Commission of Inquiry Into the Wrongful

Conviction of David Milgaard before

The Honourable Mr. Justice Edward P. MacCallum

Transcript of Proceedings and

Testimony before the Commission sitting at the Sheraton Cavalier Hotel at Saskatoon, Saskatchewan

On April 20th, 2004

Volume 1

RE: Standing and Funding Applications



Commission Staff:

Mr. Douglas C. Hodson, Commission Counsel

Ms. Vanessa Monar Enweani, Assistant Commission Counsel

Ms. Candace D. Congram, Executive Director

Ms. Irene Beitel, Clerk to the Commission

Appearances:

Mr. Hersh Wolch, Q.C., for Mr. David Milgaard

Mr. Aaron Fox, Q.C., for Mr. Eddie Karst

Mr. Silas Halyk, Q.C., for Mr. T.D.R. Caldwell

Mr. Barry Rossmann, Q.C., for the Saskatoon Police

Service

Ms. Sharon Pratchler, for Government of Saskatchewan

Mr. Melvin Green, for The Association in Defence

of the Wrongly Convicted

(AIDWYC)

Mr. James Lockyer, for Ms. Joyce Milgaard

Mr. Bruce Gibson, for the RCMP

Mr. Brian A. Beresh, for Mr. Larry Fisher

Support Staff:

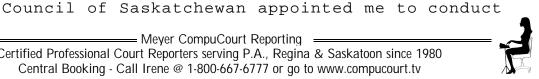
Karen Hinz, CSR and Official Queen's Bench

Donald G. Meyer, CSR Court Reporters

Larry Prehodchenko, Inland Audio Technician



1 (Proceedings commenced at 10:03 a.m.) 2 COMMISSIONER MacCALLUM: Good morning. 3 This hearing is now in session. The 4 Honourable Justice MacCallum presiding as 5 Commissioner. 10:03 6 COMMISSIONER MacCALLUM: Welcome to the 7 opening session of the Commission of Inquiry into 8 the Wrongful Conviction of David Milgaard. 9 Today's hearing is limited to a discussion of 10 which parties will be granted standing and 10:04 funding meaning who will actively participate in 11 12 the inquiry and who will have their legal fees 13 paid for doing so. The balance of the public hearings, as I will explain, will not take place 14 15 for some time. 10:04 16 I will begin with 17 introductions, then make opening remarks about 18 public inquiries in general, and this one in 19 particular, and finally move to the business of 20 standing and funding. 10:04 21 My name is Edward MacCallum, I 22 am a Justice of the Court of Queen's Bench of 23 Alberta. By Order-in-Council dated the 18th of 24 February, 2004, the Lieutenant Governor in



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this inquiry. Since then Commission staff has been hired and an office established at 1020 - 606 Spadina Crescent East in Saskatoon. The public hearings will be held in this city at locations to be announced.

Let me introduce my staff. Douglas C. Hodson is Commission counsel. Hodson practices law in Saskatoon as a civil litigator. His associate is Vanessa Monar Enweani, also a litigation specialist in this city. Candace Congram is our executive director and her regular duties are as manager of strategic communications for Saskatchewan Justice. You find her in Regina. Mel Olsen-Thoen of Viscount is the Commission secretary. She runs the office in Avord Towers at the address I mentioned. clerk for the hearings will be Irene Beital. The RCMP will provide security and the recording of evidence will be done by Meyer CompuCourt Reporting.

