

The Workers Compensation Board of Manitoba

BACKGROUND

Revised July 2025

Table of Contents

I	General Principles of Workers' Compensation	4
	Collective Liability	4
	No-Fault Compensation	4
	Income Replacement	4
	No Right of Action	5
	Prevention of Workplace Injuries and Diseases	5
	Timely and Safe Return to Health and Work	5
	Independent Administration	5
II	Legal Framework	5
	WCB is an Administrative Tribunal	5
	WCB is a Quasi-Judicial Tribunal	6
	The Act Defines the WCB's Authority	6
	WCB Decisions Are Final	6
	Limited Role of Courts	6
	Mandatory versus Discretionary	7
	Liberal Interpretation	7
	Timing of Application of Legislative Change	7
III	The Workers Compensation Act	7
	Date of Accident	7
	Benefit Models	8
	Comprehensive Legislative Review	8
	Scope and Coverage of the Act	8
IV	Governance and Administrative Structure	9
	Board of Directors	10
	Annual Report	11
	SAFE Work Manitoba	11
	Appeal Commission	11
	Worker Advisor Office	12
	Employer Advisor Office	12
	Workplace Safety and Health Branch	12
V	Principles of Adjudication	13
	Inquiry Model	13
	Medical Evidence	13
	Balance of Probabilities	13
	Merit	13
	The Five Fundamental Questions	13

VI	Workers' Compensation Benefits.....	16
	Medical Aid.....	16
	Rehabilitation	16
	Wage Loss Benefits.....	17
	Impairment Awards.....	18
	Survivors' Benefits.....	18
	Automatic Indexation of all Benefits	19
	Annuities for Lump-Sum Awards.....	19
	Restrictions on Payable Benefits.....	20
VII	Employers	21
	WCB Financial Overview	21
	Employer Classifications.....	21
	Rate Model.....	21
	Allocation of Costs.....	22
	Individually Assessed Employers.....	22
	Directors Held Liable for Assessments.....	23
	Unpaid Assessments May be Registered as Liens Against Real and Personal Property	23
	Minimum Assessments.....	23
	Merit/Surcharge of Assessments.....	23
VIII	Responsibilities and Reporting.....	23
	Compliance	23
	Workers.....	24
	Employers	24
	Health Care Practitioners.....	25
	Third-Party Claims.....	26
IX	Appeal Processes	27
	Claims and Assessments.....	27
	Administrative Penalties	27
	Appeal Commission Decisions are Final	28
	Judicial Review	28
	Employer Access to Medical Information	28
	File Copies.....	29
	Medical Review Panels	29
	Fair Practices Office	29
	Provincial Ombudsman.....	30
X	Brief History of Workers' Compensation	31

I General Principles of Workers' Compensation

In Canada, workers' compensation is a system of compulsory no-fault insurance for workplace injuries. The system is administered by statutory corporations or commissions established under the legislation of each province and territory. The Manitoba legislation is called *The Workers Compensation Act*, C.C.S.M. c. W200 (the Act).

Employees of the federal government who suffer work-related injuries or disease receive the same benefits as other workers in the province under federal legislation (the *Government Employees Compensation Act*, R.S.C. 1985, c. G5) administered by provincial and territorial workers' compensation authorities.

The principles of Canadian workers' compensation are influenced by the 1913 report of Sir William Meredith of Ontario. The fundamental principles in the Meredith report continue in Manitoba today, but with the addition of two new principles – (i) prevention and (ii) return to work. These new principles mirror the evolution of workers' compensation philosophy and practice in Canada over the last century.

Since January 1, 2006, workers' compensation principles are enshrined in the preamble to the Act to guide the delivery and administration of workers' compensation through the twenty-first century. These principles are:

Collective Liability

In return for immunity from suit, covered employers wholly fund the compensation system through premiums or “assessments” paid into an Accident Fund (subsection 81(1), the Act). Compensation is paid from the Accident Fund maintained by the Workers Compensation Board (WCB) and is not dependent on an employer's ability to pay.

No-Fault Compensation

Compensation is payable to injured workers regardless of fault of either the workers or the employers who fund the system (section 4 and preamble, the Act).

Income Replacement

Income replacement is a cornerstone of workers' compensation and is designed to fairly compensate injured workers for the loss of earning capacity due to work-related injury or illness.

No Right of Action

Workers gave up their right to sue employers in return for security of compensation (subsection 13(1), the Act). This principle is called the "historic compromise." The Act provides immunity to covered employers and workers from civil suits.

Prevention of Workplace Injuries and Diseases

This principle is based on the belief that injuries and illnesses in the workplace are preventable and that safe workplaces should be the norm for all employers and industries in Manitoba.

The WCB's responsibility for promoting workplace safety and health and prevention/reduction of workplace injuries and illness is carried out by SAFE Work Manitoba, a division of the WCB.

Timely and Safe Return to Health and Work

Enabling a worker to return to health and work safely and quickly has become a key goal of compensation boards across Canada. Timely return to work leads to better recovery and reduces the impact of the injury or illness on the worker's quality of life, while also reducing costs to employers.

Independent Administration

Workers' compensation is administered by the WCB, an independent agency. Cases are decided on their merits, without regard for strict legal precedent (subsection 60(4), the Act). Workers' compensation matters are handled quickly, without the costs, uncertainty and formality of court proceedings. Courts have a limited role in workers' compensation matters.

The WCB of Manitoba has exclusive jurisdiction to determine all matters under the Act (subsections 60(1) and (2)). Courts, including the Supreme Court of Canada, have upheld workers' compensation authorities' expertise and exclusive jurisdiction over the workers' compensation system.

II Legal Framework

WCB is an Administrative Tribunal

The WCB of Manitoba is an administrative tribunal. "Administrative tribunal" is a broad term that encompasses various kinds of statutory bodies that perform functions set out in legislation. Governments delegate powers to specialized administrative tribunals to perform various functions, such as municipal planning and development, supervision of utilities, regulation of industries and professions

and adjudicating rights and obligations. The powers of an administrative tribunal are defined in the legislation that creates it.

All administrative tribunals must act fairly and impartially when making decisions. This is called the duty of fairness. The extent of the duty of fairness depends on the function of the administrative tribunal.

WCB is a Quasi-Judicial Tribunal

Some tribunals, like the WCB, adjudicate and enforce the rights and obligations of parties under their jurisdiction. These are called quasi-judicial tribunals. For quasi-judicial tribunals, the duty of fairness is similar to the standards applicable to courts.

The WCB and the Appeal Commission are quasi-judicial tribunals.

The Act Defines the WCB's Authority

The Act defines the WCB's authority, which is a dual mandate:

- The WCB has statutory responsibility for all matters concerning the workers' compensation system in Manitoba, including adjudication and administrative enforcement of workers' compensation matters.
- The WCB has statutory responsibility to promote safety and health in workplaces and to prevent and reduce the occurrence of workplace injury and illness.

WCB Decisions Are Final

Workers' compensation in Manitoba is designed to provide prompt resolution of a high volume of cases, without resort to the courts. Workers' compensation matters are handled quickly, without the costs, uncertainty and formality of court proceedings.

The WCB adjudicates cases based on the Act, regulations and Board policy. The WCB has an interest in maintaining a pattern of consistent decisions, but each case is unique.

Parties may challenge WCB decisions through an appeal process set out in the Act. The final level of appeal in Manitoba is the Appeal Commission. Decisions of the Appeal Commission are final and cannot be appealed to the court.

