

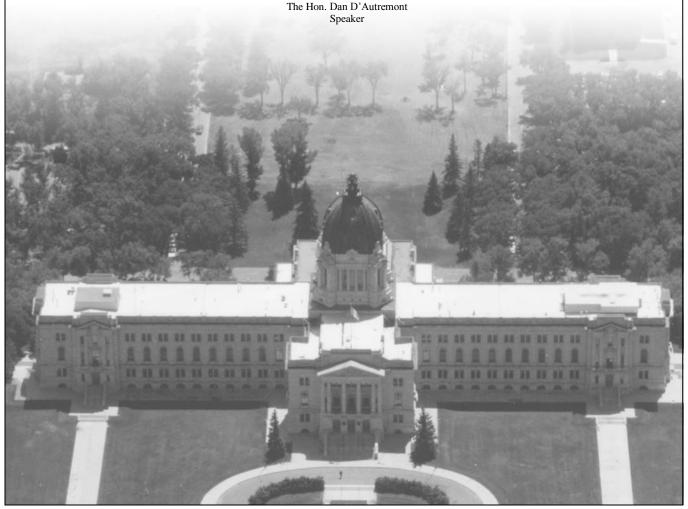
THIRD SESSION - TWENTY-SEVENTH LEGISLATURE

of the

## Legislative Assembly of Saskatchewan

# DEBATES and PROCEEDINGS

(HANSARD)
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The Hon. Dan D'Autremont



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Wyant, Hon. Gordon	SP	Saskatoon Northwest

## LEGISLATIVE ASSEMBLY OF SASKATCHEWAN November 26, 2013

[The Assembly resumed at 19:00.]

## **EVENING SITTING**

**The Speaker**: — It now being 7 o'clock, debate will resume.

#### **GOVERNMENT ORDERS**

#### ADJOURNED DEBATES

#### SECOND READINGS

#### **Bill No. 102**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 102 — The Builders' Lien Amendment Act, 2013 be now read a second time.]

The Speaker: — I recognize the member for Regina Rosemont.

**Mr. Wotherspoon**: — Thank you, Mr. Speaker. It's my pleasure to enter discussion here this afternoon. I appreciate the warm welcome from members opposite.

We'll discuss here this afternoon Bill No. 102, *The Builders' Lien Amendment Act, 2013*. And this is all about, this bill anyways as expressed, the expressed purposes from the minister, is all about balancing, I guess the balance for ensuring that the building trades, the construction industry is able to be paid in a fair and appropriate way for their services, and that there's some protection and rights afforded to landowners, property owners, Mr. Speaker. So it's about balance and ensuring that, as I say, owners have some rights through these processes as well.

And the minister suggests that there's a careful balance that's been struck here. Through our consultations we'll ensure that that's the case. We know that often when this government pushes forward with legislation, it does so without the proper consultation that is required. And because of that fail to understand the consequences of some of the changes that they're making, we hope that's not the case with *The Builders' Lien Amendment Act* because certainly the rights and ability for the building trades, for the construction industry to be properly paid is important, but also to make sure that balance is there for landowners and property owners.

One of the changes that certainly seems to make sense is the addition of the land surveyors to the listed services that would be brought into this Act. Certainly they're an important part of the building process and they too deserve some peace of mind and protection through that building process, not unlike an architect or an engineer or any of the other trades along the way. So certainly that seems to make sense.

We recognize as well that there is . . . And I'll quote from the minister here:

... this bill will also increase the limitation period applicable to trust claims from one year to two years. The Act currently provides that a trustee is discharged from its

obligations on the expiry of one year after the contract is completed or abandoned. The limitation period is at odds with the general two-year limitation period in *The Limitations Act*. Additionally it often catches claimants by surprise, as a trust claim is usually brought at the same time as a lien claim, to which a two-year limitation period applies.

So it seems that there is some harmonization here with other laws, other regulations, and that may make sense. We'll press the minister for a little further detail on that front: who impacts this, who's been calling for this, and what are some of the consequences as a result. The other piece of this bill changes where what's deemed to be complete for work. And it used to be that it was either 1 per cent of the contract or \$1,000, whichever is less.

And the minister is suggesting that this is no longer an appropriate value, based on the times. He suggests that this number was brought in in 1986, and that 1,000 is no longer a number that's appropriate. That would I guess reflect the inflation in building costs that we've experienced, inflation in contracts that we've experienced within the province.

And certainly there seems to be some merit to that statement. Now there's no longer a set value as there was the 1,000. That hasn't been increased. That's simply been eliminated. And now it's simply 1 per cent of the contract. So fulfillment of a contract is considered to be complete once I guess 99 per cent of the work would be complete, if I'm reading this properly, 99 per cent of the contract price. And so we'll evaluate with the industry, we'll evaluate with landowners and homeowners, with builders to ensure that that's the appropriate balance, or should there be a piece of protection like there was before, recognizing that \$1,000 simply isn't appropriate anymore with the inflationary pressures that have been experienced.

With that being said, Mr. Speaker, we'll engage in the consultation with stakeholders, making sure we're balancing off their rights, their needs, making sure we're hearing their concerns, listening to their input. Hopefully government's done that already. As I say, far too often we see that government push forward without listening, and the consequences are often quite hard on those on the ground. And we'll do our work on that front, and we'll look forward to pressing the minister for some broader detail as it relates to this Act. Certainly this balance is important to the construction industry. It's also very important to developers, homeowners, landowners, and we recognize the value of making sure that this Act meets the needs of our province moving forward.

But with that being said, Bill No. 102, *The Builders' Lien Amendment Act, 2013*, I'll now adjourn debate. Thank you, Mr. Speaker.

**The Speaker:** — The member has moved adjournment of debate of Bill No. 102, *The Builders' Lien Amendment Act,* 2013. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

#### Bill No. 103

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 103 — The Enforcement of Maintenance Orders Amendment Act, 2013/Loi de 2013 modifiant la Loi de 1997 sur l'exécution des ordonnances alimentaires be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Riversdale.

**Ms. Chartier**: — Thank you, Mr. Speaker. I am pleased to wade into the discussion on Bill No. 103, *The Enforcement of Maintenance Orders Amendment Act*. I think before we talk a little bit about the Act, I think it's important to talk about what the maintenance enforcement office is actually about, and that's who carries out maintenance enforcement orders.

So it was actually established in 1986, and it's responsible for recording and enforcing registered support orders. So when a parent has been mandated by the court to pay support to children or is to be paying support to children — not just mandated by the court, there are pieces of legislation that govern that as well — you can register with maintenance enforcement if you're not receiving support from your former partner or the parent of your child. And the maintenance enforcement office is responsible for enforcing that support order.

There are different tools that currently the maintenance enforcement office has before it. Right now the director of maintenance enforcement can garnish wages or other income. It can suspend the driver's licence of an individual who isn't paying to care for their child or children. The director of maintenance enforcement can apply for denial of federal licences such as passports and place garnishments with the federal government in order to intercept funds like the GST [goods and services tax] refunds and income tax funds. The director of maintenance enforcement, the office can attach and collapse pension entitlements and RRSPs [registered retirement savings plan] and ultimately may apply for seizure of the payor's property, Mr. Speaker.

So those are the things that are currently in the Act and from the Act from 1997. And the bill before us right now will be amending that Act to provide the maintenance enforcement office with one more tool in trying to ensure that parents take responsibility for the children that they have, Mr. Speaker.

So I think it's ... I know the minister in his second reading speech talked about the proud record that we have here in Saskatchewan, or this province has in collecting money on behalf of families who are owed it from a partner who should also be supporting the children. And the record here in Saskatchewan in 2012-2013, that fiscal year, the Minister of Justice has said that 91 per cent of payments were collected that had been registered with the maintenance enforcement office. He had pointed out that that's one of the highest records in Canada, or that's the highest percentage in Canada, which is great. And in the 2012-2013 fiscal year there was a record amount collected. And he had pointed out that that was \$39 million in collections, which is great.

But it also gave me a little bit of pause to think that that's a heck of a lot of parents who have stepped away from their parenting responsibilities and have had to have been mandated and have had to have punishments put in front of them before they've taken responsibility for their children. And I think that that's quite striking, that \$39 million here in Saskatchewan was owing or forthcoming to families and the maintenance enforcement office was able to help collect that.

But the minister had pointed out the 91 per cent rate, which is great. I've had the opportunity in my office to deal with some of the 9 per cent of those who have not been successful, the tougher cases. And I think the ministry has much to be proud about around the 91 per cent, but when you think about those 9 per cent of families who are getting by on one income, often supporting a child or multiple children, and the former partner isn't taking responsibility, or is neglecting their responsibility to pay for the children that they've had, I think that that's an awful shame. And I think about the 9 per cent, and I can think of a very tough case here that the poor director of maintenance enforcement, Lyle, I think we had him on speed dial in our office there for a little while, Mr. Speaker.

