





Fourth Floor 747 Fort Street Victoria BC V8W 3E9 Phone: 250-387-3464 Fax: 250-356-9923 Email: facinfo@gov.bc.ca Website: fac.gov.bc.ca

The Honourable Niki Sharma, K.C. Attorney General Parliament Buildings Victoria, British Columbia V8V 1X4

The Honourable Josie Osborne
Minister of Energy, Mines and Low Carbon Innovation and Minister responsible for
the Consular Corps of British Columbia
Parliament Buildings
Victoria, British Columbia
V8V 1X4

Dear Ministers:

Please find enclosed the Triennial Report of the Oil and Gas Appeal Tribunal, covering from January 1, 2020 to December 31, 2022.

Yours truly,

Darrell LeHouillier

Chair

Oil and Gas Appeal Tribunal

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## **Message from the Chair**

**I** am pleased to present the Triennial Report of the Oil and Gas Appeal Tribunal (the "Tribunal"), covering January 1, 2020, to December 31, 2022. Although the Tribunal issued annual reports for 2020 and 2021, the Tribunal issues a more comprehensive report every three years.

During this reporting period, the Tribunal received six appeals and closed seven, resulting in a reduction of its appeal inventory (from four to three files). Of the seven appeals closed over the reporting period, three were summarily dismissed, including for lack of jurisdiction; two were withdrawn or abandoned; and two were decided on their merits.

The appeals took, on average, 449 days to complete, compared to an average of 485 days in the 2017 to 2020 reporting period. For appeals that involved a decision on the merits, the appeal process took, on average, 690 days in this reporting (up from 665 days in the previous reporting period). Of these 690 days, on average the appeals were assigned to a member and ready for adjudication after 304 days, and members took an average of 386 days to arrive at a decision.

Appeals completed without decisions on the merits took, on average, 352 days in this reporting period (up from 135 days in the previous reporting period).

I note that there was delay associated with creating a robust and procedurally fair electronic hearing system with the COVID-19 epidemic, and this created significant delay in the processing of appeals on their merits. Even recognizing that fact, however, the Tribunal is concerned about the amount of time taken to resolve appeals.

The Tribunal has emphasized proactive case management and has increased the capacity of its registry. As a result, appeals are being processed and made ready for assignment to a member more quickly. The average age of appeals in the Tribunal's inventory fell from 269 days on January 1, 2020, to 157 days as of January 1, 2023.

Furthermore, changes in membership are likely to result in faster processing times by members. The Tribunal projects a significant decrease to the timeframes involved in processing appeals during the next reporting period.

As noted above, the Tribunal has undergone significant changes and modernizations over the reporting period. Eleven of the fifteen members that were in place as of December 31, 2019 are no longer with the Tribunal, and there have been ten new members appointed over the reporting period. The Tribunal has expanded its case management system, and continues to update its processes to take advantage of the benefits of this technological improvement.

Furthermore, the Tribunal was forced to innovate and adapt how it handled appeals with the onset and progression of the COVID-19 epidemic. Flexible work-at-home options were implemented for staff, and the Tribunal developed a process for electronic hearings, including livestreaming electronic hearings online, to ensure openness and accountability of Tribunal operations.

Looking forward, the Tribunal is updating its website, and expects to have it complete by September 2023. The website will have an updated and more modern design, integrate more easily with accessibility-enhancing features, and provide information and resources that will be understandable to a wider range of British Columbians.

The Tribunal is also engaged in a service delivery realignment. It is working toward a more efficient, effective, responsive, and user-focused approach to handling appeals, based on feedback obtained through a survey of historical system-users and engagement with a variety of stakeholders. The Tribunal also is engaging with a Reconciliation Advisory Committee that will help the Tribunal fulfill its obligations under the Truth and Reconciliation Commission's 94 Calls to Action and *Declaration on the Rights of Indigenous Persons Act*.

The Tribunal's average annual expenditures in the reporting period (2020/2021 to 2022/2023 fiscal years) totalled roughly \$17,800. This was a decrease from the average annual expenditures in the preceding reporting period (2017/2018 to 2019/2020 fiscal years), which were \$21,900. This likely represents natural variability in the appeal load handled by the Tribunal.