Limited Role of Courts

The Manitoba legislature has limited the role of the courts in workers' compensation matters because of the specialized expertise of the WCB and the

Appeal Commission. The legislature intends that these decisions are final so that people may implement the decisions with some certainty.

The Act contains a “privative clause” which means that there is no appeal to court. In very limited circumstances, the court can review the decision of the Appeal Commission (called judicial review). However, the court cannot substitute its opinion for the opinion of the Appeal Commission. All that the court can do is give the decision back to the Appeal Commission for further consideration.

Mandatory versus Discretionary

There are mandatory and discretionary sections in the Act. Generally, where the Act uses “shall”, the section is mandatory. Sections using “may” are enabling, providing the WCB with the discretion of whether and how to proceed.

Liberal Interpretation

Workers' compensation is social legislation that must be given a broad and liberal interpretation in order to achieve the social policy objectives behind it. In contrast, criminal or taxing statutes are given a very narrow interpretation.

Timing of Application of Legislative Change

New workers' compensation legislation is typically enacted on a prospective basis: that is, the new legislation applies only to claims that arise on or after the date that it comes into force. Claims that arose prior to the new legislation continue to be adjudicated in accordance with the legislation in effect when those claims arose.

Different sections of the same legislation may become effective at different times. The legislation itself will set out the effective date or dates.

III The Workers Compensation Act

Date of Accident

Generally, the Act that is in force on the date of the injury is the Act that will apply to that injury, even if that Act is subsequently amended, repealed or replaced by later legislation.

In most cases, the date of injury is clear. For injuries of gradual onset or long latency, such as diseases, determining the date of injury may be more difficult but it is an important adjudicative determinant in establishing which legislation applies to the claim.

Benefit Models

There are two benefit models in effect in Manitoba. These are:

Disability Model - Pre 1992 Accidents

Benefits for injuries that occurred before January 1, 1992, are based on the disability model. This model calculates benefit eligibility through combining temporary and permanent loss of function together with loss of earnings. Benefits are paid as a commuted payment over a period of time in the form of a pension.

Dual Award Model - Post 1991 Accidents

Benefits for injuries that occur after December 31, 1991, are based on a dual-award system of wage replacement and impairment awards. Impairment awards are entitlements paid out as a one-time lump-sum payment based on the degree of loss of function. Wage loss is paid out based on the average earnings of the worker, is time-defined and tied to recovery and re-employment of a worker. These entitlements are awarded separately.

Entitlement to medical aid and rehabilitation services generally remain unchanged under either model.

Comprehensive Legislative Review

The Act requires a comprehensive review of the legislation every 10 years. In 2016, the Lieutenant Governor in Council appointed a Legislative Review Committee (LRC) comprised of representatives of the public interest, workers, and employers. The LRC reported its recommendations to the Minister in December 2017. Government made the LRC's report public on September 14, 2018.

The LRC delivered a consensus report, having achieved unanimity in its recommendations. The report made 64 recommendations for change.

Government introduced Bill 18, The Workers Compensation Amendment Act on October 14, 2020 to give effect to some of the LRC's recommendations. Bill 18 received royal assent on May 20, 2021 and came into force on January 1, 2022.

Scope and Coverage of the Act

Inclusionary Coverage Model

From 1917 to December 31, 2005, it was mandatory for industries listed in the Schedule to the Act to register for coverage and pay WCB premiums for that coverage. Employers in industries *not* identified in the Schedule to the Act did not

require coverage and were considered non-compulsory. They had the option of applying for coverage for themselves and their workers, on a voluntary basis.

Exclusionary Coverage Model

On January 1, 2006, the WCB changed to an *exclusionary* coverage model for all employers, industries and workers in Manitoba. Exclusionary coverage means that it is mandatory for employers, industries and workers to obtain WCB coverage, unless excluded by regulation. As of January 1, 2006, Regulation 196/2005 reflected the *status quo* for WCB coverage in Manitoba. That is, no additional industries were required to have WCB coverage because of the new approach. Regulation 169/2008 lists employers, industries, and workers that currently do not require compulsory coverage. All other provinces and territories with the exception of Ontario and Nova Scotia have exclusionary schedules.

Expansion of Coverage by Consultation

The Act includes a provision that the expansion of compulsory coverage to employers, industries and workers will occur only after consultation with stakeholders (subsection 2.1(2)). No expansion of coverage will occur without prior consultation with affected industries. Following consultations in 2006 and 2008, new industries were required to obtain coverage beginning in 2007 and 2009.

Coverage for Directors of Corporate Employers, Volunteers, Individuals in Work Experience Programs and Resident Family Members

The legislation permits directors of corporations that are employers or independent contractors to obtain optional coverage. A similar provision allows non-profit and charitable organizations to obtain coverage for their volunteer workers. Individuals who participate in work experience or job training programs and those who are resident family members are considered to be workers and are covered by the WCB. Section 14 of the Act does not permit employers and workers to contract out of the Act.

IV Governance and Administrative Structure

Sections 50 and 51 of the Act set out the governance structure for the WCB. The Board of Directors is the centre of the governance structure for the WCB. The Board of Directors is responsible for the WCB's strategic direction, safeguarding resources (financial and human), monitoring performance, and is accountable for the WCB's actions.

Board of Directors

A corporate-style Board of Directors was introduced in 1990.

The Board of Directors is appointed by the Lieutenant Governor in Council. The Board is made up of a chair, three representatives of workers, three representatives of employers, three representatives of the public interest and the WCB's Chief Executive Officer (who is a non-voting member). The Board chair is nominated for the position by a consensus of the Board members. Members of the Board are appointed for a fixed term which must not exceed four years. The terms of appointment for Board members are staggered so that no more than one-third of the appointments expire in one year. Each member of the Board of Directors is eligible for reappointment.

Responsibilities of the Board of Directors are:

- To set strategic direction;
- To make or amend the policies respecting prevention, compensation, rehabilitation, assessment and investment of funds within the investment portfolio and monitors progress;
- To establish operating and capital budgets of the WCB; and
- To plan for the future of the compensation system.

The Board of Directors also appoints the Chief Executive Officer of the WCB and determines the CEO's salary and duties. These duties include employing all other staff, setting their duties and determining their salaries.

Under the Act, the Board must establish an audit committee and may establish any other committee that it considers necessary. As of January 2025, the Board's committees are:

- The Governance Committee,
- The Investment Committee;
- The Finance Committee; and
- The Audit Committee.

The Act allows the appointment of up to three additional non-board members to committees. There are currently external members on the Audit, and Investment Committees.

Annual Report

The Board of Directors appoint the WCB's auditor (section 69, the Act). Each year, the independent auditor audits the WCB's financial statements in accordance with generally accepted auditing standards.

The WCB's annual report is tabled in the legislature (section 70(2), the Act). The WCB is also required to prepare a five-year plan about its operations which is also tabled in the legislature (section 70(2), the Act).

SAFE Work Manitoba

The WCB has a statutory responsibility to promote safety and health in workplaces and to prevent and reduce the occurrence of workplace injury and illness. To fulfill this mandate, the WCB must, in cooperation with the Workplace Safety and Health Branch:

- Promote public awareness of workplace safety and health and injury and illness prevention;
- Promote an understanding of and compliance with the Act and *The Workplace Safety and Health Act*;
- Foster commitment to workplace safety and health and to injury and illness prevention among employers, workers and other persons;
- Work with organizations engaged in workplace injury and illness prevention to promote workplace safety and health;
- Provide training and education about preventing workplace injury and illness;
- Develop standards for workplace safety and health and training programs, including certification processes for providers; and
- Publish reports, studies or recommendations about workplace safety and health and injury and illness prevention (subsection 54.1(2), the Act).