I think one of the problems with that 9 per cent is that they are more difficult cases for any number of reasons. Anecdotally I've heard that it can be very difficult with self-employed people sometimes to get money owed from parents to support children. But I think one of the problems is some of the tools that already exist aren't always used to their fullest extent.

I'm thinking of one particular case where the taxpayers in this one particular case over a period of years have paid thousands of dollars for legal fees. The maintenance enforcement office has had to pay thousands of dollars in legal fees to try to get money from this one particular individual to support his — in this case it was a man — to support his two children.

And back and forth, despite using some of these tools, the taking of the driver's licence seemed to help and dislodge some of the money at one point in time. But he was given his licence back when he made a small payment and then proceeded to jam up the system again and wouldn't pay for one or two months at a time and would be called back into court and would not appear. His lawyer would appear and have some excuse as to why he couldn't appear. And this went on and still continues to this day, Mr. Speaker. As I said, at one point we basically had the maintenance enforcement office on speed dial in our office, just trying to, trying to hasten the process for this family who ... There were, I believe it was about \$12,000 in arrears that this family did not have to pay for children's basics, Mr. Speaker.

So the tools that have been before the maintenance enforcement office have been effective to some extent. We see the 91 per cent. But that 9 per cent, I mean I always like to think you have to strive for that perfect record. Ninety-one per cent is pretty great, but what other tools could be put in place to get to that 100 per cent, Mr. Speaker, so families do have the resources they need to be able to make sure kids have the full opportunity to lead great lives as kids and have the opportunity to grow into productive kids or young adults who are an active part of our society?

So one of the changes here is, one of the amendments is permitting the maintenance enforcement officer to be able to direct the Minister of Environment to prohibit a hunting or angling licence from being issued to a payer who is arrears on support payments by at least three months.

So this is another tool that the government is adding, and this has come I understand directly from the maintenance enforcement office. They're interested in improving that 91 per cent track record, Mr. Speaker, and this is one of the tools that they've decided to come up with. And I know the minister has said that this will complement the existing tools and will only be utilized when other actions aimed at financial resources of the paver have proven unsuccessful. But I'd be interested in hearing a little bit more both from the maintenance enforcement officer . . . This might have been a good opportunity for the government to cast the net a little bit broader than the maintenance enforcement office, who has some serious expertise in this area, but so do other people. What other things could we do to ensure that parents are owning up to the responsibility of financially caring for their children, Mr. Speaker?

So I'm glad to see that this change has been made, and I have no idea . . . We don't have any answers or any detail in terms of how many people the maintenance enforcement office thinks that this will impact. But if they believe that it is a useful tool, they are experts in that regard. But it would have been nice to see possibly some other, looking at outside our borders. And I know we're doing well comparatively but, you know, you can always learn from somewhere else as well, Mr. Speaker. And I think that there would have been an opportunity here to think about how much further we could have enhanced this legislation. But on the face of it, Bill 103, *The Enforcement of Maintenance Orders Amendment Act*, is good.

## [19:15]

This is about making sure that there is timely payment of support for children and families, which is absolutely critical. You can't enrol ... I've heard way too many stories from families who have such limited resources that they don't have the opportunity to put their kids in dancing or hockey or any of the many ... or sometimes even putting enough food on the table or gas in the car, Mr. Speaker. That's a reality for many people, and when it's left on the shoulders of one person to carry that responsibility, sometimes it's too much. There isn't enough money to be able to do that. So it's important that those who are responsible or should be responsible for their children be held responsible.

So with respect to Bill 103 again, as I said, we support this move. I would have liked to have seen a few other changes as well. And I would have liked to have seen perhaps a consultation process outside of the maintenance enforcement office and further afield to see what else we could have done to improve that 91 per cent rate because I can tell you from cases that have come into my office that not having help in supporting your children can be a real burden for many people. But with that, I do know that I have colleagues who would also like to speak to Bill 103, so I would like to move to adjourn debate.

The Speaker: — The member has moved adjournment of

debate on Bill No. 103, *The Enforcement of Maintenance Orders Amendment Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

**Some Hon. Members**: — Agreed.

The Speaker: — Carried.

#### **Bill No. 104**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 104 — The Enforcement of Maintenance Orders Consequential Amendment Act, 2013 be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Riversdale.

Ms. Chartier: — Thank you, Mr. Speaker. Bill 104, The Enforcement of Maintenance Orders Consequential Amendment Act, is just making some minor changes as per the previous Bill 103, The Enforcement Maintenance Orders Amendment Act. What this is doing is, the sole purpose of this bill is to make an English-only consequential amendment to the fisheries Act, 1994. And this is necessary on account of The Enforcement of Maintenance Orders Amendment Act, 2013, which is a bilingual bill

So there's very little to add to this. Again, as I said, we support the principle of the previous bill, Bill 103, which is ensuring that parents take responsibility from a financial perspective for their children, and making those necessary changes to ensure that the tools are there to be able to collect from parents I think is important and valid. So with that I would like to move to adjourn debate.

**The Speaker:** — The member has moved adjournment of debate of Bill No. 104, *The Enforcement of Maintenance Orders Consequential Amendment Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 105**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that **Bill No. 105** — *The Informal Public Appeals Act* be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Nutana.

**Ms. Sproule**: — Thank you very much, Mr. Speaker. And I'm pleased to rise this evening to have an opportunity to debate Bill No. 105, *The Informal Public Appeals Act*. This is a very interesting proposition, Mr. Speaker, and I think, as far as I can tell, it's the first time in Canada that this type of bill is actually being introduced.

We know that there are all sorts of public appeals for funding and especially these days on the Internet when you see KickStart or some of the online fundraising appeals. I've certainly participated in a number of them through supporting friends of mine with their projects. So apparently the Uniform Law Conference of Canada in 2011 recommended that the *Uniform Informal Public Appeals Act* be adopted by Canadian jurisdictions to govern the operation of these appeals.

And as a person who's been involved in a lot of fundraising activities, there are a number of questions that come to my mind about how these will actually operate on the ground. And certainly . . . Although when I was in law school, I avoided the trusts class like the dickens. I didn't want to study trusts at all. I know they're complex, and that was one of the reasons why I wanted to avoid them. Trusts are not an easy thing to understand. A lot of legal responsibilities come with it.

And I'm not sure that, you know, when somebody's house burns down and a community gets together that they have the wherewithal to put their head to the legal complexities that are in this type of bill. On the other hand though, I think the intent that's behind it is one that's appreciated. And certainly taking up the Uniform Law Conference of Canada on its recommendation is certainly of merit.

So I'm a bit of two minds on this bill because I think, on the one hand, people who do these fundraisers or these public appeals for . . . They're called informal because they're usually spontaneous. They are often in reaction to a tragic event in a community or, you know, an illness in a family where certain medical needs need funding, and always, I would think, of an altruistic nature or philanthropic nature for sure.

So those kind of things are what Saskatchewan's all about, and I think we see examples of that time and time again. And many of the members introduce stories like that in the members' statements here in the legislature, so we know that Saskatchewan people are certainly leaders when it comes to volunteerism and community spirit that leads to supporting families in times of tragedy or communities in times of need.

So yes, a lot of money can be raised in these types of appeals. And what the Uniform Law Conference is concerned about is what happens to the money. Make sure that it's properly handled because people are giving in good faith. And I know quite often when these types of appeals are initiated at a community level, the level of expertise that's needed to handle large amounts of money often isn't there. So I believe that this bill is intended to deal with some of those issues.

You can see when you look at the table of contents of the bill, there's five parts to it or six, but the three main parts are setting up the trust itself, and the trust . . . what's going to be the governing authority. And the word governing authority, the term, phrase, governing authority, is one that's defined in the proposed bill. And it basically says the governing authority is the authority that regulates the trusts. And it could be a number of things. It could be a constitution, a charter, an incorporating document, or bylaws. So sometimes in these public appeals they actually form some sort of corporate body. It may just be a contract. It could be a court order. And I think that's one of the things this bill offers is the ability for the court to step in and regulate or be the governing authority. Or it could be a trust document. And I think trust documents are the ones that might

scare people off who are just doing this just to help out their neighbour. So when substantial amounts of money are raised, obviously the people that are initiating this are going to have to make some difficult decisions or carefully thought out decisions on how to manage those sums of money.

The second part of the bill deals with surpluses and refunds. And again, you know, it's hard to imagine a charitable appeal where there is a surplus. But I suppose if money is needed to obtain some medical equipment in a local hospital for example, and that goal is reached and surpassed, what happens to the surplus funds? This bill purports to provide a framework for those people who don't know what to do with money if there's money left over. So that's a helpful portion of the bill.