Darrell Le Houillier

Chair



## Introduction

The Oil and Gas Appeal Tribunal was established in 2010 under the *Oil and Gas Activities Act* (the "Act"), to provide an independent level of appeal for certain decisions made by the Oil and Gas Commission (the "Commission") under the Act<sup>1</sup>. The Tribunal addresses issues related to the regulation of oil and gas activities in the province. These activities include geophysical exploration, the construction and operation of pipelines, road construction, the production and storage of petroleum and natural gas, and the storage or disposal of by-products from petroleum and natural gas production.

As required by the *Administrative Tribunals Act*, the Tribunal's annual reports provide Cabinet with information about appeal operations, through the ministers responsible for its oversight.

When deciding appeals, the Tribunal weighs evidence and makes findings of fact. It interprets the legislation and common law principles. It applies those sources of law to its factual findings. The Tribunal may compel the production of evidence and must ensure that its processes are procedurally fair to those involved in appeals.

Any party to an appeal may seek a judicial review of a decision of the Tribunal by the Supreme Court of British Columbia.

The Tribunal publishes certain decisions, its Rules, its Practice and Procedure Manual, and information to assist the public through the appeals process on its website (ogat.gov.bc.ca, until replaced at a date in 2020, by bcogat.ca).

## **Review of Tribunal Operations**

The principal work of the Tribunal is to hear appeals of some statutorily authorized decisions of the Commission made under the Act.

The Tribunal, through its annual reports, also provides the ministers responsible for its oversight with information over the preceding reporting year: a review of its operations, performance indicators, its appeal inventory, the results of any surveys undertaken, a forecast of the upcoming workload for the tribunal, any foreseen trends or special problems, and plans for improving operations in the future.

<sup>1</sup> While the Commission changed its name after the reporting period to the BC Energy Regulator, this report refers to it as the Commission for simplicity and to reflect the circumstances during the reporting period.

## **PIDA** Disclosures

The Tribunal did not receive any disclosures as defined under the *Public Interest Disclosures Act* over the reporting period. The Tribunal is unaware about any disclosures of which it, its staff, or its members (past or present) is alleged to have committed any wrongdoing.

## **Appeal Procedures**

An appeal begins when a notice of appeal is filed in response to a decision made by the Commission. The Tribunal assesses whether the appeal seems to meet threshold requirements: that the appellant has the ability to appeal the decision, that the decision is appealable, that the appeal was filed within the statutory timeframe allowed, and whether the Tribunal has the authority to grant the requested outcome of the appeal. The Act specifies which decisions can be appealed and who can appeal those decisions.

The Tribunal may conduct appeals in writing or through an oral hearing (either in person or electronic), depending on the needs of the parties and based on principles of procedural fairness in administrative law. Written evidence and arguments are exchanged in either case. In written hearings, only written material is exchanged; in oral hearings, written summaries of the arguments to be presented precede the oral hearing itself.

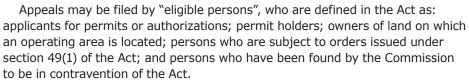
#### Oil and Gas Activities Act

The Act regulates oil and gas and related activities in the province including oil and gas wells, facilities, oil refineries, natural gas processing plants, pipelines, and oil and gas roads.

The Act is divided into 12 parts:

- Definitions;
- Administration of the Oil and Gas Commission and the Tribunal;
- Oil and Gas Activities (permits, authorizations, permit amendments);
- Dormant Sites;
- Orphan Sites;
- Compliance and Enforcement;
- Reviews and Appeals;
- General;
- Offences and Court Orders;
- Regulations;
- Transitional Provisions; and
- Consequential Amendments and Repeals.





A land owner of land on which an operating area is located may appeal a decision made by the Commission:

- to issue a permit to carry out an oil and gas activity on the land of the land owner, and
- to amend a permit, if the amendment changes the effect of the permit on the land of the land owner.

All other eligible persons may appeal:

- a decision by the Commission to issue, refuse to issue, suspend, cancel or amend a permit or permission in a permit;
- a declaration by the Commission on its own initiative that a permit or a permission in a permit is spent if no longer needed by the permit-holder;
- an order by the Commission that the holder of a cancelled, spent, or expired permit or authorization must carry out actions for the purposes of restoration or the protection of public safety;
- an order by an official or the Commission under Division 2 of Part 5 of the Act, including orders that are necessary mitigate a public safety risk, protect the environment, or promote the conservation of oil and gas resources;
- a finding of contravention by the Commission;
- an administrative penalty imposed by the Commission; and
- a prescribed decision made under the Act.