The WCB's responsibilities for promoting workplace safety and health and prevention/reduction of occurrence of workplace injuries and illness are carried out by SAFE Work Manitoba. SAFE Work Manitoba is a division of the WCB.

The WCB Board of Directors provides oversight and governance of SAFE Work Manitoba. The WCB provides funding and administrative services to SAFE Work Manitoba and keeps separate accounts of its expenditures related to prevention activities.

Appeal Commission

The Appeal Commission was created as an external and independent body in 1990 (subsection 60.2(1), the Act). Its members are also appointed by the Lieutenant Governor in Council for a period of between two and five years. The Appeal

Commission is made up of representatives of workers, employers and the public interest. Issues are decided by Appeal Panels, which consist of a chair who is a representative of the public interest and one representative each of workers and employers. Panel members are selected for each case from a list of available full-time and part-time commissioners.

While the Appeal Commission is a separate entity from the WCB, it is still bound by the Act, accompanying regulations and Board policy (subsection 60.8(6)). It is not bound by internal WCB procedures or guidelines.

Worker Advisor Office

The Worker Advisor Office (WAO) is part of the Department of Labour and Immigration and provides free advocacy services for injured workers and their dependants. The WCB funds 100% of the costs of the WAO but the WAO is independent of the WCB. Worker advisors are civil servants who are specially trained in workers' compensation matters. They assist workers with claim matters both at the WCB and at the Appeal Commission.

Employer Advisor Office

The Employer Advisor Office (EAO) is part of the Department of Labour and Immigration and provides guidance and information to employers about the interpretation and administration of the Act and its regulations and of the effect and meaning of decisions made under them. The WCB funds 100% of the costs of the EAO but the EAO is independent of the WCB. Employer advisors are civil servants who are specially trained in workers' compensation matters.

Workplace Safety and Health Branch

Responsibility for inspections, investigations and enforcement of workplace safety and health legislation is vested with the Workplace Safety and Health Branch of the Manitoba Department of Labour and Immigration (WSHB). The WSHB covers all employers in Manitoba except those in federally-regulated industries.

The WCB provides an annual grant to the provincial government to fund the operating costs and related overhead of WSHB in accordance with a funding formula set out in the Act (section 84.1).

V Principles of Adjudication

Inquiry Model

The WCB operates on an inquiry model, which means that the WCB must either prove or disprove a claim through investigation. It is not the responsibility of the worker to prove the claim, nor is it the responsibility of the employer to help prove or disprove a claim. There is no formal or legal burden of proof on any party but the WCB. The WCB is responsible for ensuring that there is sufficient information on which to base a decision. Workers, employers, and health care providers are required to report to the WCB. The WCB then undertakes whatever additional inquiries are necessary to determine eligibility and compensation entitlement.

Medical Evidence

Medical evidence is useful but not necessary in every case. Medical evidence is usually described as being objective or subjective. Some evidence is clearly objective, such as a fracture shown on x-ray. Some evidence is clearly subjective, such as complaints of pain or tenderness on palpitation. Whether evidence is subjective or objective may sometimes depend on the skill and training of the examiner, diagnostic techniques and the like. Objective medical evidence, while helpful, is not required in every case and may not always be available.

Balance of Probabilities

Issues are determined according to the balance of probabilities (i.e., “more likely than not”), the standard of proof used in civil litigation. This is in contrast with the higher burden of proof under criminal law, which is “beyond a reasonable doubt.”

The Act contains "benefit of the doubt" provisions that apply to scenarios where the evidence on either side of a situation is evenly balanced. Benefit of the doubt provisions apply to decisions affecting a worker or dependent's claim for compensation and decisions affecting an employer's assessment.

Merit

Each case must be decided on its own facts, regardless of how other similar claims may have been decided. The Act stresses this point in subsection 60(4): “When making a decision, the board is not bound to follow precedents, but must make the decision on the merits of the case and in accordance with this Act, the regulations and the board's policies.” This is a fundamental principle of the system.

The Five Fundamental Questions

Five fundamental questions must be answered to determine eligibility for workers' compensation. These questions are contained in subsection 4(1) of the Act:

Compensation payable out of accident fund

*4(1) Where, **in any industry within the scope of this Part, personal injury by accident arising out of and in the course of the employment is caused to a worker**, compensation as provided by this Part shall be paid by the board out of the accident fund, subject to the following subsections.*

1. Is the person a worker?

The WCB has exclusive jurisdiction to determine whether a person is a worker within a covered industry. “Worker” has a very broad definition under subsection 1(1) of the Act and includes but is not limited to learners, casual emergency workers, persons employed for more than twenty-four hours a week by the same employer in domestic service or as a sitter or companion to a child or aged, infirm or ill members of the household, and persons deemed to be workers. The WCB also has broad jurisdiction to deem persons to be workers.

The definition of “worker” does *not* include;

- Directors of a corporation unless the WCB has approved an application to have the Director brought within the scope of the Act;
- Outworkers; and
- Certain casual workers who are employed for purposes other than the employer’s trade or business.

Most of these non-covered workers may receive voluntary coverage from the WCB.

2. Is the person in a covered industry?

Workers are entitled to coverage based on whether their employer is in a covered industry. The WCB has exclusive jurisdiction to determine this status. As of January 1, 2006, Manitoba follows an exclusionary model of workers' compensation coverage. The exclusionary model covers all industries unless they are specifically exempted by regulation.

There is no requirement for application or admission. Coverage is automatic, whether or not assessments have been paid. If a covered employer has not paid assessments to the WCB, injured workers are covered under the Act and are entitled to compensation from the WCB. Similarly, whether or not assessments have been paid by the employer, workers in industries covered by the Act do not have the right to sue their employers.

Employers in industries that are excluded by regulation may apply for coverage. Coverage by application is also available for independent contractors.

Employers or individuals with coverage by application are treated virtually the same as those that are automatically covered under the Act.

3. Is there personal injury?

Compensation is provided for “personal injury.” Injury is not defined but the WCB has jurisdiction to determine whether personal injury has happened. It is usually not difficult to establish that personal injury has occurred. Often, the issue for WCB consideration is whether the personal injury or ongoing problems are related to an accident.

Personal injury includes physical and psychological injury.

Under the Act, wage loss benefits are payable for a loss of earning capacity following the day of the accident and for the duration the worker remains injured and unable to return to work. Employers are required to pay workers for the day of the accident.

4. Was there an accident?

Subsection 1(1) of the Act defines an accident as follows:

"accident", subject to section (1.1) includes

(a) a chance event occasioned by a physical or natural cause,

(b) a wilful and intentional act that is not the act of the worker, or

(c) an event or condition, or a combination of events or conditions, related to the worker's work or workplace,

that results in personal injury to a worker, including an occupational disease, post-traumatic stress disorder or an acute reaction to a traumatic event.

The Act explicitly states that the definition of accident does not include any change in respect of the employment of a worker, including promotion, transfer, demotion, lay-off or termination; or an event or condition that results in mental stress unless the mental stress is an acute reaction to a traumatic event or the presumption regarding post-traumatic stress disorder in subsection 4(5.8) of the Act applies (subsection 1(1.1)).

Prior to 1992, the Act defined accident to include conditions that occasion an industrial disease. After that date, the Act refers to occupational disease, which is defined in subsection 1(1). The Act excludes ordinary diseases of life from the definition of occupational disease.