And then finally part IV deals with the trustee's powers and duties. And again when you start imposing legal duties and powers on people that are just trying to help out their neighbour, it could be a bit intimidating. So one of my concerns about this is, without sort of supporting information available to communities . . . And I'm presuming the ministry, in this case Ministry of Justice, would ensure that lay people who haven't dealt with these types of formal fund structures are given as much assistance as possible to help them wade through the technical details that are there to provide the legal support for these types of activities.

So I know the minister indicated that the bill is careful not to create hurdles for those with good intentions, and he said that you can choose not to use the forms to establish a public appeal and that there are protections for people that choose not to, but to a lesser extent. I think that needs to be more clear. And I am again anticipating that the ministry will be able to provide adequate documentation to ensure that people are not scared off by the forms, that they're friendly to use, and that there's backup support within the ministry to ensure that people can access the bill.

He says the bill seeks to remove traps that have evolved so that well-meaning trustees who commence an appeal are not made victims of their own good intentions. And I'm not aware of any particular situation where that has occurred, and perhaps the ministry has had a number of situations arise or it's been brought to their attention. This is a good intention bill, and I'm not sure if the need has really demonstrated itself here in Saskatchewan or not.

Certainly Saskatchewan is always out front when it comes to helping their neighbour, and Saskatchewan people are always out front when it comes to volunteering and getting organized and supporting their communities. And I guess the idea that Saskatchewan's the first jurisdiction to introduce this type of legislation is also an indication of that kind of community spirit. But we need to make sure that there aren't pitfalls within the bill itself and that it's actually really necessary.

So I think, Mr. Speaker, in principle the concept is good. We do have a few questions about how this is going to work out on the ground; where the need is for it. And the other question I have is why the ministry didn't use the draft bill that was presented by the Uniform Law Conference of Canada. There's one available on the website, and when I compare the two, they're quite a bit different, although I think the principles are the same.

Perhaps the drafters here in Saskatchewan just felt the language wasn't familiar to our style of legislative drafting here in Saskatchewan. So those matters aren't addressed in the minister's comments and those would be questions that we would have. But by and large I think, you know, when people are raising this kind of money, if there's a formal system available to them to protect themselves legally, then it's a good thing.

The only other piece that I wonder about is the online fundraising appeals that happen and how the monies are treated there. Because I think the location of the fund, if it's in PayPal or if it's located within some sort of online banking institution, may create some problems. And I'm not sure a bill of this sort can address those issues.

But the minister made no comment about it, so again that might be some questions we might have for the ministry when it comes to time in committee and it's . . . I know earlier one of my colleagues today indicated that it's really difficult to speculate in this format, and the more details that are available from the minister when they give their second reading, the more questions that are answered on our part and certainly on the part of the public.

So I know we have some fairly short, brief second reading introductions by the ministers, and I think it's important for the public and for scrutiny of these bills to ensure that we have as much information as possible from the ministry so that we can understand the intent behind some of the provisions and behind some of the legislation that's being introduced.

So at that point, Mr. Speaker, that's the end of my comments on this bill, and I'd like to move to adjourn the debate on Bill No. 105, *The Informal Public Appeals Act*.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 105, *The Informal Public Appeals Act*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 106**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that **Bill No. 106** — *The Legal Profession Amendment Act*, *2013* be now read a second time.]

The Speaker: — I recognize the member for Regina Rosemont.

**Mr. Wotherspoon**: — Thank you. Thank you, Mr. Speaker. I'm pleased to rise to speak to Bill No. 106, *The Legal Profession Amendment Act, 2013*. We understand that this bill was recommended by the Law Society of Saskatchewan.

We're going to engage with our consultation with the Law Society to ensure that the changes that are brought forward fully reflect the recommendations that they brought forward. As well, make sure we fully understand their intended consequences of this bill. As well, understanding if there was a broader scope of considerations than just what's been brought forward in this bill

from the Law Society. Because when you have the opportunity to open up one of these Acts and to make some refinements to legislation, you want to make sure that government's providing the opportunity for a broad scope of considerations to ensure that you're building Acts and making changes that will serve this province well and our institutions and our societies and associations well into the future. And certainly we need to make sure that's the case for the Law Society of Saskatchewan.

[19:30]

A couple points I've gleaned from the minister's comments. The minister makes a comment that certainly as a principle that the public interest is always paramount to that of the interests of a member being disciplined. And certainly that's appropriate. That's fair.

The second piece of this relates to governance and the democratic rules of the Law Society itself. And I understand that this provides them some flexibility and some control over those processes and would allow the Law Society to, as I say, have more control over the number of elected members on council. And I understand they're suggesting that this would accommodate demographic changes and improve governance. And certainly the good governance of all organizations is important, and we look forward to hearing just a little bit about how this will support good governance.

The third piece to this Act I understand is really about flexibility. And this provides the ability for the society to recruit persons who are not members of counsel or lawyers to assist with investigations and hearings. And what I'm hearing on this front is that this would provide some needed and important flexibility to ensure that investigations and hearings can move forward in a timely way. And as it relates to justice, certainly timeliness is important on that front. So this increased flexibility seems to be a very fair and reasonable pursuit and something that we will again just simply confirm with the Law Society, with stakeholders in a broader sense, and certainly from the minister.

I understand that they're also making some changes as it relates to the time period that a decision in a disciplinary process must be rendered. Currently there's a provision in place where that must occur within a period of 45 days within a disciplinary process. Now this change here in removing that, I understand that this is due to difficulties to achieve that timeline in complex cases. That sounds fair. That sounds reasonable. We just want to be cautious in lifting a bar like 45 days that it doesn't become the norm to have longer, prolonged processes because of course, as it relates to justice, again the timeliness of those decisions is very important. Undue delays are certainly not appropriate. And you know, I don't suggest that that would be the case from the Law Society. And certainly the minister has put on the record as well that common law rules of natural justice require that decision to be rendered in a timely fashion as well. So that certainly seems to be a reasonable piece. We just may have some questions on that front with the Law Society, with stakeholders, and with government.

And then the final change that I recognize here is that there's a statutory exemption of liability that's going to be extended to encourage . . . to other members of the Law Foundation. And

this I understand would allow or encourage the Law Society to be able to bring on volunteers to undertake certainly the important work of the Law Foundation. But we just want to make sure we understand the full, I guess the full and potential costs of that liability, the potential consequences of those liabilities, and making sure we're understanding all the intended consequences but also potential unintended consequences.

Mr. Speaker, that's the bulk of what the minister's spoken to. I know there's other changes within this Act that we'll be consulting with the Law Society, the stakeholders, that we'll be seeking clarity in detail from government on just making sure that the consultation process has been a fair one, making sure that the considerations from the Law Society, from stakeholders, are reflected in the considerations and now reflected into this law. Because as I say, when you have a law that you're opening up, a bill that you're opening, an Act that you're opening up, it provides a wonderful opportunity to refine that bill and build its purpose for the next generation in supporting, in this case, the work of the Law Society in protecting the public and protecting their members but also disciplining members, Mr. Speaker.

So with that being said, we'll engage in the due diligence as an opposition, engage with work with the minister and certainly with all stakeholders. And so at this point in time, I will adjourn debate as it relates to Bill No. 106, *The Legal Profession Amendment Act, 2013*. Thanks, Mr. Speaker.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 106, *The Legal Profession Amendment Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 113**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 113 — The Powers of Attorney Amendment Act, 2013/Loi de 2013 modifiant la Loi de 2002 sur les procurations be now read a second time.]

**The Speaker**: — I recognize the member for Cumberland.

Mr. Vermette: — To join in debate, Mr. Speaker, of Bill 113, *The Powers of Attorney Amendment Act, 2013*. Just looking at it the way it's going, it's giving some extra or more powers to a power of attorney, to an individual that's been given that authority, be it a family member who has a, you know, parent maybe that's deciding . . . It could be an adult. It could be, you know, a brother or sister.

And there's a reason why they have power of attorney. And they appoint that person to take care of their finances and take care of funds, whether they have property, whatever it is, to make sure . . . And there's due diligence on their end. I guess there's a provision in there, and like the amendment talks about, it is to give some protection. And I think at the end of it, it's a bill that will give protection to the individual who has appointed the power of attorney or if it's a court order or that or the individual's signed something saying they give their family

member the power of attorney over them and to look after their assets and make sure their wishes are carried out.

Now it sounds like sometimes if those provisions in there in guardianship or power of attorney, it isn't clear, but this legislation and amendment brings in trying to clarify it, making it clear what the power of attorney can do and I think what they can't do. I think it makes it very clear. There's some provisions in there.