There is generally a 30-day time limit for the filing of appeals; however, there is a 15-day time limit for land owners to file appeals. The scope of appeal is also limited for land owners. The Tribunal can only consider whether the Commission had "due regard" for certain documents submitted during permit applications or permit amendment applications: submissions the land owner made to the Commission while it considered the application, or reports the applicant was required to submit about consultations with other parties in support of their application.

Decisions to impose administrative penalties are automatically stayed on appeal; however, a party may apply to the Tribunal for an order removing the stay of an administrative penalty. The Tribunal has the discretion to stay all other decisions under appeal.

## **Statutory Framework**

The statutory framework governing the operation of the Tribunal is generally found in sections 19, 20, and 72 of the Act. The following sections of the *Administrative Tribunals Act* apply to the Tribunal:

- Parts 1, 2, 3, 4 (except sections 23, 25, 34 (1) and (2)), 6 (except section 47.2 (1) (a) and (c)), 7, 8, and 10 (except section 62); as well as
- sections 44 and 46.3; 57, 59, 59.1, and 59.2.

## **Performance Indicators**

#### **Tribunal Processes**

In the period from January 1, 2020 to December 31, 2022, the appeal process took, on average, 449 days to complete (down from 485 in the preceding reporting period). Where decisions were issued on the merits of an appeal, the average was 690 days (up from 665 in the preceding reporting period). Where decisions were resolved without a decision on the merits (by rejection, abandonment, withdrawal, consent order, or dismissal), the average was 352 days (up from 135 in the preceding reporting period).

Where appeals were decided on their merits, registry processes, including the hearing itself, lasted an average of 304 days. Members, after being provided with decision-ready appeal files, took an average of 386 days to complete them. For both appeals, this represented time in excess of the Tribunal's practice directive for the completion of decisions by members.

The Tribunal has taken several steps to improve the timeliness of decision-making. It has increased the size and capacity of its registry, which is shared with six other appeal bodies. It has engaged more proactively in registry processes, leading to a reduction in the age of its appeal inventory, from 269 days to 157 days during the reporting period. The Tribunal has also seen a change in membership that should result in a significant decrease in the time taken for members to complete decisions once they are assigned to the members.

The Tribunal expects significant improvement in the timeliness of its decision-making during the next reporting period.

#### **Judicial Reviews**

There were no judicial reviews of the Tribunal's decisions during the reporting period.





# Applications and Appeals from January 1, 2020 to December 31, 2022

Three of the seven appeals filed under the Act during this reporting period were in response to decisions of the Commission made under Part 3 of the Act (Oil and Gas Activities—permits, authorizations and permit amendments). Two appeals were filed with respect to decisions by the Commission as to non-compliance under Part 3, with an associated decision made under Part 5 (Compliance and Enforcement). One appeal was filed with respect to an internal Commission review, undertaken under Part 6 (Reviews and Appeals).

Of the three appeals of decisions made under Part 3, two were filed by owners of land on which an oil and gas operating area was located. The other was filed by an operator. Both appeals that included compliance and enforcement action under Part 5 were filed by operators. The appeal under Part 6 was filed by an individual who lacked standing to appeal (and so the appeal was dismissed for that reason).

The table below summarizes the number of appeals in the Tribunal's inventory at the start of 2020, filed in the three-year report period, and completed by the end of 2022. These figures are broken down by the Part of the Act under which each appeal was filed. Each appeal was filed against a separate decision of the Commission.

	Inventory	New		Inventory				
	(Start of 2017)	Appeals in Period	Dismissal or Rejection	Abandonment or Withdraw	Consent Orders	Final Decisions	(End of 2019)	
Oil and Gas Activities Act								
Part 3	4	3	2	1	0	2	2	
Part 5	0	2	0	1	0	0	1	
Part 6	0	1	1	0	0	0	0	
TOTAL	4	6	3	2	0	2	3	

The Tribunal conducted an oral hearing with respect to one appeal. One day involved a preliminary application, and five involved the hearing on the merits.