5. Did the accident arise out of and in the course of employment?

The Act is intended to compensate for workplace injuries. It is not a general insurance program that covers non-occupational injuries. The WCB must satisfy itself that the accident arose out of the employment **and** in the course of employment. The injury must be related to the employment. The incident must have happened at work or while working for the employer or doing one's employment duties.

Sometimes, the WCB can determine one issue but not the other. Under the Act, if one of the requirements is met, then the other is also presumed, unless the contrary is proven. Before the presumption can apply, the WCB must first determine either that the accident arose out of the employment, or that it occurred in the course of employment. Subsection 4(5) of the Act creates a presumption that can be disproved by the evidence.

VI Workers' Compensation Benefits

In Manitoba, various WCB benefits are available, depending on the nature of the injury. In addition, the date when an injury has occurred is relevant in determining the type of compensation and entitlements for an injured worker and his or her dependants.

Injuries occurring before January 1, 1992, are paid according to the disability model while injuries occurring after December 31, 1991, are paid according to a system of wage loss and impairment. Under the dual-award system, one award compensates workers for their lost wages and the other award compensates workers for any permanent impairment.

Medical aid and rehabilitation services are largely similar for both benefit models.

Medical Aid

The WCB pays directly for workers' health care costs, including prescription drugs, hospital charges and fees for health care practitioners. Provincial health plans do not pay for these costs.

Rehabilitation

Workers may also be entitled to academic, vocational or rehabilitative assistance (subsection 1(1), the Act). Rehabilitation is intended to help a worker achieve maximum physical, psychological, economic and social recovery from the effects of a work-related injury on a timely basis.

Wage Loss Benefits

<i>For injuries occurring:</i>	
<i>On or after January 1, 2006</i>	<i>Between January 1, 1992 and December 31, 2005</i>
Employers are required to pay injured workers their regular wages and benefits for the full day of the injury. The WCB is responsible for paying wage loss benefits after that day (subsection 4(1.1) and 4(1.2), the Act).	Employers are <i>not</i> required to pay injured workers for the day of the injury, and entitlement to WCB wage loss benefits begin the first day after the accident.
Injured workers are entitled to 90% of net loss of earning capacity regardless of the duration of the injury or illness (subsection 39(1), the Act).	Benefits are reduced from 90% to 80% of wage loss after 24 months.
Accidents Occurring after 2005 and before 2022 There are no maximum insurable earnings. Wage loss benefits will be paid based on 90% of total net earnings (subsection 39(5), the Act). Accidents Occurring on or after 2022 Wage loss benefits will be paid based on 90% of total net earnings (subsection 39(5), the Act) based on maximum annual earnings (subsections 46(1) and 46(2), the Act).	Wage loss benefits and surviving partners' monthly fatality benefits are based on a maximum amount that was indexed annually.
Injured workers earning less than the minimum annual earnings will receive wage loss benefits based on 100% of the loss of earning capacity (subsection 39(6), the Act).	There was no minimum wage loss benefit level.

A worker's loss of earning capacity is the difference between his or her net average earnings before the injury and the net amount he or she is capable of earning after the injury (subsection 40(1) of the Act). The WCB first determines the worker's gross average earnings before the injury. From gross average earnings, the WCB subtracts probable deductions for income tax, Canada Pension Plan and Employment Insurance to arrive at net average earnings. The WCB also determines the net amount the worker is capable of earning after the accident. This amount

can change from time to time. The difference between net average earnings and the net amount the WCB determines the worker is capable of earning after the accident is the loss-of-earning capacity.

After 24 months, wage loss benefits are indexed annually by an indexing factor based on the industrial average wage (subsection 40(2) and section 47, the Act).

Injured workers who are 61 years of age or older are eligible to receive wage loss benefits until they are fit to return to work, or for 48 months, whichever comes first (subsection 39(3), the Act). Prior to January 1, 2005, benefits were payable to workers over the age of 63 at the date of accident for a period of 24 months.

Impairment Awards

If a worker suffers a permanent impairment as a result of a workplace injury, he or she is eligible for an award based on the percentage of impairment, even though the impairment may not impede the worker from returning to work. Impairment awards are based on each full degree of impairment. No monetary award is made if the impairment is less than 1% (section 38, the Act).

Until December 31, 2005, a worker's age was a factor in the calculation of impairment awards. These awards were reduced by 2% for each year the worker was over age 45 at the time of the award, with a maximum reduction of 40%. The age reductions to impairment awards were eliminated. The value of the award has also been increased.

Awards are not offset by other benefits or services offered to the worker by the WCB or outside sources as a result of the impairment. The WCB may also pay for modifications required to the worker's residence, vehicle or workplace to accommodate the injury, for any required prosthetic devices, and for all associated medical costs. Vocational rehabilitation services may also be provided.

Survivors' Benefits

If a worker dies as a result of a workplace injury or from a work-related illness, survivors' benefits are payable to the worker's dependants (sections 29-35, the Act).

A surviving spouse or common-law partner is entitled to an initial lump-sum award (subsection 29(1), the Act). Prior to January 1, 2006, the survivor's award was reduced by 2% for each year the worker was over the age of 45 at the time of death, subject to a minimum payment. This age-defined reduction no longer applies.

Where the worker has no surviving spouse or common-law partner or former spouse or common-law partner entitled to the lump sum award, this benefit will be paid to the worker's estate (subsection 30.1(1), the Act).

The surviving spouse or common-law partner is also entitled to monthly benefits equal to 90% of the worker's net pre-accident income, less any amounts payable to other dependants (subsection 29(1)(a)(ii), the Act). Generally, monthly benefits are payable for 60 months, or until the worker's youngest resident child is 18, whichever is greater. The duration of monthly benefits also depends on the age of the spouse or partner when the worker died. For accidents on or after January 1, 2006, the duration of monthly benefits is 48 months for surviving spouses and partners who are 61 years of age or over at the time of the worker's death.

The WCB also offers academic or vocational rehabilitation assistance to assist surviving spouses or partners to become employable or to increase their earning capacity. The intent is to minimize the impact of the worker's death by assisting the spouse or partner to become more self-sufficient before the WCB benefits end.

Dependant children receive a monthly payment until they reach 18 years of age. A child's monthly benefits can continue beyond that age if he or she attends school or university. Other dependants may also be entitled to a monthly payment.

There are monthly maximum payments for all dependants (section 31, the Act).

Automatic Indexation of all Benefits

All payable benefits, including pensions, survivors' benefits and wage loss benefits, are automatically indexed to reflect the increase in the province's industrial average wage (section 47, the Act). Separate indexing formulae are used for disability benefits, pensions and survivors' benefits awarded under the pre-1992 Act. Those indexing formulae are based on the Manitoba consumer price index.

Annuities for Lump-Sum Awards

Lump-sum payments made to workers or dependant spouses or common-law partners may be convertible (at the request of the beneficiary) into an annuity administered by the WCB.

A worker or dependant who is eligible to receive an annuity may obtain independent financial advice, and the WCB may pay all or part of the fee (subsection 36(3), the Act).

Restrictions on Payable Benefits

Wage Loss

An underlying principle of the Act is that no worker should receive wage loss benefits in an amount that represents more than 90% of net income (subsection 39(5)). The tax-free status of workers' compensation payments can give rise to income tax refunds for some workers. In those circumstances, the WCB recalculates the worker's actual loss of earning capacity to take into account the refund of previously deducted taxes.