They talk about gifting, and if it's something that they were doing before and the person was doing it, they're comfortable with that. You know, that's clear. But let's say they weren't giving gifts or did not give any gifts, and then all of a sudden the power of attorney decides to I guess give themselves a gift, thinking that that's something they wanted to do. Well there's an issue with that, and I guess the legislation wants it clear, make it very clear.

If it's not in writing, if it's not part of the agreement, if a judge doesn't order it, then there is concerns about accountability. And at the end of the day, a power of attorney must provide an accounting of the assets that that person's been entrusted to look after for the person that they are a power of attorney for. And I think right now it's voluntary. You have six months to do that. The court could also order that you provide that should there be something go on, I guess.

So there are some changes they're making, but I think clearly it's something that probably there's been an issue so the, you know, the minister has been asked to bring this forward. And I think it's clarifying the role of the power of attorney and it's, you know, making clear an accounting practice that needs to be dealt with. And there's provisions in the amendment to do that.

The gifting part I talked about. But I think it gives protection to not only an adult who assigns someone power of attorney over their assets, but I think it also protects the power of attorney individual, whether it be one or two, to look after the assets of that person. And you know, it clears up whether they should be giving themselves a gift for doing the job. I guess that they feel if there's a lot of work . . . And I know there's, you know, more questions that maybe in committee need to be answered. But overall in just looking at it, and you know, there's not a lot of comments in here, but I just wanted to talk about those areas and those points that are in the second reading from the minister.

But talking about that, I think it refers to a schedule, a schedule and fees, and there is a process to do that. And that makes it clear so that a person's not out there taking a gift when you shouldn't have, and you're thinking, well I've done a lot of work and I want to have a . . . You know, I think I did a good job; I want to give myself a gift. If that wasn't the practice before and the individual hasn't agreed to that and signed off, and I think it just makes it clear for anyone, so at the end of the day it protects, again like I said, the adults, and it protects the power of attorney to make sure that they haven't done some wrong.

And if they've done wrong, I guess the regulations are out and I guess the courts can take action and, you know, find that individual accountable for what they've done. They will then

answer to a court and I guess a judge, and to say, you know, did you do in good faith what the requirements, the regulations require you to do, and did you fulfill your obligations as a power of attorney?

And I think it's important when one takes that role on, they understand what it is they're taking on. And I think this clears up some of the gifting and some of the areas of accountability. So having said that, it also gives again some protection to individuals and adults out there who do sign over. Or if a court assigns a power of attorney over an individual, and I guess that process could happen as well, and if that's the case then I guess the accounting is voluntary, but the court could ask, like I've said earlier in my comments.

So at this point I don't have a lot more comments to make about it. I think it clears it up. It gives some protection for both, and I think it's a good start to clearing up some of the information and maybe some of the miscommunication that individuals out there might be going off doing. So at this point, Mr. Speaker, I'm prepared to adjourn debate on this bill.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 113, *The Powers of Attorney Amendment Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## Bill No. 114

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 114 — The Health Care Directives and Substitute Health Care Decision Makers Amendment Act, 2013 be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Centre.

Mr. Forbes: — Thank you very much, Mr. Speaker. It's a pleasure to rise tonight and enter into the debate on Bill No. 114, An Act to amend The Health Care Directives and Substitute Health Care Decision Makers Act. And as I understand from the minister's remarks, this is part of their suite of legislation to improve the protection of vulnerable adults, and this one deals with health care issues. And this is a significant issue and I'm looking forward to hearing more about this in committee or however it might come forward, the work that has been done and how these all tie together. But they are important pieces of legislation.

And I think that we all can think of our own personal experiences, whether as MLAs [Member of the Legislative Assembly], in our role in that position in our communities where people ask or talk about difficulties around some of the decisions that have to be made and how do they get made and how do we ensure that the right people are making those decisions and how do we keep that language current in today's society.

So this is an interesting piece of legislation. Interesting as well that, you know, the Minister of Justice is doing a lot of the bills

here, and I think that it's been interesting. I always look to see who he has consulted with and how many different groups he's consulted with. And in this case, he talks about that more than 100 groups and individuals were consulted, including people in the area of health and mental health, advocacy groups for persons with disabilities, senior groups, and many more.

So that would be interesting, and I hope that we can share that and we can hear some of who those groups were and what they talked about and whether they spoke specifically to this or were to the other two pieces of legislation. I'm interested in that for sure. And we'll be asking a question about that so we can get more information hopefully that can help us as we ensure that this piece of legislation is right on the mark, its impact is exactly as people want it to be and it should be, and there are no unintended consequences. That's very, very important.

As the minister talked about, the first gap that was identified by the health care sector was decision making for day-to-day decisions for those adults who are not capable of consenting to health care. And whether they are minor decisions — i.e., dental work, that type of thing or even more — it's important to have that.

[19:45]

The second one went to the ability to apply to admit a person to long-term care or placement or accept placement of the person into long-term care. And apparently up to this point there was no clear legislation who would have that authority, and it talks about how we now have much more clearer direction because of the Act. And I just want to take a moment to talk about that because what it says here in the Act that, and this is I guess the ranking of who gets to make, who gets to be in that decision-making process. Who is the nearest relative? And I'd like to read this into the record:

15(1) Subject to subsections (2) and (3), a nearest relative is, with respect to a person requiring treatment mentioned in section 16, the person first described in the following clauses who is willing, available and has the capacity to make a health care decision.

So those three items: willing, available, and the capacity. So you have the spouse, (a) the first person is:

- (a) the spouse or person with whom the person requiring treatment cohabitates and has cohabited as a spouse in a relationship of some permanence;
- (b) an adult son or daughter;
- (c) a parent or legal custodian;
- (d) an adult brother or sister;
- (e) a grandparent;
- (f) an adult grandchild;
- (g) an adult uncle or aunt;
- (h) an adult nephew or niece.

And then:

(2) For the purposes of subsection (1), the relationships listed in clauses (1)(b) to (h) include adoptive relationships.

Now what I find interesting though is, so in some of these, obviously with spouse there's only one, but adult son or daughter there could be more than one. So how do you establish who has priority? Is it down from the oldest son, daughter? Does it go down that way? Who lives closest to the parent? How do we decide that? Adult brother, sister — the same thing. So I'd be curious to know if there's more details and that would be one question I might have later on.

But I think it's important, but I understand . . . Well I think that is one thing that we should talk a bit about. So and then, Mr. Speaker, the final amendment is about clarifying an enduring power of attorney. So that relates back to the other two pieces of legislation that we have.

So relatively a short speech by the minister. An important area though, and I think as we think about, as we have an older aging society that it's an important one, an important one. And it's one that as families do move about the country — brothers, sisters, nephews, nieces, aunts, uncles — it can be quite a distance apart. And so it's important to have these done.

And I appreciate with 100 different consultation pieces in place that clearly there's been potentially some very good consultation. But I guess the question is, I would like to hear more about what they had said about vulnerable adults, protecting them. And we'll be definitely doing our due diligence to talk to some of these groups in terms of what else had they talked about. What else had they identified as issues? Because clearly this is an important area, and does this piece of legislation meet the mark? Do the other two pieces of legislation meet the mark? And do they feel like they were properly listened to? And the comments they made, were they incorporated? Were they dropped off the table? Because sometimes we hear that and hear that some of the issues that people did identify were dismissed, and unfortunately this government's getting a bit of a reputation for that.

So in this case, I know there will be others who want to speak to this issue. And I know that they'll want to say a few things over the next days and weeks, and we'll be consulting with the people that have concerns in this area throughout the province. We want to make sure that they have their opinions heard, and if there are questions that they should be, thinking we should be raising, we definitely will be doing that.

And of course I know, particularly when it comes to seniors, that this government is not meeting the mark, particularly when we talk in terms of health care or personal long-term care homes, that people do have concerns about so many issues, that we'll probably hear an awful lot of other issues that they'll bring up. And while we focus on this, we want to make sure all their concerns are brought to the floor of the legislature. After all, that is our job, and we will do that job. And I know the government sometimes doesn't want to hear that, and we can tell that they get frustrated that actually people are talking about the concerns about the kind of attention that seniors are getting

in Saskatchewan when they should be getting so much more, so much more.

So with that, Mr. Speaker, I would like to move adjournment of Bill No. 114, An Act to amend The Health Care Directives and Substitute Health Care Decision Makers Act. I do so move. Thank you.

**The Speaker:** — The member has moved adjournment of debate on Bill No. 114, *The Health Care Directives and Substitute Health Care Decision Makers Amendment Act, 2013.* Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

#### Bill No. 115

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that Bill No. 115 — The Public Guardian and Trustee Amendment Act, 2013 be now read a second time.]

The Speaker: — I recognize the member for Regina Rosemont.