Several counsel present represent parties seeking standing. I ask them to introduce themselves at the podium and identify their clients. Perhaps I'll just call you up, gentleman or ladies, in the order in which your

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	1	names appear on the list of applications. For		
	2	David Milgaard, Hersh Wolch. Thank you, Mr.		
	3	Wolch. At the moment it won't be necessary to		
	4	make your application. I just wanted everybody to		
10:06	5	be able to see you.		
	6	MR. WOLCH: No, I appreciate that. I just		
	7	indicate that I am here for David Milgaard.		
	8	COMMISSIONER MacCALLUM: Thank you very		
	9	much. And then for Mr. Eddie Karst, Mr. Fox?		
10:07	10	MR. FOX: Yes.		
	11	COMMISSIONER MacCALLUM: Mr. Fox, Aaron A.		
	12	Fox for Mr. Eddie Karst, and for Mr. Caldwell,		
	13	Mr. Silas Halyk?		
	14	MR. HALYK: That's correct, sir.		
10:07	15	COMMISSIONER MacCALLUM: Representing		
	16	Mr. T.D.R. Caldwell, and for the Government of		
	17	Saskatchewan, Ms. Sharon Pratchler?		
	18	MS. PRATCHLER: Yes.		
	19	COMMISSIONER MacCALLUM: Thank you. And for		
10:07	20	AIDWYC, that's an acronym for The Association in		
	21	Defence of the Wrongfully Convicted.		
	22	MR. LOCKYER: James Lockyer. I actually		
	23	have two hats today.		
	24	COMMISSIONER MacCALLUM: I believe you		
10:07	25	represent Joyce Milgaard as well?		



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	1	MR. LOCKYER: That's correct.		
	2	COMMISSIONER MacCALLUM: Thank you,		
	3	Mr. Lockyer. And for the RCMP, Mr. Gibson?		
	4	MR. GIBSON: Yes, good morning.		
10:07	5	COMMISSIONER MacCALLUM: Bruce Gibson?		
	6	MR. GIBSON: Yes.		
	7	COMMISSIONER MacCALLUM: And for the		
	8	Saskatoon Police Services, Mr. David Rossmann?		
	9	MR. ROSSMAN: Barry Rossman.		
10:07	10	COMMISSIONER MacCALLUM: Barry Rossmann,		
	11	sorry. And for Larry Fisher?		
	12	MR. BERESH: Mr. Beresh appearing, Mr.		
	13	Commissioner.		
	14	COMMISSIONER MacCALLUM: Mr. Brian Beresh.		
10:08	15	This inquiry was established		
	16	under Sections 2 and 5 of The Public Inquiries		
	17	Act of Saskatchewan. Section 2 reads:		
	18	"The Lieutenant Governor in Council, when he		
	19	deems it expedient to cause inquiry to be		
10:08	20	made into and concerning a matter within the		
	21	jurisdiction of the legislature and connected		
	22	with the good government of Saskatchewan or		
	23	the conduct of the public business thereof,		
	24	or that is in his opinion of sufficient		
10:08	25	public importance, may appoint one or more		



Commissioners to make such inquiry and to report thereon."

The public business which concerns us is the wrongful conviction of David Milgaard for the murder of Gail Miller on the 31st of January, 1969. The circumstances of her death excited great sympathy and outrage at the time and still do. Such emotion could play no part in the criminal investigation and prosecution and we cannot allow emotion to cloud our judgment in this public inquiry. The Miller family should understand that clinical detachment is necessary in dealing with the evidence and should not be taken by them for lack of sympathy.

A year to the day following the death, David Milgaard was convicted of the murder and sentenced to life imprisonment. His appeal from conviction was dismissed by the Saskatchewan Court of Appeal on the 5th of January, 1971 and leave to appeal to the Supreme Court of Canada was denied.

Pursuant to an application under Section 690 of the Criminal Code by David Milgaard to the Minister of Justice, the matter was referred to the Supreme Court of Canada which held

a hearing and considered fresh evidence. The court said in part, I quote:

"It is appropriate to begin by stating that in our view David Milgaard had the benefit of a fair trial in January, 1970. We have not been presented with any probative evidence that the police acted improperly in the investigation of the robbery, sexual assault and murder of Gail Miller or in their interviews with any of the witnesses, nor has evidence been presented that was inadequate disclosure in accordance with the practice prevailing at the time. However, fresh evidence has been presented to us. Wilson, a key witness at the trial, recanted part of his testimony. Additional evidence has been presented with respect to Milgaard's alleged motel room confession. importantly, there was evidence led as to sexual assaults committed by Larry Fisher which came to light in October, 1970 when In our view, this Fisher made a confession. evidence, together with other evidence we have heard, constitutes credible evidence that could reasonably be expected to have

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affected the verdict of the jury considering the guilt or innocence of David Milgaard."

