is nothing suspicious or otherwise
3 sinister about the suggestion that the police had a
4 file open in the matter, or that a member assigned to
5 that file was called by the complainant after this
6 event. I read nothing into that either way, nothing
7 in favour of or against the complainant, nothing in
8 favour of or against the accused. It is neither here
9 nor there.

10 What is clear beyond a reasonable doubt is that
11 the complainant, when he got free from the bathroom
12 area, wanted to leave. It was his intention to defuse
13 the situation. The accused herself has acknowledged
14 in her testimony that she can become verbally active
15 when she becomes angry. This is what was happening.
16 The complainant did what any reasonable complainant
17 might do - he tried to walk away. Another option may
18 have been to try to talk to her. But he doesn't have
19 to talk to her on demand. This is not what a marital
20 relationship is about; you stay there, I want to talk
21 to you, you're not to move until I'm through.
22 Marriages don't function that way. Marriages are not
23 about that kind of power and control.

24 The complainant did not consent to being tugged
25 by the waistband, and I leave the other issue of the
26 lapel-grabbing aside because I can't resolve that. I
27 don't know what happened. I extend the benefit of a

1 doubt to the accused in that regard. But what is
2 common is that he did try to go up the stairs. He was
3 trying to leave. He was not baiting her. There was
4 no consent, express or implied, and I rule in favour
5 of the Crown on that issue.

6 The other elements of the offence have been made
7 out beyond a reasonable doubt. They are not in issue.
8 Identity, jurisdiction, whether a grabbing of the
9 pants and a pulling in that manner is an assault, are
10 not issues that have been placed in dispute.

11 If there were not a constitutional challenge, I
12 would therefore have to find, given these conclusions,
13 the accused guilty as charged.

14 The defence has filed a Notice of Motion on
15 Constitutional Issue. It was filed on May 26th.
16 Attached to it is the affidavit of the accused. She
17 testified in the voir dire, and her testimony there
18 conforms to the affidavit. I have been invited to
19 take into account her testimony in the voir dire on
20 that issue alone and I do so.

21 The grounds for the application are: One, the
22 arrest of the accused by the RCMP was arbitrary and
23 illegal; two, the detention following the arrest was
24 arbitrary and illegal; and finally, the policies of
25 the Attorney General for Canada and the RCMP in
26 respect of arrest and detention of people charged with
27 offences are arbitrary, illegal, and contrary to the

1 Charter.

2 The principles in the notice to be argued are:
3 One, the policies of the RCMP and the Attorney General
4 of Canada of arresting all people charged with assault
5 in a domestic context is an abuse of discretion,
6 arbitrary and contrary to statute law; two, the policy
7 of the RCMP and the policy of the Attorney General of
8 Canada of holding all people charged with assault in a
9 domestic context is an abuse of discretion, is
10 arbitrary, and is contrary to statute law; and, three,
11 the automatic arrest and detention of all people
12 charged with a "domestic assault" is an arbitrary
13 detention and an abuse of the person's right to be
14 presumed innocent within the meaning of the *Charter*.
15 Finally, the holding of the accused for a show cause
16 hearing before a Justice of the Peace was a denial of
17 her right to be presumed innocent and of her right to
18 reasonable bail in all the circumstances, thereby
19 violating her rights under the *Charter*.

20 I will now refer to the policies in issue. They
21 are an important part of the constitutional argument,
22 but, of course, are not all of that argument. The
23 conduct of the RCMP is also in issue, although their
24 conduct depends, on the evidence, to some extent on
25 the policies, but not totally so. I will try to make
26 this more clear as I proceed.

27 The Canada-wide policy from the Attorney General

1 of Canada is Exhibit 1. It is headed "Domestic
2 Violence". The first part of this (that is, the
3 numbers beginning 1. et cetera) are all abundantly
4 reasonable. They are intended to protect the Canadian
5 public. The policies recognize the tremendous harm
6 done to spouses everywhere in this country. The first
7 one, 1.a., by way of illustration, identifies
8 "domestic violence complaints..." and I note here, it
9 doesn't say "spousal" assaults. The language
10 "domestic violence complaints" is entirely
11 appropriate. I continue: "...as serious and
12 potentially dangerous incidents that involve risk to
13 the safety of the victim, children and responding
14 member." Nobody can argue that anything in that
15 sentence is inaccurate or exaggerated. If anybody
16 were to argue that to be so, I would say that such
17 argument is manifestly unreasonable.