An employer may "top-up" an injured worker's wage loss benefits up to a maximum of 100% of a worker's regular take home pay. For injuries occurring prior to 2006, most additional, non-taxable benefits (e.g., private group or employer "top-up" benefits) that a worker received were subtracted from WCB wage loss benefits so that the total wage loss benefits would not exceed 90% of net income. (This did not affect any lump-sum awards, medical aid, or other non-wage loss benefits payable.)

Occupational Disease

The Act provides compensation for workplace-related injuries only. It can be difficult to determine whether a disease resulted from the workplace, the worker's lifestyle, heredity, the general environment or a combination of all these factors. After December 31, 1991, claims for occupational diseases are compensable if the workplace was the dominant cause of the disease. Ordinary diseases of life are excluded from the definition of occupational disease.

Psychological Injuries

Psychological injuries that occur as a result of the daily pressures or stressors of work will not give rise to a compensation claim. The definition of accident specifically excludes injury arising out of any change in respect of the employment of a worker (such as a transfer, promotion, demotion, termination or lay-off) or an event or condition that results in mental stress unless the mental stress is an acute reaction to a traumatic event or the presumption regarding post-traumatic stress disorder under subsection 4(5.8) of the Act applies.

Directors' Coverage

As of January 1, 2006, employers' liability protection is extended to directors of corporate employers. Prior to this date, directors of a corporate employer were not considered workers and were not eligible for compensation. Neither were they considered employers with immunity from lawsuit.

VII Employers

WCB Financial Overview

The WCB has two main sources of revenues: premiums (assessments) from employers and investment revenue from the WCB investment portfolio.

Premiums are based on a rate per \$100.00 of assessable payroll. Each firm is assessed based on the industry rate code and the firm's claims experience. Firms with good claims experience will pay less than the industry rate and vice versa.

Revenues fund the Accident Fund, which pays compensation and program costs and maintains reserves for future costs.

Employer Classifications

In order to allocate the costs of compensation appropriately among employers in similar industries, and to prevent cross-subsidization between Individually assessed employers and the collective pool of employers, section 73 of the Act structures the major employer classification groups for assessment purposes as follows:

- | | |
|---------|--|
| Class B | is individually assessed employers set out in regulation. They pay the cost of compensation for their employees directly. Individually assessed employers wishing to have "pay as you go" status are responsible for future costs by fully funding their reserves, or posting an acceptable security with the WCB. |
| Class C | is the Government of Manitoba and its agencies. |
| Class D | is the City of Winnipeg. |
| Class E | employers in all industries in Manitoba not included in the above classes and not excluded by regulation. |

Employers are classified into one or more industry classifications base on their primary business activities.

Rate Model

Employers' premium rates are based on two factors: their own experience and the experience of their industry. The WCB rate-setting model is used to determine the share that each employer will pay to cover the costs of running the compensation system.

In 2014, the WCB conducted a comprehensive review of the rate model, including consultation with stakeholders. Changes to the rate model were introduced over a number of years with the final changes taking place in 2022.

The new rate model responds to stakeholder concerns in the following ways:

- It is more fair and balanced,
- It is tailored to the unique needs of different sized employers,
- It provides better collective liability protection against large rate increases,
- It reduces rate volatility,
- It balances the rate impact of preventing injuries with the impact of controlling claims costs after an injury.

The new rate model is fairer, more balanced, and less volatile. Other features ensure that the rate model is aligned with prevention efforts.

Allocation of Costs

The current rate model is an experience-based assessment rate setting system. However, it still maintains the core elements of collective liability. To ensure that costs are allocated fairly among employers, the Act includes a number of sections permitting costs to be allocated to another employer or to the rate-stabilization and cost-relief funds. Situations when costs can be reallocated include:

- Negligence of another employer,
- Third-party claims,
- Occupational disease claims,
- Pre-existing conditions.

Individually Assessed Employers

Individually assessed employers pay the actual costs of compensation for their workers as well as administrative expenses. The WCB collects current costs as they are billed while future costs are a deferred receivable of the WCB.

The current individually assessed employers include:

- The Manitoba government and agencies of government
- The City of Winnipeg
- Canadian National Railway Company (and subsidiaries)
- Air Canada (and subsidiaries)
- Via Rail Canada Inc. (and subsidiaries)
- Canadian Pacific Railway Company (and subsidiaries)

Individually assessed employers do not contribute to or have access to the cost-relief fund and rate-stabilization reserve.

Directors Held Liable for Assessments

Directors of a corporation are liable, together with the corporation, for unpaid assessments in excess of \$1,000.00, and any penalties or interest (subsection 85.2(1), the Act). This follows a model similar to the Employment Standards Code (Manitoba), the *Employment Insurance Act* (Canada), and the *Income Tax Act* (Canada). Directors who are elected pursuant to a collective agreement (i.e., workers employed by the corporation who are entitled to representation on the board of directors) are exempt from this provision.

Unpaid Assessments May be Registered as Liens Against Real and Personal Property

If an employer owes assessments to the WCB, the WCB can collect on these funds as debts owing the WCB and register these debts as liens against the real and personal property of the employer. Debts registered against the employer's real property (i.e. land) take priority in accordance with the order of registration. In other words, creditors who have registered their interest in the employer's property earlier in time than the WCB have priority over the WCB's interests. Debts registered against personal property take priority ahead of most other interests (sections 104 and 104.1, the Act).

Minimum Assessments

A minimum assessment has been established by the WCB through regulation (subsection 81(9), the Act).

Merit/Surcharge of Assessments

The WCB has the authority under the Act to reduce assessments for employers who meet particular accident prevention or safety criteria. Conversely, the WCB may also levy a surcharge on employers when these criteria are not being met (subsections 82(6) and (7)).

VIII Responsibilities and Reporting

Compliance

Workers, employers and health care providers all have specific rights and responsibilities within the workers' compensation system. The WCB's compliance model guides the WCB's actions in preserving the integrity of the workers' compensation system.

Workers

A worker or dependant must report an injury in writing to the employer within 30 days (section 17(1), the Act). Failure to notify the employer is a bar to compensation, unless the failure is excused by the WCB.

The duty to report to the employer is different from the filing of an application for compensation. The worker or dependant wishing to claim compensation must file an application with the WCB within one year after the date of injury or the death of the worker. The WCB may enlarge the time for an application where it believes an injustice would result (section 109, the Act).

Workers have an ongoing obligation to inform the WCB of any substantial changes in their circumstances.

Workers who have been unable to work as a result of an injury have an obligation to immediately notify the WCB upon returning to work. A worker who fails to immediately notify the WCB about return to work is subject to an administrative penalty.

If the WCB requests, workers are required to attend for a medical examination (section 21, the Act). A worker's right to compensation can be suspended if the worker fails to submit to the examination or obstructs it.

Injured workers have an obligation to mitigate, or take reasonable steps to minimize, the damages caused by an injury (section 22, the Act). Workers are urged to play an active role in their recovery from a workplace injury. If, in the opinion of the WCB, a worker engages in activities that would risk or delay recovery, refuses medical or surgical treatment, or fails to mitigate the consequences of an accident, the WCB may reduce compensation.

Employers

Employers have the primary responsibility to report injuries to the WCB. When an injury occurs, the employer has five business days to report to the WCB from the day the employer learned of the injury (section 18, the Act). An employer who fails to report to the WCB is guilty of an offence.