The court held that the continued conviction of David Milgaard constituted a miscarriage of justice and recommended that the conviction be quashed and a new trial was ordered. Saskatchewan declined to further prosecute and entered a stay.

A cover-up was alleged and Saskatchewan Justice asked the RCMP to investigate and report, which it did in January of 1994, concluding that there was no evidence of criminal wrongdoing on the part of Saskatchewan Justice officials or Saskatoon City Police officers. Mr. Milgaard continued to seek complete exoneration and in 1997 DNA testing of the Gail Miller crime exhibits was conducted. Larry Fisher was arrested and charged for the murder of Gail Miller.

The Government of Saskatchewan committed to holding a public inquiry after criminal proceedings were concluded and both the Federal and Saskatchewan governments participated in a monetary settlement with David Milgaard and his family. On November 22nd, 1999 Larry Fisher was convicted of the murder of Gail Miller. His appeal to the Saskatchewan Court of Appeal was



dismissed on the 29th of September, 2003 and he is currently seeking leave to appeal to the Supreme Court of Canada.

In view of all that has passed, the public might well ask what more could a public inquiry hope to accomplish. The answer to that is to be found in the nature of a public inquiry and in the terms of reference. We are charged with the responsibility of inquiring into any and all aspects of the conduct of the investigation into the Miller death and the subsequent criminal proceedings resulting in the wrongful conviction of David Edgar Milgaard. The Supreme Court was not presented with credible proof that the police had acted improperly in the investigation and found that Milgaard had received a fair trial and adequate disclosure. Our direct concern is not the trial, but rather the propriety of the investigation and the prosecution.

Our inquiry also has the responsibility to seek to determine whether the investigation should have been reopened based on information subsequently received by the police and the Department of Justice. The Supreme Court of Canada ordered a new trial, but did not address

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its remarks specifically to the reopening of an investigation.

The RCMP investigation, on the other hand, was focused on allegations of wrongdoing by the Saskatoon City Police and Saskatchewan Justice in both the investigation and the prosecution of David Milgaard. As many as 10 RCMP investigators worked on the case, thousands of documents were read, hundreds of witnesses interviewed and a report of some 300 pages was produced.

The investigation was led by the Alberta Attorney General's department for the sake of impartiality and the appearance of impartiality. Nevertheless, the effort was conducted by a police force regarded by some as sympathetic to the prosecution's case and to the Saskatoon police. That might be unfair, but the perception remains.

Although our Commission will go over some of the same ground, we will be taking statements from witnesses followed by sworn testimony at public hearings. We will have, in addition, the benefit of sworn testimony at our hearings which was not available to the RCMP.

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Also, we are charged with making such recommendations as we consider advisable relating to the administration of criminal justice in the Province of Saskatchewan. We regard the work we are asked to do as being a culmination of what has gone before rather than simply putting a new face on old news.

In light of the terms of reference given to us by the Government of Saskatchewan, it is important to understand what this inquiry is about. It concerns David Milgaard's wrongful conviction. In 1992 the Supreme Court of Canada decided that his continued conviction constituted a miscarriage of justice in view of certain evidence which was before them, but not before the jury at his trial in 1970. Supreme Court set aside the conviction and ordered a new trial. Had the trial been held, a court might have found him guilty as charged, that is, of murder, not guilty of murder but guilty of some lesser offence, or not guilty, but a new trial was not held because the Government of Saskatchewan, as was their prerogative, decided not to continue with the prosecution.