18 1.b. does not state that the police are to lay
19 charges in cases of domestic violence; rather, it says
20 that "where reasonable and probable grounds exist..."
21 That language is consistent with the *Criminal Code of*
22 *Canada* and there's nothing contrary to it or to the
23 *Charter*. Where those grounds exist, charges are to be
24 laid, with or without the support of the victim.

25 There is appellant authority and authority from
26 the Supreme Court of Canada that victims are often at
27 the receiving end of improper balance of power and

1 control. That is a reason why the support of the
2 victim is not essential. Often victims are terrified
3 or intimidated economically or through other reasons
4 into not supporting charges. Paragraph 1.b. is
5 therefore, in my view, consistent with case law at the
6 highest levels in this country.

7 1.c. and 1.d., I need not refer to.

8 Under the heading "2. Division", the first
9 requirement is that the RCMP "join with participating
10 agencies in developing protocols and identifying
11 responsibilities to respond to domestic violence
12 incidences". I think anybody would be hard-pressed to
13 challenge that logic.

14 The last part of this exhibit is where the
15 complaint of the defence arises. But the policy 2.a.
16 should not be read in isolation, and this is why I
17 have referred to the preceding paragraphs. Paragraph
18 2 is simple:

19 "2.a. General, 1. A person believed, on
20 reasonable and probable grounds, to have
21 assaulted his/her spouse, should be
22 arrested and detained pending a show
23 cause hearing."

24 That is the end of that policy.

25 The operational manual, Appendix III-2-4, Exhibit
26 2, deals with the "Spousal Assault Protocol - Bail"
27 for this jurisdiction. I do not intend to be as
thorough with it as with Exhibit 1 because much of it
is not relevant enough for my purposes. That doesn't

1 mean that it is irrelevant; but for what I have to do
2 here this afternoon, it is not necessary to read it
3 all.

4 I begin with paragraph 2. It reads:

5 "A person believed, on reasonable and
6 probable grounds, to have assaulted
7 his/her spouse, should be arrested and
8 detained pending a show cause hearing."

9 These are the exact words used in the closing
10 paragraph of Exhibit 1. But unlike Exhibit 1, Exhibit
11 2 continues to develop the policy at a local level,
12 for local purposes.

13 Before I proceed, the word "should" as used in
14 Exhibit 1 and Exhibit 2, must be understood.

15 I have the *Canadian Oxford Dictionary* and I have
16 *Black's Law Dictionary*. Both give a similar meaning.
17 I begin with the *Canadian Oxford Dictionary*, being
18 "The foremost authority on current Canadian English".
19 The relevant part of the definition is in paragraph
20 2(a): "To express a duty, obligation, or likelihood."
21 In *Black's Law Dictionary*, sixth edition, the
22 definition in its entirety is worthwhile quoting:

23 "The past tense of shall; ordinarily
24 implying duty or obligation; although
25 usually no more than an obligation of
26 proprietary or expediency, or a moral
27 obligation, thereby distinguishing it
from 'ought.' It is not normally
synonymous with 'may,' and although often
interchangeable with the word 'would,' it
does not ordinarily express certainty as
'will' will sometimes do." (As read).

1 I conclude that what is being conveyed in the
2 policies for the RCMP is close to the word "shall".
3 It imposes a duty. It is greater than the word "may",
4 and this is consistent with the evidence of RCMP
5 members who testified and who understood this to be
6 their duty.

7 Paragraph 3, however, gives the police, following
8 a lawful arrest, the opportunity to release a person
9 without a show cause hearing being held,
10 notwithstanding paragraph 2 and the interpretation of
11 the word "should". It reads:

12 "The police must not release a person
13 charged with spousal assault
14 unconditionally without serious
15 consideration of the protection provided
16 in a conditional release."

15 This is as far as Exhibit 2 goes to address the
16 release by an officer in charge on a promise to appear
17 or on a recognizance with an undertaking in form 11.1.
18 If the policy, Exhibit 2, did not contain paragraph 3,
19 I would be concerned.