Employers:

- Are required to pay injured workers their regular wages and benefits for the full day of the injury.
- Are responsible for transporting workers requiring medical attention.

- Are required to notify the WCB when a worker returns to work. Non-compliance carries an administrative penalty.
- Employers or their agents cannot interfere with, intimidate or coerce workers not to report an injury. Violation of this provision carries an administrative penalty, and upon summary conviction, a fine.
- Certain employers have an obligation to re-employ injured workers.

Effective January 2015, employers have added responsibilities concerning workers entitlement to compensation benefits:

- No employer or person acting on behalf of an employer can take any action that prevents or discourages or attempts to prevent or discourage a worker from applying for compensation, pursuing an application that has been made or receiving compensation (subsection 19.1(1), the Act).
- No employer or person acting on behalf of an employer can take or threaten to take discriminatory action against a person for reporting or trying to report an alleged violation or for exercising any right or carrying out any duty in accordance with the Act or the regulations (subsection 19.1(2), the Act).
- "Discriminatory action" is defined in the Act and includes any act or omission by an employer or a person acting on behalf of an employer that adversely affects a worker's employment, including a transfer, demotion, layoff or termination.
- If it is established that discriminatory action was taken against a person who reported or attempted to report an injury or who exercised any right or carried out any duty under the Act or regulations, the employer is presumed to have taken the discriminatory action. The employer may rebut the presumption by showing that the action taken was for reasons unrelated to the person's exercising rights under the Act.
- Violation of these provisions carries an administrative penalty or, upon summary conviction, a fine or imprisonment.

The WCB can issue reports disclosing details of administrative penalties that are imposed under the Act.

Health Care Practitioners

Health care providers must also provide reports to the WCB of injuries that are covered by the Act (section 20). Reports are for the WCB's use and purposes and the worker's consent is not necessary.

Health care providers also have a duty to give reasonable information and assistance to workers and dependants in making applications for compensation. This duty is

separate from the duty to report to the WCB. The WCB can require a practitioner's report whether or not the worker files a compensation claim.

Third-Party Claims

Immunity from lawsuit only applies to workers and employers covered by workers' compensation. On occasion, a covered worker may be injured under circumstances that entitle him or her to sue a person other than a covered worker or employer, a "third party". In third-party cases, the injured worker or his or her dependants may elect to claim workers' compensation or take an action against the third party (subsection 9(1), the Act).

If the worker elects compensation, the right of action vests in the WCB (subsection 9(5), the Act). The WCB may pursue legal action on behalf of the worker, his or her dependants and the WCB. In third-party cases, the WCB seeks full common-law damages. WCB benefits are payable to the worker or dependants whether or not the third-party action is successful.

The WCB Appeal Commission has exclusive jurisdiction to decide whether a right of action against an employer or worker is removed under the Act and this decision is final (subsection 60.8(1)). The courts recognize the finality of these decisions.

Immunity from lawsuit applies to injuries that happen in Manitoba. For work performed outside Manitoba, the WCB extends benefit coverage to workers in certain cases (section 5, the Act). However, the law where the injury happens generally governs the employer's immunity or liability.

Employers and workers are subject to the laws in the jurisdiction where an injury happens. This is a general legal principle and is not unique to Manitoba. Most Canadian jurisdictions have similar provisions that cover workers and provide immunity for employers for injuries that happen in the particular jurisdiction.

Workers injured outside Manitoba may also be entitled to compensation under the workers' compensation system in the place where the injury occurred. Workers are required to choose in which jurisdiction they want to file a claim (section 6, the Act).

If the work-related injury involves a motor vehicle accident in or out of Manitoba, the worker may elect between workers' compensation and personal injury benefits from Manitoba Public Insurance (section 195 *The Manitoba Public Insurance Corporation Act*).

If a third-party action is successful, Section 10 of the Act requires the WCB accident fund to be reimbursed for amounts advanced, including legal expenses and compensation payments. The WCB then pays the excess, if any, to the worker or his or her dependants. If no excess is recovered, the worker or dependants are still entitled to the full amount of workers' compensation.

IX Appeal Processes

The Act gives the WCB the exclusive jurisdiction to decide cases and establishes an appeal process for:

- Decisions relating to both claims and assessments (section 60.1, the Act); and
- Administrative penalties (subsection 109.7, the Act).

Claims and Assessments

1. The general practice is for the affected worker or employer to bring the issue to the attention of the initial decision-maker. If, after bringing the matter to the attention of the initial decision-maker, the injured worker or employer remains dissatisfied with the decision, they may request a reconsideration. In most cases reconsideration is required before a decision may be appealed to the Appeal Commission.
2. The review of initial decisions is undertaken by the WCB Review Office.
3. If, after receiving the decision of the Review Office, the worker or employer is still dissatisfied, there is a final avenue of appeal. The Appeal Commission is the highest level of appeal for any compensation claim or assessment issue. In most cases only issues previously reconsidered by the WCB can proceed to the Appeal Commission.
4. The legislature intends that Appeal Commission decisions are final. Once an issue has been decided by the Appeal Commission, further review is available only in limited circumstances.

Administrative Penalties

Beginning January 1, 2015 the Act sets out procedures for the levying of penalties and appeals of penalty decisions (section 109.7)

1. A person who is liable to pay an administrative penalty must be given a notice that sets out:
 - (a) the amount of the penalty determined in accordance with the regulations;
 - (b) when and how the penalty must be paid; and
 - (c) a statement that the person may appeal the matter to the appeal commission within 30 days after being served with the notice (section 109.7(1.1)).

2. Within 30 days after being served, a person required to pay an administrative penalty may appeal the matter to the Appeal Commission by sending a notice of appeal to the Appeal Commission (with a copy to the WCB) together with reasons for the appeal (section 109.7(1.3)).
3. The requirement to pay a penalty is stayed until the Appeal Commission decides the matter (section 109.7(1.3)).
4. The Appeal Commission can confirm or revoke the administrative penalty or vary the amount of the penalty if the appeal commission considers that it was not established in accordance with the regulations (section 109.7(1.5)).

Appeal Commission Decisions are Final

Appeal Commission decisions are final. Once an appeal has been decided by the Appeal Commission, further review is available only in limited circumstances. Section 60.9 of the Act provides the Board of Directors with the authority in extraordinary circumstances to set aside a decision of the Appeal Commission when the Appeal Commission has not properly applied the Act, regulations or policy of the Board. Section 60.9 is not another level of appeal.

Under section 60.10(1) of the Act, a party may apply to the Chief Appeal Commissioner for a new hearing on the basis of substantial and material new evidence that either did not exist at the time of the previous hearing or could not have been discovered with the exercise of due diligence.

Judicial Review

The Court of King's Bench will consider an application for judicial review of a WCB decision only in limited circumstances. A judicial review generally occurs where the WCB has acted outside its authority, acted without authority, or failed to perform its duties. Generally courts will not hear an application for judicial review until internal appeal processes have been exhausted. This approach is consistent with the courts' deference to the WCB's specialized expertise. The courts will not interfere with a decision of the Appeal Commission as long as the Commission has not exceeded its authority under the Act.

Employer Access to Medical Information

For the purposes of reconsideration or appeal, an employer may receive copies of relevant claim file information, including medical information (subsection 101(1.2), the Act). Access to all documentation on a file, including medical information, is limited to only the information pertinent to the appeal. No medical information submitted prior to January 1, 1992, may be released to an employer. If an employer requests copies of documentation on a worker's file, the worker is informed of the request before any information is released. If the worker has just cause as to why

information should not be released to the employer, the worker may object in writing to the WCB. Either the worker or employer may appeal the issue of relevancy to the Chief Appeal Commissioner, who will take these objections into consideration and decide whether copies of the file should be released (subsections 101(1.2) to (1.7), the Act).