Our task is to discover, if

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1 possible, why David Milgaard was wrongfully 2 convicted. Was it because of evidence or the lack 3 thereof flowing from a flawed investigation or 4 Should the case have been reopened prosecution? 5 when new evidence came to light after the trial? 6 This inquiry is dedicated to seeking out the truth 7 and we will go where the evidence leads and draw 8 conclusions of fact where warranted by the 9 evidence irrespective of the findings of others, but essentially we are concerned with the integrity of the process of a criminal investigation and prosecution. The Supreme Court of Canada said that Mr. Milgaard received a fair trial, but the concern is did the jury receive the best evidence available and, if not, why not. The Commission is a fact finding

body and not a court. We cannot make findings of criminal or civil responsibility, but we will not shrink from finding personal responsibility for actions, for political decisions or for systemic failures if that is where the evidence leads. The reach of our Commission is constitutionally limited to matters within the jurisdiction of the legislature. We cannot infringe on federal power over the criminal law or criminal procedure. We

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cannot investigate the internal workings of a federal institution. We do have the power to make findings of misconduct against persons and, if the evidence seems to point in that direction, we will give such persons notice that an adverse finding is possible.

I am expected to be, and I am, both impartial and independent. Commission counsel is my agent and he and his associate will gather and present evidence impartially. advocates only for truth and not for the interests of any party. Our inquiry will seek to be fair, to be effective, to be speedy and to be It will be driven by evidence, not by economical. theories. I will not allow our hearings to serve as a platform for the propagation of baseless assertions about persons or organizations. expect that any allegation of wrongdoing will be The public inquiry will only backed by evidence. be successful to the extent that the public is informed. The role of the media is important.

The Commission of Inquiry has two functions; one is to ascertain facts, the other is to give advice. The Commission's position statement on the meaning of the terms of

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reference will be circulated to parties with standing as soon as possible. Any party disputing the positions expressed will have 45 days from receipt of the statement to make its objections known. A hearing will be set to settle objections, if any.

The Commission expects that some witnesses' evidence will relate to one or all of the investigation, the prosecution and the reopening aspects of the terms of reference. For that reason, it might not be possible to treat those aspects as discrete subjects in separate hearings. We propose that the fact finding part of the inquiry dealing with those subjects will take place no sooner than 60 days after the Fisher criminal proceedings are finished to be followed by the hearing of expert or other evidence touching systemic or public policy issues.

We have settled on this time frame with the following factors in mind. First of all, there's a great deal of work to be done by Commission staff before the start of hearings. Secondly, the reservation of hearing venues requires significant time. Thirdly, summer holidays in July and August would make holdings of

public hearings difficult to arrange in those months, and finally, we must allow a reasonable period for the Fisher criminal proceedings to reach finality. This last point requires amplification.

We are obliged by our terms of reference to carry on our work, "...without interfering with any ongoing criminal proceeding." At present, Larry Fisher is seeking leave from the Supreme Court of Canada to appeal his conviction for the murder of Gail Miller. If he is granted leave and does appeal, it might be argued that the public inquiry cannot proceed without interfering with that ongoing criminal proceeding. In the meantime, the Commission intends to carry on with its investigations and preparatory work in a manner which will not interfere with the Fisher proceedings.

In the case of parties funded through the Commission, we have a duty to ensure, insofar as possible, that they do not use their funding for activities which might interfere with the Fisher criminal proceedings. Therefore, until further notice, such parties will be funded only for legal work which is approved in advance by

Commission counsel on the basis that, (a), it is necessary in the representation of their clients' interests and essential to the successful conduct of the inquiry, and (b), the work will not interfere with the Fisher proceedings.

In the exercise of its duty to oversee costs, the Commission will be vigilant.

We are confident that counsel for publicly-funded parties will use restraint. Some counsel present have been involved with the Milgaard and Fisher cases for many years, a fact which should help to cut down on preparation time.

I will now deal with applications for standing and funding in the order in which they are received. Only one class of standing will be offered on the terms set out in the rules which have been provided to applicants. Without going through those rules, let me say just this. In the interests of saving time and money, I might from time to time limit the degree of participation of counsel for a party in a phase of the inquiry which does not engage its interest.