Mr. Wotherspoon: — Thank you, Mr. Speaker. I'm pleased to enter debate as it relates to Bill No. 115, *The Public Guardian and Trustee Amendment Act*. I understand that this is part of a package of bills that have been brought forward by government and it relates directly to adults who rely on others to make decisions on their behalf. And so it's individuals within our society for whom . . . can be quite vulnerable, Mr. Speaker, and certainly Acts and changes to this Act are important.

We'll be engaging in full consultations and inviting submissions on this front to make sure that these changes meet the needs, meet the realities of those that aren't in a position to be making decisions on their own. We're talking about individuals here that may be challenged to have the capacity to be making decisions in a daily basis or within their lives, and certainly we're dealing with individuals that may be dealing with aspects of mental health challenges.

The main portion of this bill moves, I understand, as I quote from the minister:

The main portion of this bill moves the provisions respecting certificates of incapacity from *The Mentally Disordered Persons Act*, allowing the legislation to be repealed.

And I understand now these provisions are built into this Act and the package of bills that are brought forward.

This bill as well is about modernization. I understand through the consultations, and rightfully so, this government heard that some of the language was objectionable. And that they're bringing language in line with the current language that's used; no longer will terminology relate to, you know, language such as incompetence or the Act itself, *The Mentally Disordered Persons Act*. The language will be respectful of our understanding of people and in many ways will speak to

capacity or incapacity of an individual to make decisions.

This Act will also, as I understand, bring in the new ability for physicians to examine a person for capacity without a request from chief psychiatrists. And we just want to make sure in our discussions and consultations that we're understanding the scope of consequences of this change. I suspect it's in response to pressures within the community and the needs and the responsiveness and flexibility that's required to deal with vulnerable people. So we'll engage in consultation. I understand that there's also a reduction in time period that can be imposed between re-examinations from capacity from one year to six months.

There's a few other changes here as well, amendments that update the powers of the Public Guardian and Trustee by adding the powers to revoke an acknowledgment to act that was signed in error. And certainly just reading it like that, it's only common sense to make that provision. If acknowledgment to act was signed in error, then it shouldn't stand and there should be the ability to revoke, the power to revoke that act.

It moves on as well, that some of the other additional changes here is "... the power to administer the estate of a deceased dependent adult client of the Public Guardian and Trustee, pending administration by someone who is not a court-ordered personal representative." And I suspect this has been brought forward from individuals with direct experience from across the province, from organizations that have had direct experience with these sorts of experiences. And certainly I value their perspective and look forward to fleshing out from government a little bit more to share some of those experiences, some of those recommendations that have come from across communities and community groups on this matter. And we'll engage and welcome submissions, as I said, from groups and people across the province to make sure that this Act is reflective of the realities that people and communities are facing.

The bill also updates references to legislation in a number of places that adopt the word incapacity, as I said earlier, so it's a modernization of language. And certainly that's something that we fully, fully support.

As I've said, dealing with the most vulnerable is an incredible responsibility that does fall to government and to society. In many ways we are judged by how we deal with the most vulnerable within society. And as we're talking about individuals and questions of capacity or incapacity and the mental health challenges and pressures that many are facing across our province, we need to make sure that our Act, the bills that are being brought forward reflect the needs and as well that the services and supports within communities are extended and in place to support individuals living with challenges of capacity and of mental health. Mr. Speaker, there's a lot more work to be done on that front. There's a lot more work to be done in breaking down stigmas. There's a lot more investment that's required to meet the needs of families and of communities and to meet the needs of these vulnerable people, Mr. Speaker.

But certainly some of the changes that are coming forward in this legislation here today seem to be very reasonable. We do want to make sure that as this bundle of legislation's been brought forward that the full scope of considerations or the full range of possibilities were considered to ensure that we're building legislation that's as modern and as effective as it can be. So we'll be engaging with community groups, with people, with families that have first-hand experience in these areas.

And certainly this, as I say, is a very important piece of legislation in the areas that it touches on. And the response of government to those with mental health challenges and with challenges of capacity is a very important role for government.

With that being said here tonight, we certainly look forward to consultation. We look forward to following up with the minister and his officials to seek further details and clarity. But at this point in time, I would adjourn debate for Bill No. 115, *The Public Guardian and Trustee Amendment Act*, 2013. Thank you, Mr. Speaker.

**The Speaker**: — The member has moved adjournment of debate on Bill 115, *The Public Guardian and Trustee Amendment Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 116**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Reiter that **Bill No. 116** — *The Municipalities Amendment Act*, *2013* (*No. 2*) be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Centre.

Mr. Forbes: — Thank you very much, Mr. Speaker. It's a pleasure to enter into this debate tonight on Bill No. 116, An Act to amend The Municipalities Act respecting Municipal Status and Non-compliance and to make consequential and related amendments to other Acts.

And so this is quite a significant piece of legislation before us. And obviously this is one that we will have lots of comment on and lots of questions on. And I think that it's going to be very interesting when we hear what different folks have to say.

Now the minister has not, I don't think, referenced any groups that he consulted with, but I assume that he has. He seemed to imply that he had talked to SARM [Saskatchewan Association of Rural Municipalities] and to SUMA [Saskatchewan Urban Municipalities Association]. So you know, I think there were others that may want to have some opinions about this. But it would be interesting to know, who did they consult with? It's always I think important to start there because it's important for us to know, who did you consult with and what did they say? And what parts were incorporated and what parts were not left out? And what parts came from this government? And what were their intentions? And some of the things are very interesting. And some of the changes, I have some questions. And of course we will have a lot to say about this in the weeks and months ahead about this as this plays out.

[20:00]

The minister outlines . . . And I'll refer to his speech because I want to focus on what he has said. He has said that there's five key areas that they want to strengthen the legislation of *The Municipalities Act*, and the first is that:

They will provide better criteria on which to determine whether unincorporated communities and areas have sufficient capacity for local governance and municipal status. Second, they will provide objective criteria for action when municipalities are no longer able to function to meet their statutory requirements as local governments. Third, they will provide more flexibility and choice for interested urban and rural municipalities to voluntarily restructure to form a new type of municipality known as a municipal district. Fourth, they will provide a new means for citizens with concerns about the financial or operational management of their municipality to have these concerns addressed locally. And fifth ... [enhancement of] property owners' and the minister's ability to ensure municipal compliance with legislation and regulations and constrain the potential misuse of local property tax tools and tax abatements.

So it's quite a significant piece that he lays out before us.

So the first one, as he said, is the criteria for the unincorporated community as an organized hamlet. And currently there's no criteria, so it's based on whether they have sufficient capacity to meet the requirements of an organized hamlet. And it goes through that and how it can be essentially a training ground. So I assume that makes some sense, and that will be interesting as we see how that plays out.

Of course some of the challenges that some of these groups have as they work together ... And it will be interesting because it's not quite as simple as it once was. There was the issue of particularly services, and I'm thinking particularly around water, that when you have a group who decide to organize as a hamlet or a village, I suppose the delivery of services can be a bit of an issue because people do expect a level of quality and of service and that means the quality of drinking water. And I know that this can be a challenge. So they have to have the capacity to deliver.

And then they talk about that "... minimum dwellings or business premises... taxable assessment to ensure available tax base is sufficient to support service delivery." So that's a hugely important area because it's not just as simple as saying, we're going to get together and we're going to be able to get some things. You have to deliver a certain suite of things. And whether that be roads, some level of protection, I assume, but water is the main one, but also garbage, dealing with solid waste, that type of thing.

The other thing that's very interesting is provide for criteria to incorporate new villages and resort villages will be now set in regulation. The current criteria for villages and resort villages are 100 persons, 50 separate dwellings or business premises, and minimum taxable assessment of 15 million. And it's been in place since 1930.

Now I'm not sure whether that has been in the . . . I think that's been in the legislation. This is something we can get clarified in committee. But why we're moving it into regulation, again it does something to . . . You know, in terms of transparency and accountability, when it moves into regulation, something like that should be pretty solid. It hasn't been changed for something like over 80 years, and maybe it's been a problem for the last 10 or 20 years, but generally I assume it's worked well. It'd be interesting to know why that is a problem.

You know, I grew up in a village. And I mean, lots of my family still live in that village, the village of Mortlach. And you know, in fact he was the mayor of Mortlach for several years. And I don't know if they have a real problem with that particular issue, but maybe this is a new thing. I don't know. It would be interesting to know why this is a pressing concern that must be changed. I don't know.

He says, "... struggle to operate independently and generate sufficient own source revenue..." That would be interesting to know more about. And so I think that we'll have questions about the whole issue around villages and hamlets, and we'll be talking to the minister about that in committee, and the role thereof. I think that will be interesting.