WCB claim file information may only be used for the purposes of reconsideration or appeal. It is an offence for employers to use the information for any other purpose. An employer must destroy all claim file information and notify the WCB in writing within 60 days unless a submission for reconsideration or appeal has been made.

File Copies

Workers, dependants of a deceased worker or an agent of the worker or dependant are entitled to a copy of documents or records respecting the worker or dependant's claim upon request (subsection 101(1.7), the Act).

Medical Review Panels

The Act authorizes the WCB or the Appeal Commission, at any time, to convene a Medical Review Panel (MRP) to provide advice on a medical matter (subsection 67(3)). A Chairperson of Medical Review Panels is appointed by the Minister Responsible for the Act. Each Panel is comprised of the Chair and two physicians who specialize in the medical matter under consideration. The worker and employer may each select a physician to sit on the MRP from a list provided by the College of Physicians and Surgeons.

The worker has a right to request an MRP when there is a difference of medical opinion between the worker's physician and a WCB Medical Advisor which affects entitlement to compensation (subsection 67(4)). A difference of opinion between the worker's own physicians does not trigger a worker's right to an MRP. The MRP report is routinely provided to both the WCB and the worker. Employers may also make a written request to refer an injured worker's medical matter to an MRP when the matter has a substantial impact on entitlement to compensation (subsection 67(4.1)).

MRPs have a duty to act fairly in carrying out their duties, but they are not adjudicative bodies. The MRP's report is evidence to be considered by the WCB or Appeal Commission.

Fair Practices Office

The Fair Practices Office is not part of the appeal process at the WCB. The Fair Practices Office was established in the tradition of the ombudsman role to assist

injured workers and employers when they identify concerns arising out of fairness or natural justice. The Fair Practices Office's mandate is to reinforce the fairness of WCB's practices and procedures. The Board of Directors appoints the Fair Practices Advocate and describes the scope and functions of this office.

The Fair Practices Office is impartial and cannot act as any individual's or organization's advocate or representative. The Fair Practices Office reports to the Board of Directors, operating at arm's length from the management of the WCB.

Provincial Ombudsman

The Provincial Ombudsman is also an avenue open to those who believe that they have been treated unfairly by the WCB. The Ombudsman has the power to investigate, make recommendations and report publicly.

X Brief History of Workers' Compensation

The evolution of Manitoba's workers' compensation legislation can be traced through legislation, royal commission reports, and studies launched to investigate the WCB and the Act. Recommendations from these reports provide insight into the changes that have occurred over time.

- 1917:** The Workers Compensation Board was created to administer a compensation system for injured workers.
- 1919:** Act passed by Canada providing for payment of compensation to workers of the federal government, to be administered by the provinces or another body approved by the Governor General in Council.
- 1920:** Accident Fund funded by an assessment of all classified employers to compensate injured workers.
- 1921:** Wage loss benefits increased to 66⅔% of gross average earnings.
- 1951:** Second Injury Fund established by an assessment against all classes to be used to cover the claims costs of claims of workers suffering enhanced disabilities that, in the opinion of the WCB, are due to previous disabilities.
- 1953:** Vocational Rehabilitation offered to injured workers. Before 1953, the WCB could not spend any of the general funds on retraining. Funds for retraining were deducted from the funds set aside for the injured workers pension.
- Also, an assistance officer was appointed by the Minister of Labour to aid workers in preparing and presenting their cases before the WCB. This position was later renamed the Worker Advisor.
- Wage loss benefits were increased to 70% of gross average earnings.
- 1956:** Wage loss benefits were increased to 75% of gross earnings.
- 1957:** The Turgeon Commission was established to inquire into and investigate every aspect of *The Workmen's Compensation Act*.

- 1959:** The recommendations of the Turgeon Commission were implemented:
- Created first medical appeal board
 - Coverage expanded to include the Crown, retail, hospitals/nursing homes, hotels and restaurants, radio stations, municipalities, and clerical workers in industries covered by the Act.
- 1965:** Proclamation of *The Employment Safety Act* transferred responsibility for industrial accident prevention from the Department of Labour to the WCB.
- First merit/demerit rating system put in place for employer assessments.
- 1971:** WCB designated to act on behalf of the Attorney General's Department to administer *The Criminal Injuries Compensation Act*.
- 1972:** Further general amendments to the Act included an expansion of coverage to new classes of workers and an increase in pensions and benefits.
- 1974:** *The Workmen's Compensation Act* was renamed *The Workers Compensation Act* to reflect the participation of women in the workplace.
- 1977:** Responsibility for industrial accident prevention was transferred from the WCB to the Department of Labour. This occurred when *The Employment Safety Act* was repealed and *The Workplace Safety and Health Act* was proclaimed.
- 1980:** The Lampe report was submitted. The tripartite committee, commissioned by the Lyon government in the late 1970s, made recommendations on how to tighten up Board policy and procedures.
- 1982:** In response to a Board employee's public allegations of mismanagement and unfair treatment of claimants at the WCB, a report on the entire field of workers' compensation by Inspector D.C. Cooper of the RCMP Commercial Crime Section was released. As a result,
- the Commissioners and senior management of the WCB were replaced
 - a private consultant firm was employed (CERECO Inc.) to aid the new Board and to conduct a management review

- the rehabilitation program and procedures of the Board were reviewed and
- worker advisors were hired and mandated to assist claimants in pursuing their claims through the system.

- 1983:** The CERECO report was released, criticizing the Board's management practices.
- 1985:** A Legislative Review Committee led by Brian King was formed with the broad mandate to review the Act, policies and directives of the WCB and to recommend improvements to the Act.
- 1987:** The King Report was submitted. Its recommendations dealt with benefits, the adjudicative process, administrative framework, and financing the program.
- 1990:** Bill 56 altered the administrative framework of the compensation system. The Bill separated the appeal function from administration by creating a separate Appeal Commission. Other changes included:
- establishing a policy committee of the Board of Directors
 - stipulating that government must consult with employer and labour communities before making appointments to the Board of Directors and Appeal Commission
 - stiffer penalties for fraud and late payment of assessments. Payroll underestimation or non-reporting by employers became subject to a fine.
- 1991:** Bill 59 changed the compensation system from one based on disability to one based on loss of earning capacity and/or permanent impairment.
- 1992:** Bill 59 came into effect on January 1, 1992.
- 1999:** Special payments were made to certain dependant spouses of deceased workers.
- 2001:** Rights to benefits and services were extended to same-sex couples.
- 2002:** The Act was amended to include a rebuttable presumption of compensation for full-time firefighters who are regularly exposed to fire scene hazards (other than forest fire scenes) for a prescribed minimum

period and who contract primary-site brain, bladder or kidney cancer, primary-site non-Hodgkin's lymphoma or primary-site leukemia. The minimum period of employment for each type of cancer is set out in regulation.