The criteria for standing are as follows: The Commissioner will determine who has standing to participate in Commission proceedings

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and the extent of such participation; the

Commissioner will determine applications for

standing based on the following criteria; (a), the

applicant is directly and substantially affected

by the inquiry, or (b), the applicant represents

interests and perspectives essential to the

successful conduct of the inquiry, or (c), the

applicant has special experience or expertise with

respect to matters within the Commission's terms

of reference.

The following persons or organizations have applied: David Milgaard, Mr. Eddie Karst, Mr. T.D.R. Caldwell, the Government of Saskatchewan, The Association in Defence of the Wrongly Convicted, Joyce Milgaard, the RCMP, the Saskatoon Police Services, Larry Fisher.

On the basis of the materials submitted, I am prepared to grant standing, and in some cases funding, to all those applicants according to the rules of practice and procedure of the Commission. All applicants have received copies of these rules and they are published in the Commission website www.milgaardinquiry.ca. I will go through the list briefly asking for

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I will be

1 comment only from counsel for the party in 2 question. 3 I am satisfied that David 4 Milgaard is directly and substantially affected by 5 the inquiry and that he represents interests and 10:28 6 perspectives that are essential to the successful 7 conduct of the inquiry. He is offered both 8 standing and funding for those reasons. 9 Wolch, do you have any comment? 10 MR. WOLCH: Thank you, My Lord. 10:28 11 extremely brief in view of your comments. 12 I first of all, on behalf of 13 David, would thank you for the remarks you have 14 made this morning. They are very helpful and 15 very encouraging that this Commission will 10:28 16 fulfill its very important mandate which we see, 17 of course, as accountability and quidelines for 18 the future, that nobody else will have to endure 19 what David went through, and, for that reason we 20 are very grateful for AIDWYC and all their help 10:28 21 And I simply thank you for the remarks. as well. 22 COMMISSIONER MacCALLUM: Thank you, sir. 23 I am satisfied that Eddie Karst

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former detective he represents interests and

is directly and substantially affected, that as a

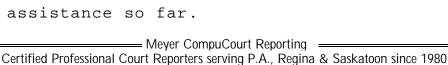
perspectives essential to the successful conduct of the inquiry, and that he has special experience and expertise with respect to matters within the Commission's terms of reference. He is offered both standing and funding. Mr. Fox, do you have any comments?

MR. FOX: My Lord, nothing specific, other than we appreciated the extensive nature of the guidelines on the funding and requirements and the funding that's available. I appreciate that, and I believe certainly it will be acceptable, and we'll proceed from there. Thank you.

COMMISSIONER MacCALLUM: Thank you.

Mr. T.R.D. Caldwell is directly and substantially affected. As a retired Crown Prosecutor, he represents interests and perspectives essential to the conduct of the inquiry, and he has special experience and expertise relating to the terms of reference. He, too, qualifies for standing and funding. Mr. Halyk, do you have any comments?

MR. HALYK: Mr. Commissioner, thank you for that on behalf of Mr. Caldwell, and we look forward to a productive inquiry in light of your assistance so far.



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COMMISSIONER MacCALLUM: Thank you for coming.

The Government of Saskatchewan is granted standing, meeting all three criteria.

Ms. Pratchler, do you have any comments?

MS. PRATCHLER: No, My Lord, I don't.

Thank you.

COMMISSIONER MacCALLUM: Thank you.

AIDWYC is directly affected and represents interests and perspectives essential to the successful conduct of the inquiry and has special expertise relating to the terms of reference. It meets all four criteria for funding and is, therefore, offered standing and funding subject to this qualification; for the fact-finding stage of the inquiry AIDWYC and Joyce Milgaard's interests are the same, so only one counsel representing both parties will be offered funding for that stage, including both preparation and hearing. Are there any comments from you, Mr. Lockyer?