The Tribunal also conducted a six-day mediation for one appeal. The mediation resulted in that appeal being withdrawn.

## **Forecast of Workload**

The Tribunal received six appeals during the reporting period. This gives an average of two appeals per year, significantly less than the average during the preceding reporting period (15 appeals per year) and even the historical average (roughly six appeals per year).

It is likely that the slowdown in the oil and gas industry due to low commodity prices and the impacts of COVID-19 at least partly explains the Tribunal's recently low appeal intake. The Tribunal expects a return to historical averages in the next reporting period, likely with five to six appeals being filed per year.

## Forecast of Trends and Special Problems

The Tribunal is not aware of any trends or note or special problems that need to be addressed.





## Surveys

### **Survey Design**

In March 2020, the Business Research and Diagnostics Group of the Ministries of the Attorney General and Public Safety & Solicitor General presented findings related to the Appeal Processes and Procedures Survey, conducted jointly by the Environmental Appeal Board (the "Board"), Forest Appeals Commission, and Oil and Gas Appeal Tribunal.

The survey was by invitation only. Invitations were extended to those who had been parties or representatives of parties to an appeal that was open, closed by way of a final decision, or closed following settlement of the issues under appeal, since January 1, 2016. All responses were anonymous.

The invitations were time-limited to ensure that information gathered still reflected work processes and staffing that was ongoing. Notably, the Tribunal's practices and procedures were amended in 2016 and the survey was aimed at gauging the fairness, efficiency, and responsiveness of current practices and procedures.

Appellants whose appeals had been rejected or dismissed in a preliminary decision were not considered appropriate because of their truncated experience within the system. Invitations were extended to parties only because those with other statuses—participants and interveners—have variable degrees of exposure to Tribunal processes, depending on the circumstances of any given appeal. Those with open files were invited because the three appeal bodies had ongoing appeals dating back as far as 2006, with appellants who have had prolonged experience with associated appeal procedures.

#### **Survey Responses**

Invitations were sent to 243 historical system-users. Eleven responses were provided, for a completion rate of 4.53%. This provided an accuracy rate of  $\pm 28.93\%$ , 19 times out of 20. As a result, the results cannot be considered reflective of the experience of all system-users; however, the Tribunal intends to use the results as qualitative information, to be used in the service delivery realignment.

All 11 responses came from historical system-users of the Board and Forest Appeals Commission. Because the Tribunal operates using the same staff, the same members, and generally similar procedures, these responses are considered to provide qualitative information.

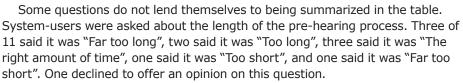
Ten of the 11 responses came from appellants or appellants' representatives; one was designated as an interested Third Party to an appeal. Of the 11 responses, eight were from those who had participated in an oral hearing; the remaining three had participated in a hearing by written submissions. Those who responded came from a variety of community sizes spread throughout much of the province.

The survey results are separated into general impressions, those specific to oral hearings, and those specific to written hearings. Results are presented in the following tables, with dark blue signifying that the system-user "strongly agreed" with the opinion in question, light blue indicating that they "agreed", light red indicating that they "disagreed", and dark red that they "strongly disagreed". Grey represents where the system-user did not express an opinion or that the question did not apply.

For ease of reference, all survey results are discussed with respect to the Board.

#### **General Impressions** (11 system-users)

Overall, I was satisfied with the appeal process.	
I understood the procedures throughout the appeal process.	
The procedures allowed me to present my evidence	
The procedures allowed me to make my arguments	
The Board's procedures and rules provide for a fair process	
The procedures were applied fairly throughout the appeal	
The procedures were applied consistently throughout the appeal	
It was easy to contact the Board	
The staff of the Board was professional	
The staff of the Board was respectful	
Staff communications were prompt	
Staff considered and responded to my questions or concerns	
Staff communications were clear and easy to understand	
After submissions were complete, the decision was timely	
The decision was easy to understand	
The decision addressed the evidence I presented	
The decision addressed the arguments I made	
I was satisfied with the result in the appeal	
The Board should conduct more electronic hearings	
Reading the Board's rules helped me prepare my case	
Reading the Board's procedure manual helped me prepare my case	
Reading previous decisions helped me prepare my case	
Reading the Board's information sheets or other documents helped me prepare my case	
Legal sources (statutes, court cases, etc) helped me prepare my case	
Other online resources helped me prepare my case	
The Board should be more active in case management	
The Board should more actively time preliminary applications	
The Board should more actively manage document disclosure	
The Board should better assist parties at a resource disadvantage	
The Board should offer more pre-hearing services electronically	



System-users were also asked about the primary method they used to contact the Board and the primary way they would want to contact (and be contacted by) the Board. The results were generally consistent, with seven indicating email and two indicating telephone in response to both questions. One system-user indicated that contact had primarily been in person, while two had wished for contact primarily in person. One system-user indicated that contact had primarily been via post, although no one preferred this option.