20 The way I will approach the next part of this
21 judgment is to follow the division submitted by Crown
22 counsel. There is the arrest and there is the
23 detention thereafter. I begin with the grounds for
24 the arrest.

25 The evidence of Constable Aimoe is critical. She
26 was the arresting officer. Why did she arrest the
27 accused?

1 As the police approached the home, they heard a
2 female yelling inside, although the words could not be
3 made out. She dealt with the accused, who eventually
4 calmed down. She told the accused that she was under
5 arrest for assault. She gave the accused her right to
6 counsel, advice consistent with Section 10 of the
7 *Charter*.

8 Constable Aimoe did not tell the accused that she
9 was under arrest for "spousal" assault. In the wording
10 of the arrest, she did not appear to be under a
11 misapprehension that there was an offence of "spousal"
12 assault, which is in some way different from the
13 actual offence in the *Criminal Code* of assault. She
14 did say, though, that she was following the policy.
15 The policy as she understood it is that if there are
16 reasonable and probable grounds to believe that there
17 has been a "spousal assault", that they are to arrest
18 and detain pending a show cause proceeding. To this
19 extent, I find she was in error.

20 That is not, however, the only reason she gave
21 for arresting the accused. I accept her evidence as
22 to why she placed the accused under arrest. Part (a)
23 was the assault, but part (b) was her fear that if she
24 did not arrest the accused, the offence would
25 continue, or it would resume. She based this on the
26 yelling and screaming she heard upon her arrival. She
27 based it, as well, upon the observation she made of

1 the accused who did not calm down for some minutes
2 following her arrival. Also, she based it upon the
3 accused's statement that she had said she wanted to
4 confront her husband earlier in the day and had been
5 looking for him. She also based it upon instructions
6 that she believed came her way from the corporal who
7 testified that this was an "arrestable" offence.

8 The *Criminal Code of Canada*, Section 495, allows
9 a peace officer to arrest without a warrant if a
10 person has committed an indictable offence, or who, on
11 reasonable grounds, she believes has committed or is
12 about to commit an indictable offence. There are some
13 prohibitions under Section 495(2).

14 Subsection 495(2) provides that a peace officer
15 shall not arrest a person without a warrant for this
16 type of an offence in any case where she believes on
17 reasonable grounds that the public interest, having
18 regard to all the circumstances including the need to:
19 one, establish the identity of the person; two, secure
20 or preserve evidence; and, three, to prevent the
21 continuation or repetition of the offence, may be
22 satisfied without so arresting the person.

23 The officer, when viewed both subjectively and
24 objectively, had the subsection 495(1) grounds to
25 effect the arrest, and had, again viewed both
26 subjectively and objectively, reasonable grounds to
27 believe that the offence would have been committed, or

1 could have been committed, had the police simply
2 departed with a warning not to do this again.

3 I find the arrest to have been lawful and
4 entirely in accordance with the member's duty to serve
5 and to protect the public. This was not a blind
6 arrest based on a blanket policy in which the RCMP, as
7 has been alleged, came across a situation like this
8 and simply arrested someone based on policy. There is
9 more than policy behind this arrest. The grounds have
10 been established according to the *Criminal Code of*
11 *Canada*, Section 495, and the common law that has
12 applied it.

13 This takes me to the second consideration, and
14 this is the one that Crown counsel has, I think,
15 properly conceded to be the difficult part of the case
16 from her perspective.

17 The accused was detained by the police for about
18 seventeen and a half hours before being brought before
19 a Justice of the Peace. There was nothing improper in
20 law or on the facts with Constable Aimoe leaving the
21 matter, after the accused had been placed in a cell,
22 in the hands of another responsible member. To the
23 extent that there is any suggestion that doing so is
24 somehow improper or unlawful under the *Criminal Code*
25 *of Canada* or under the *Charter*, I reject such argument
26 outright.

27 The problem is this: Why did an officer in

1 charge or other peace officer not release this accused
2 within that seventeen-and-a-half-hour period? The
3 answer to this, I find, on the totality of the
4 evidence, is that the police mistakenly misinterpreted
5 their policy. They thought they had to keep her in
6 custody. I have made it clear that they did not have
7 to do so by virtue of their policy.