And I think this does go to talk a bit about the issue of the third area of proposed amendments, and that is around the other . . . He talks about another solution, and that will be ". . . for urban and rural municipalities to voluntarily agree to join to form a new type of municipality called the municipal district . . ." Now he wants to say, and he goes to some length to say, that this is not a forced amalgamation. He wants ". . . to be clear that a municipal district will only be established upon the agreement of the municipalities involved and resolutions from each council."

Now it is interesting that they do talk about, further on when he talks about the fourth area, and I'll go on to that. But "... the fourth area of amendments will provide citizens with the ability to petition their council to conduct and make public the results of financial or management audit." And this is "... a means for citizens to address their concerns locally. Currently the legislation provides for annual audits of the municipality's financial statements ..." and that the main purpose is to "... confirm whether these are prepared in accordance with generally accepted ... principles."

And he talks about how his ministry and his office receives letters, and I think we all receive letters and concerns from citizens and asking for provincial intervention. And so he sets out a process here, that it has been agreed:

After consultation in the municipal sector, it has been agreed to set this efficiency at the number of voters equal to one-third of the municipality's population. This is equivalent to the ... voter turnout in urban and rural municipalities in recent local elections. These amendments are in the interest of ensuring councils remain transparent and accountable to their residents and ratepayers.

I have just a question about that, Mr. Speaker, and maybe we'll get an answer in committee. Why is it the number of voters equal to one-third of the municipality's population? We've seen

the provincial government just talk about changing the whole idea of how constituencies are based on the adult population, everybody over the age of 18. So I would wonder why here you would want to include youth as part of the formula. It's not consistent. And I think that where municipalities, you know, when you're determining the voting population, it's because of age. But they don't have the same kind of requirement that we do in the sense of we have now three more MLAs, we're at 61, and we've divided the population, actually divided the population, the southern part, by 59. So why is it that they're including the whole municipality's population and not just the adult?

If you're talking about number of voters, at one-third, you're probably saying one-third of the number of voters turn out. Not one-third of the population. That's an interesting stat because the stat would be based on the percentage of voters turning out. Like if they have a 29 per cent turn out in Mortlach and 45 per cent turn out in Caronport and then they average that out, they're not taking into account the younger folk, I don't think. That will be interesting to know why it's the total municipality's population.

And then that brings me back up to the one about the forced amalgamation that the minister had talked about and the question I would have there that it can be, that how it's going to happen is you have essentially resolutions from each council. So two resolutions, one from each council, saying that they want to do this, and then you've got an amalgamation.

And this can be quite a surprise to the residents of the village or hamlet and the RM [rural municipality]. All of sudden you're joined together. There wasn't a plebiscite. There may not have been even a requirement of notice that this is a discussion we're having. You can just have a resolution. Somebody didn't come to the meeting. Have two meetings. I mean this could be . . . So this is going to be kind of interesting about how they can do this so quickly but then to ask for a simple audit. You have to have a petition of one-third of the municipality's population. And I would say one's much more significant than the other. Well one is so much more rigorous.

So I'm not sure if that's consistent with good democratic processes. I can understand that maybe that is a good solution, a fair solution. But just to say you have two resolutions and all of a sudden, bam, you are now the municipal district of Wheatlands — and Mortlach now is gone — I think that would be quite a surprise. And then how do you disentangle yourself from that municipal district if it was so easy to get into?

You know again, this is about consultation and talking about what are good processes and how would this happen and again disentangle it. I'm not sure this government has thought this completely through. And this is what I would think that often our job is all about, and that is to talk about the intentional consequences and the unintentional consequences. It's sober second thought.

**An Hon. Member**: — We're the senate.

**Mr. Forbes**: — Yes. Unfortunately we don't have a senate. But, Mr. Speaker, I think it's important that we think about this because this could be a big issue. And again, you know, we

have had those letters from rural Saskatchewan saying, can't the province step up and help us out in this RM or this village? Things seem to be going off the rails. And the government is very reluctant to get involved because they say, really it's not for one level of government to, you know, to act as big brother to another level of government.

But in this case, when you're setting out these kind of rules, this is for a long time. And we've just talked about how the levels of population in villages and hamlets were the same for 80-some years and they seem to have worked, and now they're changing them. This kind of section, this kind of legislation could be in place for a very, very long time, and rural Saskatchewan really will have to live with it. So we do have a lot of questions with that.

So, Mr. Speaker, I do want to say that we'll have lots more to say about this and lots more as we think this through, and I wonder if it has been thoroughly shopped around and people have had their two cents put into it. I don't know. Because as I pointed out that I just feel that one area is very weak and can be problematic. You know, if you have two councils that seem intent in solving some problems, really in a very speedy way, it can be done, and people have to live with those consequences.

So with that, I know other members will want to join in and speak on this, and we have a lot of work left to do tonight, so I'm ready to move adjournment on Bill 116, An Act to amend The Municipalities Act respecting Municipal Status and Non-compliance and to make consequential and related amendments to other Acts. I do so adjourn. Thank you.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 116, *The Municipalities Amendment Act, 2013 (No. 2)*. Is it the pleasure of the Assembly to adopt the motion?

**Some Hon. Members**: — Agreed.

The Speaker: — Carried.

## Bill No. 117

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Reiter that Bill No. 117 — The Municipalities Consequential Amendment Act, 2013/Loi de 2013 portant modification corrélative à la loi intitulée The Municipalities Amendment Act, 2013 (No. 2) be now read a second time.]

**The Speaker:** — I recognize the member for Saskatoon Centre.

Mr. Forbes: — Thank you very much, Mr. Speaker. And this is a bill to make consequential amendment to *The Non-profit Corporations Act, 1995* resulting from the enactment of *The Municipalities Amendment Act, 2013 (No. 2)*. And it's a relatively short Act, and really essentially what it sounds like it's doing is adding the word municipal district after rural municipality, and so really the two go hand in glove. And while I could repeat my comments from the previous discussion about the concerns we have about municipal districts, that it's a potential solution, but has it been thought completely through? We will have these two tied together because . . . as they are.

And so with that, Mr. Speaker, I would move adjournment of Bill No. 117, An Act to make a consequential amendment to The Non-profit Corporations Act, 1995 resulting from the enactment of The Municipalities Amendment Act, 2013 (No. 2). I do so adjourn.

[20:15]

**The Speaker:** — The member has moved adjournment of debate of Bill 117, *The Municipalities Consequential Amendment Act, 2013.* Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 118**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Norris that **Bill No. 118** — *The Saskatchewan Polytechnic Act* be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Nutana.

**Ms. Sproule**: — Thank you very much, Mr. Speaker. And it is as always my pleasure to rise in the adjourned debates, in this case on Bill No. 118, *The Saskatchewan Polytechnic Act*.

This is a very interesting and curious bit of legislation, Mr. Speaker, and I find there is some very interesting aspects to this. I want to start off with the minister's comments right off the hop when he introduced the bill on November 25th or gave second reading to the bill on November 25th. And what he said in his first paragraph is he's pleased to rise to move second reading of *The Saskatchewan Polytechnic Act*, Bill 118. And then he goes on to say, "This new Act marks a milestone in the history of the Saskatchewan Institute of Applied Science and Technology..."

Well, Mr. Speaker, this is not really a new Act. In fact when I read through it carefully, there's a few changes to the former Act, but in fact it is the SIAST Act, *The Saskatchewan Institute of Applied Science and Technology Act*, with a few minor amendments.

So I think it was somewhat misleading and perhaps artful for the minister to suggest that this is a new Act because really, Mr. Speaker, it isn't. It is just a few changes to the SIAST Act, and a lot of it is just nomenclature. And in fact in two notable instances that's all it is a change of name of the institute, and instead of calling the CEO [chief executive officer] the CEO, we're now calling him the president. So you know, this is not exactly earth-shattering, and I certainly wouldn't consider it to be new.

And in fact, Mr. Speaker, I'm somewhat disappointed that there aren't explanatory notes provided with this bill, as there is in other instances, which indicate that there are really very few changes being made to the SIAST Act. So I think it's a bit artful for the ministers to suggest this is a new Act. This is not a new Act. This is just a few minor amendments to the SIAST Act.

Housekeeping, basically housekeeping changes.

Now the minister made a great fanfare about the name polytechnic, so it got me thinking, well what is a polytechnic instead of an institute of applied science and technology? And really if you go on the Internet, which is my go-to tool these days, there isn't really a lot of difference between an institute of applied science and technology and a polytechnic. And as you explore a little bit further, Mr. Speaker, we find that even the lines are blurring somewhat now between polytechnics or institutes of applied science and technology and universities because in many cases these polytechnics are being given the ability to grant degrees — which is not a good or bad thing; it is what it is. And I think as higher education moves forward and evolves, these are just the types of trends that we see across the world, as a matter of fact.