MR. LOCKYER: Speaking as a director of AIDWYC, Mr. Commissioner, we're very grateful for the position that you have taken, which reflects what we requested as an organization. This will

be the fourth inquiry that our organization has been involved in and we hope, insofar as possible, we can help provide a common thread between the previous inquiries and this inquiry, and see this inquiry as a very important development for the Canadian justice system as a whole. Thank you very much.

COMMISSIONER MacCALLUM: Thank you.

Joyce Milgaard is directly and substantially affected by the inquiry, and she represents interests and perspectives essential to the successful conduct of the inquiry, she is offered standing. As well, she meets the criteria for funding with the same proviso applying to AIDWYC, namely that she share the services of one counsel for the fact-finding stage of the inquiry, both preparation and hearing. Mr. Lockyer, anything additional to point out?

MR. LOCKYER: May I just say, Mr.

Commissioner, that Mrs. Milgaard plans to be a dynamic part of this inquiry. Thank you very much.

COMMISSIONER MacCALLUM: Thank you. The RCMP, I find, are directly and substantially





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affected. They represent interests and perspectives essential to the successful conduct of the inquiry and have special experience or expertise with respect to matters within the Commission's terms of reference. They are offered standing and do not seek funding. Any comments, Mr. Gibson?

MR. GIBSON: No, thank you.

COMMISSIONER MacCALLUM: Thank you.

The Saskatoon Police Services are offered standing, meeting, as they do, the same criteria as the RCMP. Also, they seek and are offered funding in accordance with the arrangements discussed with Commission counsel. Are there any comments, Mr. Rossmann?

MR. ROSSMANN: No, Mr. Commissioner, thank you very much.

COMMISSIONER MacCALLUM: Thank you.

Larry Fisher, I find, is directly and substantially affected by the inquiry. He requires funds to adequately represent his interests, and Mr. Beresh asks that his application materials be sealed for the time being, so as not to interfere with the ongoing appeal process. I so order. Do you have any



		1 age 24		
	1	comments, Mr. Beresh?		
	2	MR. BERESH: Just briefly, Mr.		
	3	Commissioner, I echo the words of other counsel		
	4	thanking you for your opening comments. We will		
10:35	5	offer our assistance throughout this matter. I		
	6	have no doubt that your many years on the Bench		
	7	will assist you in what will be a difficult task.		
	8	I conclude by thanking you for		
	9	the sensitivity expressed in relation to Mr.		
10:35	10	Fisher's ongoing appeal process and I'll keep		
	11	Commission counsel advised as to the progress of		
	12	that appeal. Thank you.		
	13	COMMISSIONER MacCALLUM: Thank you.		
	14	Mr. Hodson, just so people		
10:36	15	won't think you are being left out gratuitously,		
	16	do you have any comments to make on what has		
	17	passed?		
	18	MR. HODSON: No, I don't, Mr.		
	19	Commissioner.		
10:36	20	COMMISSIONER MacCALLUM: Thank you.		
	21	The Rules of Practice and		
	22	Procedure are, as I said, posted on the website.		
	23	They are rather extensive and should be read		
	24	carefully by interested parties.		
10:36	25	For the sake of emphasis,		



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however, I repeat that the rights of parties with standing to participate at any stage of the hearings might be restricted by me. If I decide that a party's interests are not engaged, counsel for that party will not be allowed to question witnesses. Such parties will, of course, be entitled to attendance, and funded parties will be entitled to payment for hearing time, notwithstanding that their right to question has been suspended temporarily. This arrangement, I hope, will curtail repetitious and unnecessary questioning.

Finally, my opening remarks have been rather extensive as well. I will not be taking questions, and I earnestly request that you read and digest the text of those remarks before contacting Commission staff. The text will be available, both in hard copy and online, later today.

Thank you all for coming. proceedings are adjourned until further notice. CLERK: Thank you, My Lord. All The hearings on the Milgaard matter will be adjourned until further notice.

(Adjourned at 10:37 a.m.)



The

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