8 It is beyond contention that if policy and the
9 law are in conflict, the law applies. Law trumps
10 policy. In this case, though, the policy and the law
11 are not in conflict. It is the investigating members'
12 (I am using the plural here whereby I include all the
13 members who were involved) misunderstanding and
14 consequent misapplication of the policy that caused
15 Wanda Penner to be detained for seventeen and a half
16 hours. No consideration at any time was apparently
17 given to having her released by a peace
18 officer/officer in charge with or without conditions.
19 Paragraph 3 of Exhibit 2 (the Operational Manual
20 policies) specifically allows a release without
21 conditions, although, in this type of case, it would
22 be an exceptional situation where a peace officer
23 would do so. Conditions would usually be more
24 appropriate.

25 In making the finding that the police have
26 misunderstood and misapplied the policy in Exhibit 2,
27 I am not finding that they acted out of any improper

1 motive. This was innocent and inadvertent. I am
2 satisfied beyond any doubt of this. There is nothing
3 to suggest that they were detaining her in this way to
4 try to squeeze a confession out of her or that they
5 had any bias or ill will against her. Indeed, any
6 suggestion of this sort can be dispelled from the very
7 fair way that Constable Aimoe dealt with the accused
8 in her home. The accused was in a housecoat. She was
9 allowed, without being handcuffed, into her bedroom,
10 and while the officer stood by for apparent safety
11 reasons, she was allowed to change into outdoor
12 clothing and get her outdoor wear as well, and then
13 she was handcuffed and taken to the detachment and
14 placed in a cell. There is no suggestion that she was
15 placed in a cell with people who might have been
16 expected to intimidate or harm her. She was given, by
17 the officer, something to lie on, something that would
18 make her stay not comfortable necessarily but more
19 comfortable than it would have been had the officer
20 not been caring. The police were fair, they were
21 reasonable, they were acting out of good faith and
22 nothing but good faith, but they made a mistake.
23 They made a mistake which I infer may have developed
24 over the course of time by the misapplication and/or
25 misunderstanding of Exhibit 2. There comes a point
26 where sometimes when something is done incorrectly, it
27 develops into a pattern or a custom, and the pattern

1 or custom is thereafter deemed to be correct because,
2 after all, that is the way everybody does it. This is
3 what seems to have happened here.

4 Although I perhaps don't have to go further, I
5 will. I will now deal with the options that were, in
6 law, available to the police. I am now not addressing
7 the policy.

8 Under Section 496 of the *Criminal Code*, a number
9 of offences are mentioned. There are three
10 categories. The offence of assault fits within
11 Section 496. In other words, it is one that an
12 appearance notice could be issued for. I do not say
13 that in this case it would have been appropriate to
14 issue an appearance notice. It would have been, on
15 the contrary, inappropriate to do so. But to
16 understand the rest of this judgment, I have to refer
17 to Section 496.

18 Under Section 497, the release from custody by a
19 peace officer is as stated. It has to do with the
20 arrest without a warrant, but it refers to the Section
21 496 offences, which is why I had to begin with Section
22 496.

23 The beginning of Section 497(1) is that the
24 person has to be released from custody "as soon as
25 practicable" with the intention of compelling the
26 appearance by summons. The police cannot issue their
27 own summons. That has to be done by a Justice of the

1 Peace. That's why the words are "with the intention
2 of compelling the appearance by way of a summons".
3 The police can't say what the Justice of the Peace
4 will do. All they can do is to ask a Justice of the
5 Peace for a summons. That's why that language is
6 used. Where there has been an arrest without a
7 warrant, an appearance notice can be issued where the
8 person has been arrested and then released right away.
9 This covers the situation where there is an arrest and
10 then the police officer decides, no, I don't have to
11 detain this person anymore, I'll let him go. Often
12 that can happen within a few minutes.

13 Under Subsection 497(1.1), the peace officer is
14 prohibited from releasing a person under subsection
15 (1) "if the officer, on reasonable grounds, believes
16 that it is necessary in the public interest that the
17 person be detained or," and this is significant, "that
18 the matter of their release from custody be dealt with
19 under another provision of this Part..." and then the
20 criteria are referred to. One of the criteria is to
21 prevent the continuation or repetition of the offence,
22 which is what Constable Aimoe had in mind. So the
23 arrest was lawful to prevent a repetition of the
24 offence, and the detention thereafter was lawful for
25 the same purpose. It would be illogical to arrest to
26 prevent the repetition of an offence and then walk out
27 of the home 90 seconds later and do nothing more.