So I did want to share with the Assembly and with the people of Saskatchewan some of the comments that I found. First of all there's a web page in New Zealand, and it's from the Bay of Plenty Polytechnic in Tauranga, New Zealand. And the question there that's being posed, and I'm going to read this as a quote:

What is the difference between universities and polytechnics and institutes of technology?

Historically the main difference was that universities focussed on academic programmes and polytechnics focussed on practical vocational training. Over recent years both types of institutions have expanded their range of programmes and now there is significant overlap between universities and polytechnics with many polytechnic programmes pathwaying directly to degree programmes.

Over recent years many polytechnics have added a number of degree programmes to their course offerings. A number of polytechnics have also merged together and have changed their names from polytechnics to institutes of technology to better reflect their focus. Cross-credits for diploma courses completed at a polytechnic can be credited to ongoing university study in many instances.

So we see, Mr. Speaker, in New Zealand they're actually going the other way. They're changing their name from a polytechnic to an institute of applied science and technology. So I think what we're talking about here really is merely semantics, and despite the great fanfare and excitement with which the minister announced this new brave new world of the polytechnic in Saskatoon, I think it's just a word. And I don't think that a whole lot of attention needs to be paid to that.

Certainly what is important in the changes from the SIAST Act to *The Saskatchewan Polytechnic Act* are some other clauses that are being changed, and I want to refer specifically to those because I think that's the important part of what we're seeing in not this new Act but really the amendment of the SIAST Act. It's not a new Act at all.

So first of all clause 3(3) is something that the minister referred to, and that's where no one is allowed to use the word polytechnic because it's such a special word.

... or any derivation or abbreviation of that word in the name of an educational institution or in any advertising relating to an educational institution, without the prior approval of the Lieutenant Governor in Council.

So we see a change here where the word polytechnic is now exclusively reserved to SIAST, and if that's what the minister wants, that's fine. Again I think it's more important what happens inside the institution, and obviously the learning that takes place there is the important part. But we now know that the word polytechnic is preserved exclusively and, unless the Lieutenant Governor in Council approves a change, only this institution will have the opportunity to do that. Interesting.

The second thing ... [inaudible interjection] ... We don't know what happens if we want to change the name of a political party to the polytechnic party, but I think it wouldn't be allowed under this Act. It would be prohibited. So just pay attention, all those who are thinking of using the word for any reason whatsoever.

The other change in the mandate, we see clause 4 of SIAST's Act or . . . Yes, clause 4 in the SIAST Act is continued, and the mandate is almost identical under this new Act except for one small subclause. And I think this points to the direction that the minister is really talking about, and it's the new clause (h) which says, the mandate of SIAST, now polytechnic, it includes "services to encourage and support scholarly activity related to programs of study provided by the polytechnic."

So here we see sort of the transition and the morphing into more university-type activity, where there's a scholarly study in addition to applied science and applied technology and research. So there's a blurring of the lines that's happening here, Mr. Speaker. I'm merely observing it and commenting on it. I don't have any particular view one way or the other.

But I think back in the day when I was a kid growing up in Lafleche, there was STI [Saskatchewan Technical Institute] in Moose Jaw. And my colleague from Saskatoon Centre will remember STI, which became the Moose Jaw campus of SIAST, and that was Palliser, as it's referred to now. So there was STI or university. That was sort of the two choices that we had when I graduated from school in 1979.

Nowadays I think with extensive developments in applied technology and research, and certainly universities also moving their research into more the applied areas, and certainly with a lot of the finances that are being provided by corporations and private institutions, we see that there's a lot of pressure on universities to actually have more of the applied science rather than the pure or basic science that they were traditionally known for. So I think the trend that we see that this minister seems to be following along, and certainly one that's reflected in other areas, is a real evolving of the role of colleges, of institutes of applied science and research, and of universities. And there is, I would suggest, a blurring of lines that's taking place. So it's quite interesting to see it being reflected in the, what the minister calls the new Act, although again I raise that it's not a new Act at all. It's just a few changes to the SIAST Act.

Another clause I think that's an important change that I was

able to find without any explanatory notes was in clause 14. And this is something that the minister referred to in his comments. There's a new subsection which allows the polytechnic to "receive gifts of real and personal property, including moneys, for the purposes of the polytechnic." And that's 14(b). That didn't exist in the SIAST Act. The other two reasons were there, but they've inserted a new one under 14(b), and that's one he referred to when we see a private institution like Husky providing a new gift of, he said, very significant dollars. And certainly that's important to the work of SIAST or what will be Saskatchewan Polytechnic with the name change.

And we see more and more of these types of institutions relying on support from private companies and I think, you know, where maybe governments have stepped into or stepped away from some of their responsibilities in terms of assuring that these institutions are properly funded. So we see that change in terms of your ability to fundraise for property, as the minister referred to it. And it's really allowing them to receive gifts of real and personal property, including money. So it just makes it clear that SIAST can accept gifts such as the one that Husky is providing as an opportunity.

The one clause again that I pointed out earlier that is also just a change in name is found in section 10(1). And back in SIAST time, the head of the organization used to be the chief executive officer. Pretty common term. He's now going to be the president. So rather than having a CEO, we're switching it to president.

And what's interesting about that, Mr. Speaker, is I had the opportunity to speak to Bill 100 earlier today. And in that Act, what used to be the executive — no, I forget the original term — anyway, they're now changing it to CEO. So in Bill 100 we're going from the executive officer to the CEO, and now in this bill we're going from the CEO to the president. So I think it really is just words and semantics and something that's attractive.

So I don't again offer any opinion one way or the other. It's just an observation that words are being used in different ways. And I think my colleague from Saskatoon Centre pointed it out in his comments previously as well that it sort of flips and flops depending on what bill this government is involved in. So, interesting, whether it's earth-shattering, I would say not.

But certainly something I think that, for whatever reason, this minister seems to suggest that it's a new Act. But really, I mean, if you put them side by side, and normally what's happened in my experience when we do adjourned debates is that when a bill is being mildly altered or a few clauses are being altered, typically it's an amendment to the previous Act. But this minister for whatever reason calls it the new Act.

So I'm a bit disappointed now because I think it's a bit deceiving to suggest that it's new when really it isn't new at all. So I would be interested in knowing why the minister wanted to present it that way. But certainly something for us to talk about in our comments, Mr. Speaker.

So that's basically it. I mean we see a change to the name. It's no longer SIAST; it's a polytechnic. Although as I pointed out, in New Zealand they're going the other way. So I find that kind

of interesting. We see the change from CEO to president, which is what it is. We see the ability to grant degrees, and I think that's probably . . . I don't know if I read those through, but I want to take a double look at that. That's clause 16, where there's two new changes in clause 16, and I just want to make sure I've referenced those as well. Oh yes, and I haven't mentioned them yet.

So clause 16 in the SIAST Act is the clause that gives the powers for the institute, in this case now the polytechnic. And there's some powers they have that have been added. And I think probably I should have mentioned this right off the hop. This is the most substantive change. We can now, under (g):

(g) provide for the granting of honorary diplomas relating to programs provided by the polytechnic.

#### And under:

(h) provide for the granting of degrees in accordance with *The Degree Authorization Act*.

So those are pretty substantive changes when you think back to what applied technical institutes and applied science institutes, they used to provide diplomas or certificates, but now they're allowed to grant degrees.

## [20:30]

And the final thing of interest, and again I find this very curious. I'm not sure exactly what it means, Mr. Speaker, is clause (n) or subclause (n) of clause 16 which says the polytechnic can "enter into any agreements for the purpose of performing applied research."

So we don't know what those agreements are or why it was necessary to include this in their powers and why it wasn't part of SIAST. And certainly the minister, because he didn't compare the two Acts, has not given us any indication why this new power has been provided under the proposed new Act to the polytechnic. But I think it would relate to some of the larger gifts that we're seeing from private institutions who are looking for applied science and research to apply to their particular projects or areas where they want to commercialize the research that's going on.

So again, Mr. Speaker, just one other little piece I wanted to share with the Assembly is another . . . I just tried to find out what the difference is between a polytechnic and university, and here's two bullets I found in a webpage, it's called "Entrance Exams 2013 Education and Career in India." And what they said here, the key differences between a polytechnic and a university . . . and the webpage is entrance-exam.net. So here's a quote:

Universities are broader in approach, where the courses are completed in longer time duration. Polytechnics on the other hand offer centralized programs, which can be completed within a shorter time period.

Polytechnics offer technical degree programs and are much practical in approach. Universities on the other hand offer equal emphasis to theoretical and practical sessions. So again that's another type of description that I think is . . . you will find a wide range of descriptions. I'm not sure that any one of them is correct, and certainly I think this is an evolving area.