System-users were also asked about the number of participants allowed to be part of the appeal process. Five of the ten who responded to this question said there were too many participants. Four said the number of participants was correct. One said too few participants were allowed to be part of the process.

#### **Written Hearing Impressions** (3 system-users)

I knew what to expect in the written hearing process		
The written hearing process was an efficient use of time		
The written hearing process was an efficient use of resources		
I was able to understand the rules and expectations in the process		

One question on impressions of the written submission process did not lend itself to the table format above. It asked about the pace of deadlines in the context of a written hearing. One system-user indicated the pace was unmanageably fast, one that it was a little too fast, and one that it was a little too slow.

#### **Oral Hearing Impressions** (8 system-users)

I knew what to expect in the oral hearing process		
The oral hearing was an efficient use of time		
The oral hearing was an efficient use of resources		
I understood the rules and expectations in the oral hearing		
Those who heard the appeal were professional		
Those who heard the appeal were respectful		
The other party/parties were professional		
The other party/parties were respectful		

System-users were invited to provide longer-form feedback as well. Comments about the Board generally included concerns about the Board's governmental ties and perceived bias against appeals; the power inequity between citizen-appellants and governmental respondents; the inaccessibility of Board processes for laypeople; the length of time before the hearing; the need for greater screening of appeals and/or education of parties on evidentiary matters; and the Board's tolerance of "court room theatrics".

#### **Conclusions**

As noted previously, the response rate for the survey was too low for the data to be considered representative of user experiences overall; however, the feedback provided remains valuable. The Tribunal is grateful to the system-users who took the time to highlight their concerns. Those concerns will be addressed throughout the service delivery realignment, through internal Tribunal training, and will be focal points of discussions with stakeholders during those processes. The systemic areas of concern are:

- ensuring Tribunal processes (including how to present admissible evidence and effective argument) are better-understood by parties;
- improving the efficiency, in both time and resources, involved in all hearings;
- ensuring the Tribunal's rules and procedures are fair, including by better assisting under-resourced parties;
- improving clarity and responsiveness in communications from Tribunal staff;
- ensuring that parties are not unduly forced into electronic hearings;
- improving the ease with which the Tribunal's rules, procedure manual, previous decisions, and other publications can help parties prepare their cases; and
- increasing the Tribunal's activity in case management, the timing of preliminary applications, and document disclosure.
  - Areas of potential training are:
- encouraging fairness and consistency in applying the Tribunal's rules and procedures;
- fostering clarity and responsiveness in decision-writing; and
- improving professionalism and respectfulness of panels conducting oral hearings.





## Plans for Improving Tribunal Operations

The Tribunal has been intending to update its website for several years; however, priorities shifted as a result of the COVID-19 epidemic, and areas of more immediate impact to system-users were prioritized. The Tribunal is looking forward to updating its website and making the content more accessible by British Columbians in 2023.

The Tribunal will also continue its comprehensive service delivery realignment project. The Tribunal is actively working to improve its accessibility, efficiency, efficacy, responsiveness, and timeliness, based on feedback solicited by a survey of historical system-users in 2020 and engagement with a variety of stakeholders. The Tribunal is focusing on more active case management and has dedicated more resources within its registry to ensuring that there are no unnecessary delays in getting appeals ready for hearings. Timeliness in member decision-making is a subject of ongoing training and management.

The systemic improvements that the Tribunal is working on integrating into its rules will also be informed by engagement with, and recommendations, from a Reconciliation Advisory Committee, comprised of various legal experts, Indigenous leaders from across British Columbia, and Tribunal representatives. The Tribunal looks forward to receiving recommendations from the Reconciliation Advisory Committee during the next reporting period, and using those recommendations to create a meaningful reconciliation plan.