1 This leads me to conclude that the arrest was lawful
2 and the subsequent detention was lawful.

3 Under subsection (3), it is provided that a peace
4 officer who has arrested a person without a warrant
5 for one of the offences that I have already referred
6 to, including assault, "and who does not release the
7 person from custody 'as soon as practicable' in the
8 manner described in that subsection, shall be deemed
9 to be acting lawfully and in the execution of the
10 peace officer's duty for the purposes of any
11 proceedings under this or any other act of
12 Parliament..."

13 What do we now have? We have a lawful arrest and
14 a lawful detention. Logically, the police had to take
15 Mrs. Penner to the detachment as a detained person.

16 Section 498 is the next section. Not
17 surprisingly, it says that if a person who has been
18 arrested without warrant is taken into custody and is
19 detained in custody under 503(1) for an offence in
20 Section 496(a), (b), or (c), or any other offence that
21 is punishable by imprisonment for five years or less -
22 and assault fits that category - and "has not been
23 taken before a justice or released from custody under
24 any other provision of this Part, the officer in
25 charge or another peace officer shall, as soon as
26 practicable, (a) release the person with the intention
27 of compelling their appearance by way of summons; (b)

1 release the person on their giving a promise to
2 appear...", and (c) has to do with the recognizance
3 before an officer in charge or another peace officer,
4 and (d) does not apply.

5 The members who were in the detachment -- and it
6 doesn't matter who they are - the police are the
7 police -- had the accused in their care, in custody,
8 and had to release her under paragraphs (a), (b), or
9 (c) of Section 498(1). But Parliament has added
10 paragraph (1.1) to Section 498, which prohibits the
11 officer in charge or a peace officer from releasing
12 under subsection (1) if the officer in charge or the
13 peace officer believes on reasonable grounds that -
14 and here we go with the same language I have referred
15 to already - it is necessary to keep the person
16 detained to establish identity, to secure or preserve
17 evidence, or to prevent the continuation or repetition
18 of an offence - and here I am summarizing - or to
19 ensure the safety and security of any victim of/or
20 witness to the offence.

21 It would have been lawful to keep this accused in
22 custody if any of those criteria had been established.
23 But things had cooled down by the time the accused
24 arrives at the detachment. Mr. Penner had left the
25 home. He'd packed up. He had another place to go.
26 The accused was no longer yelling and swearing and
27 saying that she would go looking for him. I don't

1 know why she could not have been released on a summons
2 or on a promise to appear or on a recognizance.
3 Apparently no consideration was given to doing so.

4 Under Subsection (3) of Section 498, an officer
5 who does not release from custody as soon as
6 practicable in the manner I referred to earlier "shall
7 be deemed to be acting lawfully and in the execution
8 of the officer's duty".

9 Section 503 of the *Criminal Code* is also
10 applicable. It provides that a peace officer who
11 arrests a person without a warrant - and I'm skipping
12 some words that aren't applicable, Counsel - shall
13 cause a person to be detained in custody and to be
14 taken before a justice to be dealt with according to
15 law where a justice is available within a period of 24
16 hours after the person has been arrested, and without
17 unreasonable delay, and in any event, within that
18 period. Seventeen and a half hours, in these
19 circumstances, is, whichever way one looks at it, an
20 unreasonable delay. The police knew that the accused
21 could not be brought before a Justice of the Peace for
22 seventeen and a half hours, and were obligated to
23 consider something else. Section 503 provides for
24 that something else. It allows the police, in that
25 kind of a situation, to release the person
26 unconditionally or conditionally. The police,
27 however, gave no thought to this. They may have

1 decided to release her unconditionally. They might
2 have decided to release her conditionally and could
3 have done so. These are exercises of their
4 discretion, and as long as the discretion is lawfully
5 thought through and carried out, the courts would not
6 interfere. But here there was a failure to exercise
7 any discretion.