So we're glad to see the government enter into the discussion on these terms of art, but I think most importantly is the ability now of SIAST or polytechnic, Saskatchewan Polytechnic to grant degrees and to raise money and fundraise and accept large gifts. So at this point, Mr. Speaker, that will be the extent of my comments on Bill 118, *The Saskatchewan Polytechnic Act*, and I would like to move to adjourn the debate.

**The Speaker:** — The member has moved adjournment of debate on Bill No. 118, *The Saskatchewan Polytechnic Act*. Is it the pleasure of the Assembly to adopt the motion?

**Some Hon. Members**: — Agreed.

The Speaker: — Carried.

## **Bill No. 119**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Norris that Bill No. 119 — The Saskatchewan Polytechnic Consequential Amendments Act, 2013/Loi de 2013 portant modifications corrélatives à la loi intitulée The Saskatchewan Polytechnic Act be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Nutana

Ms. Sproule: — Thank you very much, Mr. Speaker. I'm glad to rise once again and to speak to the Bill No. 119, *The Saskatchewan Polytechnic Consequential Amendments Act, 2013*. And as usual when we're looking at consequential amendments, there aren't a lot of comments that should be provided.

I think the most entertaining part about this particular consequential amendments Act is the minister's comments as he led into this bill. And it's actually quite entertaining. And even more entertaining was the response of my colleague from Athabasca, because the minister took it upon himself not only to comment on the bill, but to pontificate quite at length about some of the viewpoints expressed by our party in relation to the polytechnic Act. And it really was out of character, and certainly nothing I've ever seen before. But I do appreciate the comments of my colleague, who said, "I've been in the Assembly," this is a quote:

... I've been in the Assembly a long time, and this is the first time I've ever heard a minister in his introduction of his bill begin to debate statements made by the opposition. That's highly unusual, Mr. Speaker, because obviously the point of introducing your bill is to make sure you read out the bill and you read out the intention of the bill. And, Mr. Speaker, when you start beginning to spur debate, when you start getting debate in the introduction of their bills, you begin to wonder, what is this government up to?

And so that's the close of the quote there from my colleague from Athabasca, Mr. Speaker. And I think that's probably the

most notable comment I can make on this particular consequential amendments Act, and so at that point I'd like to move that we adjourn debate on the bill.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 119, *The Saskatchewan Polytechnic Consequential Amendments Act, 2013*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

The Speaker: — Carried.

## **Bill No. 120**

[The Assembly resumed the adjourned debate on the proposed motion by the Hon. Mr. Wyant that **Bill No. 120** — *The Lobbyists Act* be now read a second time.]

**The Speaker**: — I recognize the member for Saskatoon Nutana.

Ms. Chartier: — Thank you, Mr. Speaker. I'm pleased to enter the debate about Bill 120, *The Lobbyists Act*. As the opposition, we both welcome and support this bill and have been calling on the government since the tabling of the Standing Committee on Intergovernmental Affairs and Justice had wrapped up their report. I believe it was in May of a year and a half ago, Mr. Speaker. So we are pleased to see this Act finally before the House.

I have to start by saying too that there's absolutely nothing with lobbying, Mr. Speaker. I think at the very base, a very simple definition would come from *The Merriam-Webster Dictionary*, and it's basically to conduct activities aimed at influencing public officials and especially members of a legislative body on legislation. Obviously in *The Lobbyists Act*, page 3 . . . I won't read the definition into *Hansard*. It is a considerably lengthier definition than the very basic definition that I gave, but if anyone's interested, the definition of lobby and what's involved in it is on page 3 of the Act.

But again as I said, there is nothing wrong — especially, especially when you're reflecting a collective view or a group position highlighting many people's perspectives — there's nothing wrong with bringing policies and ideas forward to government, but it's absolutely imperative that that is transparent.

Guy Giorno, who knows far more about lobbying than I do, Mr. Speaker, has written about it. He is the Prime Minister's former chief of staff. And I think I read somewhere that he equates good lobbying legislation as being more of a flashlight than a hammer.

So lobbying is something that happens every day in the legislature. When a group comes before us at the end of the day to share with us their ideas or their concerns, that is lobbying. It can occur in many forms, Mr. Speaker. So lobbying in itself is a good thing, but it needs to be transparent.

I know when the committee did their work and looked at best practices and reviewed what might possibly work here in Saskatchewan, my colleague from Saskatoon Nutana, who is the opposition representative on that committee, put forward a minority opinion. And in that opinion, one of the recommendations, that the requirement for registration and reporting be as simple and easy as possible so that lobbyists who are included in the definition of lobbyists . . . so it is not onerous.

But part of the minority opinion also was that those who lobby for less than 100 hours should still . . . or lobbying for . . . I'm just going to read this directly here, Mr. Speaker. That might be much more clearer: ". . . the threshold, which was originally discussed to be 100 hours, including preparation and travel time, is now being reduced to 100 hours including travel time." So it was good to see the minister in his comments reflect that the threshold won't just be 100 hours.

But he has assured the people of Saskatchewan in his second reading speech that . . . I'm going to read this. He says here that he'll ". . . provide in the regulations that in calculating whether the 100- hour threshold for lobbyist registration has been met, travel time and preparation time as well as time spent communicating will be included . . . " Because if you just included communication time in the lobbying effort, I think you'd be hard pressed for many people to reach that 100-hour threshold, and you wouldn't capture anybody in that lobbying registry. So being able to include travel time and preparation time as well as communication time is absolutely of utmost importance.

And I know it's not yet in the regulations, but we will take the minister at his word on this that he's said it will be included. And on the chance that he forgets, we will be sure to remind him of that, Mr. Speaker. And actually that was one of the weaknesses that Guy Giorno had pointed out, that he felt that the 100 hours was not a proper threshold. He feels that it should have been lower.

I think another gap that both my colleague from Saskatoon Nutana pointed out in her minority opinion as well as Guy Giorno is that interest groups, lobby organizations, and other not-for-profit entities except those that represent business or management, union, or professional interests shouldn't be exempted. And in fact in this legislation they are. It was very clear. The member from Nutana had argued I think very effectively that charities shouldn't be excluded from this legislation. If you make it simple and you make it easy for people to register ... Again there is nothing wrong with lobbying. And there's nothing wrong with trying to get your collective view heard by government, but it is all about shining that flashlight so that the general public knows who is meeting with our decision makers, Mr. Speaker. So that is a problem.

Obviously we have exclusions. We have SUMA, SARM, the University of Saskatchewan, and the School Boards Association, along with not-for-profit organizations excluded. And I think that that's a shame, Mr. Speaker. Again the process doesn't have to be onerous to register. And nobody is saying there is anything wrong with lobbying, but it's about transparency, making sure that citizens of Saskatchewan know with whom their government is meeting. And that is the gist of it, Mr. Speaker.

I think that one of the omissions that Mr. Giorno also talks about is a code of conduct for lobbyists. I would agree that . . . Well he points out that the federal, Quebec, and Newfoundland and Labrador all have specific ethical rules that lobbyists must follow. And our government at this point, or this government at this point has declined to include that code of conduct. I think, belonging to a professional association myself, Mr. Speaker, I am a social worker, and I know we have a code of ethics that we must abide by. I think that every professional organization has a code of conduct by which they need to live. And I think that this would have enhanced the legislation as well. So that's a shame that that wasn't included. I know the government has said that they will think about it or continue to review that possibility, but the minister has not explained why they wouldn't put that in there in the first place. So we would have liked to have seen that as well, Mr. Speaker.

So I know up until this legislation has been introduced and passed, we're one of the largest provinces that lack, according to Mr. Giorno, a lobbying transparency law. So it'll be good once this law gets passed, but there are some big gaps in it. Again, having the threshold of 100 hours doesn't capture some people, but I will say that it's a good thing that the government has included the preparation, communication, and travel time in that 100 hours, although that 100 hours could be less. And excluding the interest groups, lobby organizations, and not-for-profit organizations is also a problem.

But as this process goes on, Mr. Speaker, we will continue to ask questions, and I know I've got colleagues who will be weighing into the debate on Bill 120 as we carry on here in this legislature. So with that I would like to move to adjourn debate.

**The Speaker**: — The member has moved adjournment of debate on Bill No. 120, *The Lobbyists Act*. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

**The Speaker**: — Carried. I recognize the Government House Leader.

**Hon. Mr. Harrison**: — Thank you, Mr. Speaker. I move that this House do now adjourn.

**The Speaker:** — The Government House Leader has moved that this House do now adjourn. Is it the pleasure of the Assembly to adopt the motion?

Some Hon. Members: — Agreed.

**The Speaker**: — Carried. This House stands adjourned to 1:30 p.m. tomorrow.

[The Assembly adjourned at 20:44.]

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