## **Tribunal Membership**

Members of the Tribunal are appointed by the Lieutenant Governor in Council under Part 2 of the *Administrative Tribunals Act*. The Tribunal has diverse, highly qualified members, including biologists, engineers, and agrologists. The Tribunal also has lawyers with expertise in natural resource and administrative law. Members are appointed from across British Columbia, and the Tribunal is committed to soliciting applications to ensure its membership reflects the diversity of British Columbians, while ensuring members have the requisite expertise and experience to carry out their responsibilities to the highest standards.

The following tables summarize the membership of the Tribunal as of January 1, 2023, as well as changes in membership during the reporting period.

## Members of the Oil and Gas Appeal Tribunal with Special Duties as of January 1, 2023

Name	End of Term
Darrell Le Houillier (Chair)	July 29, 2027
David Bird (Vice Chair)	December 31, 2023

## Members of the Oil and Gas Appeal Tribunal as of December 31, 2022

	•		
Name	End of Term	Name	End of Term
Maureen Baird, K.C.	December 31, 2023	Cynthia Lu	December 31, 2025
Shannon Bentley	December 31, 2024	Linda Michaluk	December 11, 2023
James Carwana	December 31, 2023	Ian Miller	December 31, 2024
Subodh Chandra	December 31, 2024	Bijan Pourkarimi	December 31, 2024
Brenda L. Edwards	December 31, 2026	Daphne Stancil	December 31, 2023
Jeffrey Hand	December 31, 2025	R. Michael Tourigny	December 31, 2023
Kuo-Ching Lin	December 31, 2024	Reginald Whiten	December 31, 2024

#### New and Former Members of the Oil and Gas Appeal Tribunal

New Members	Start of Term
David Bird	June 22, 2020
Shannon Bentley	June 29, 2020
Ian Campbell	June 29, 2020
Dr. Daniela dos Santos	June 29, 2020
Cynthia Lu	June 29, 2020
R. Michael Tourigny	June 29, 2020
Reginald Whiten	June 29, 2020
James Carwana	December 24, 2021
Diana Valiela	December 24, 2021
Kuo-Ching Lin	December 31, 2022
Bijan Pourkarimi	December 31, 2022
Subodh Chandra	December 31, 2022

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Former Members	End of Term
Monica Danon-Schaffer	December 31, 2020
Dr. Daniela dos Santos	May 26, 2022
Les Gyug	December 31, 2020
Lana Lowe	December 31, 2020
James Mattison	December 31, 2022
Susan Ross (Vice Chair)	February 17, 2021
Teresa Salamone	December 31, 2022
Howard M. Saunders	December 31, 2022
Douglas Vandine	December 31, 2020
Reid White	December 31, 2022
Robert Wickett, K.C.	December 31, 2022
Norman Yates	December 31, 2020



## The Tribunal Office and Use of Resources

The Tribunal is clustered with six other appeal bodies for administrative efficiency. The other appeal bodies are: the Community Care and Assisted Living Appeal Board, the Financial Services Tribunal, the Environmental Appeal Board, the Forest Appeals Commission, the Health Professions Review Board, the Hospital Appeal Board, and the Skilled Trades BC Appeal Board. Administrative support includes registry services, legal advice, research support, systems support, financial and administrative services, professional development, and communications support.

Some expenses associated with the Tribunal's operations are shared with the other appeal bodies. Such shared expenses include professional services for information technology, information systems, office expenses, and small-scale miscellaneous expenses. The vast majority of these expenses are borne by the Board, and as such, what is presented below is an under-representation of the expenses associated with running the Tribunal.

With that limitation in mind, I have provided a summary of the Tribunal's direct expenses in the reporting period and in the preceding one. Given the discrepancy between OGAT's reporting period and the fiscal year, I have reported on the total expenses for each fiscal year that falls within the reporting period, as many expenses are incurred based on the fiscal year, rather than calendar year. All figures are rounded to the nearest \$100.

Area of Expenditure	2020-2022	2017-2019
Member Fees and Expenses	\$6,700	\$11,300
Professional Services	\$400	\$4,500
Office and Venue Expenses	\$10,700	\$6,200
TOTAL	\$17,800	\$21,900