8 They could have protected, if they had thought
9 about it, the complainant by including a number of
10 authorized conditions by means of a promise to appear
11 or a recognizance, along with a Form 11.1 undertaking.

12 I shall now refer to the *Charter of Rights* as I
13 near the conclusion of these reasons.

14 Section 7 provides that "everybody has the right
15 to life, liberty and security of the person and the
16 right not to be deprived thereof except in accordance
17 with the principles of fundamental justice." The
18 police here failed to afford this accused the
19 "fundamental justice" that the *Criminal Code of Canada*
20 required them to consider.

21 The sections of the *Criminal Code* that I have
22 referred to are not unconstitutional; they are part of
23 the principles of fundamental justice. Section 7 of
24 the *Charter* has been breached in this case.

25 Section 9 provides that "everyone has the right
26 not to be arbitrarily detained or imprisoned." It is
27 not, as the case law says and as counsel have

1 correctly argued, every unlawful detention or every
2 unlawful imprisonment that will necessarily be an
3 arbitrary detention or an arbitrary imprisonment and
4 therefore in contravention of the *Charter*. But in
5 these circumstances, given the reasoning process that
6 I have been following, I find that Section 9 was
7 violated. There was an arbitrary detention past a
8 certain point, not at the house and not initially at
9 the detachment, but at some point within those
10 seventeen and a half hours. It's not necessary for me
11 to decide exactly at what point it was. There was an
12 arbitrary detention and an arbitrary imprisonment,
13 because when one is locked up in a cell, one is in
14 these circumstances both arbitrarily detained and
15 arbitrarily imprisoned.

16 Section 11 of the *Charter*, paragraph (e),
17 provides that any person charged with an offence has
18 the right "not to be denied reasonable bail without
19 just cause". There was no just cause for detaining
20 this accused for seventeen and a half hours. That
21 section, as well, was violated.

22 Now what do I do? The relief sought is for a
23 stay or, alternatively, punitive damages. It is not
24 for damages, but rather "punitive" damages.

25 There will not be a judicial stay. A judicial
26 stay is an exceptional remedy. Given the very
27 positive features of what the police did do,

1 notwithstanding the devastating effects to the
2 accused, I do not find that the circumstances warrant
3 a judicial stay of proceedings.

4 The same reasoning leads me to conclude that
5 punitive damages are not appropriate. If this
6 situation had happened in another case in this
7 jurisdiction where the police were flaunting the
8 decisions of this or any other court, a stay or
9 punitive damages might be appropriate. As far as I am
10 aware, this is a leading case in this jurisdiction on
11 this issue, and I think it would be inappropriate to
12 be too harsh on the authorities. In a future case,
13 however, it could be successfully argued that a more
14 severe Section 24(1) *Charter* sanction is not only
15 warranted but necessary.

16 I do not see this as a case, either, for damages
17 simpliciter. The same reasoning process applies. I
18 think that it is probable, following the limited
19 company judgment from the Supreme Court of Canada
20 referred to by counsel, that this court does have
21 authority to award damages, but I need not resolve
22 that issue.

23 I am called upon in at least one of the cases
24 filed by counsel to be "imaginative". In my view, the
25 appropriate remedy is to decline to enter a
26 conviction.

27 One of the arguments raised by Crown counsel is

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that the remedy could be fashioned in the sentencing stage, perhaps by way of a discharge, absolute or conditional. If there were a discharge and if it were a conditional one and the accused successfully completed the probationary term, there would not be any conviction; but she would still have a record, a record for having been found guilty of this assault. But I'm not going to enter a finding of guilt. Therefore, there will be no record. It is not a stay. It is not an acquittal. It is simply a remedy in which the Court is doing nothing further.

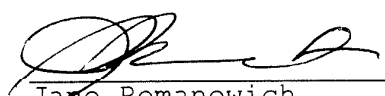
Does the Crown have anything more?

MS. COLTON: No, sir. Thank you.
MR. BRYDON: No, sir.
THE COURT: Mr. Brydon?
MR. BRYDON: No.

(CONCLUSION OF PROCEEDINGS)

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Certified to be a true and accurate transcript, pursuant to Rules 723 and 724 of the Supreme Court Rules of Court



Jane Romanowich,
Court Reporter