- 2004:** A Legislative Review Committee (LRC) was established with a mandate to conduct a complete review of the Act and recommend legislative changes based on broad principles that encompass a vision for the future of workers' compensation in Manitoba.
- 2005:** The LRC completed its review and presented a report comprising 100 recommendations for changes to the Act and WCB policy. Changes to the Act were tabled at the Legislature *via* Bill 25, which was adopted unanimously on June 9, 2005.
- 2006:** **Bill 25, *The Workers Compensation Amendment Act***, became effective on January 1, 2006, for all injuries or illnesses occurring on or after this date. Bill 25 introduced numerous enhancements to benefits such as 90% of wage replacement regardless of claim duration (eliminating the 90% to 80% step-down for wage replacement after 24 months), as well as higher rates for impairment and fatalities. The Bill also legislated mandatory coverage for all employers and workers in industries in Manitoba, except those excluded by regulation. In addition, the Bill incorporates prevention and return-to-work into workers' compensation principles, and expands the rebuttable presumption for firefighters to include ureter, colorectal and lung cancers as well as heart injury within 24 hours of attending an emergency response. These presumptions, except the heart injury presumption, are retroactive to 1992 for full-time firefighters. The heart injury presumption for all firefighters, and the cancer presumptions for part-time firefighters, took effect on June 9, 2005. The Bill also strengthened the governance structure of the WCB.
- 2009:** Testicular and esophageal cancers were added to the list of rebuttable presumptions for firefighters.
- 2011:** Multiple myeloma, prostate, skin and breast cancers were added to the list of rebuttable presumptions for firefighters. The Bill also introduced a floor so that WCB benefits will not be reduced when indexing factors are negative in any year. The firefighter cancer and heart injury presumptions were extended to certain personnel of the Office of the

Fire Commissioner whose duties include fire investigation, firefighting or delivering fire investigation or firefighting training. The inclusion of these personnel is retroactive to June 9, 2005.

- 2014:** **Bill 65, *The Workers Compensation Amendment Act***, introduced several important amendments to the Act. Bill 65 implemented key components of the Government of Manitoba's April 2013 *Five-Year Plan for Workplace Injury and Illness Prevention*. Notably, Bill 65: (a) consolidated prevention services into the WCB's newly formed prevention entity called SAFE Work Manitoba; (b) established a Prevention Committee of the WCB Board of Directors; (c) enhanced compliance with clearer definitions of claim suppression and discriminatory action, requiring notices to be posted in workplaces, requiring the disclosure of employer records, permitting WCB inspections in connection with compliance or return to work, increased fines and penalties and publication of penalties. Bill 65 also clarified the right to appeal administrative penalties to the external, independent Appeal Commission. Prevention provisions were proclaimed in force on October 15, 2014; compliance provisions were proclaimed in force on January 1, 2015.
- 2015:** **Bill 35, *The Workers Compensation Amendment (Presumption re Post-Traumatic Stress Disorder and Other Amendments)***, introduced the legislative presumption regarding post-traumatic stress disorder and consequential amendments. Bill 35 also added an administrative penalty for an employer's failure to post notices in workplaces, and amended the date for filing the WCB's annual report and five-year plan from March 31st to April 30th of each year. The date for filing the Appeal Commission's annual report was also amended to April 30th. Bill 35 was proclaimed in force on January 1, 2016.
- 2016:** A Legislative Review Committee (LRC) was established with a mandate to conduct a review of the Act and in addition to any other issues identified during the course of this review, the Government of Manitoba asked that the Committee specifically:
- Review the alignment of the Act with the Meredith Principles (the foundational principles of workers' compensation);
 - Align the Act with workplace illness and injury prevention initiatives outlined in Manitoba's Five-Year Plan for Workplace Injury and Illness Prevention;

- Examine provisions in the Act respecting the approach to mental health in the workplace;
- Ensure the WCB is current with emerging trends in injury and illness, the most up-to-date health and safety knowledge, and medical practices;
- Examine the 2005 Legislative Review Committee's Report to consider which of the recommendations have been implemented and with what effect;
- Review the WCB's existing funding model, in particular with respect to comparing the Board's funded value with Boards in other Canadian jurisdictions;
- Consider the establishment of a maximum assessable earnings level (or a cap) for workers;
- Consider the creation of an Employer Advocate Office.

2017: The LRC completed its review and presented a report comprising 64 recommendations to the Minister in December 2017. The Government made the LRC's report public on September 14, 2018.

2020: Changes to legislation were introduced as Bill 2, The Budget Implementation and Tax Statutes Amendment Act, 2020. Bill 2 was proclaimed in force on November 6, 2020.

Bill 2, The Budget Implementation and Tax Statutes Amendment Act, 2020

The Bill implemented tax and other measures announced in the 2020 Manitoba Budget by amending other existing statutes. Part 9, Division 11 of the Bill made amendments to Act. The changes to the Act enhanced the WCB's financial and operational independence from government, thereby formalizing the Government of Manitoba's 2018 decision to remove the WCB from the government reporting entity (GRE). Bill 2 received royal assent in the Manitoba Legislative Assembly on November 6, 2020.

2021: **Bill 18, The Workers Compensation Amendment Act**
The Bill made a number of changes to the Act. Most of the Bill's amendments were a response to recommendations made by the 2016-2017 LRC. Other amendments were designed to complement changes to the WCB's corporate governance structure made in Bill 2, *The Budget Implementation and Tax Statutes Amendment Act, 2020*.

Some of the significant amendments made in response to the LRC report included:

- Amending the definitions of "accident" and "occupational disease," and establishing a schedule of occupational diseases, in order to make it easier to establish a work-related cause for certain types of injuries or illnesses.
- Reinstating a cap on maximum insurable earnings so that injured workers are paid compensation equivalent to 90% of their loss of earning capacity, up to a monetary threshold of \$150,000 (indexed).
- Creating an employer advisor office to assist employers in understanding and interpreting the Act and WCB policies, as well as the decisions made under them.
- Enhancing and clarifying the WCB's enforcement and inspection powers. Updating the WCB's administrative penalty scheme, and transferring regulatory-making power over administrative penalty amounts to Cabinet.
- Some of the key financial and corporate governance amendments included:
 - Removing the requirement for the government to advance monies to the WCB to cover shortfalls.
 - Eliminating the need for the WCB to obtain the Minister of Finance's approval to borrow funds.

The Bill received royal assent on May 20, 2021 and came into force on January 1, 2022.

2022: Bill 6, The Workers Compensation Amendment Act

The Act listed specific illnesses and injuries presumed to be caused by firefighting, unless the contrary is proven. The Bill expanded the list to include primary site thyroid, pancreatic, ovarian, cervical and penile cancers. Bill 6 was proclaimed in force on April 1, 2022.

2023: Bill 25, The Workers Compensation Amendment Act (Wildfire Firefighters)

The Act listed heart injuries and specific cancers presumed to be caused by firefighting unless the contrary is proven. The Bill amended the Act to extend the presumptions to wildfire firefighters. Bill 25 was proclaimed in force on January 1, 2024.

2024: Bill 14, The Minor Amendments and Corrections Act, 2024

The Act was amended that the Board must provide to the minister its annual report and operating plan not later than May 31 each year.

2025: Bill 24, The Workers Compensation Amendment Act, 2025

The Act was amended for a worker who dies as a result of a workplace injury on or after May 31, 2021, with no current or former spouse or common-law partner, the lump sum that would have been paid to such a spouse or partner is instead paid to the worker's estate or to another person determined by the WCB.

The Act was further amended to add statutory benefit of the doubt clause that directs WCB where the evidence in a matter before the board is evenly balanced, to give the benefit of the doubt to:

- A worker or dependant when deciding an issue affecting their claim for compensation; and
- an employer when deciding an issue affecting their assessment.

The annual report deadline for the appeal commission is extended from April 30 to May 31 to match the annual report deadline for WCB.