

SPECIAL COMMITTEE ON RULES AND PROCEDURES



THIRD REPORT

April 2, 2003

4th SESSION of the 24th LEGISLATURE

LEGISLATIVE ASSEMBLY OF SASKATCHEWAN

Speaker of the
Legislative Assembly



SASKATCHEWAN

129 Legislative Building
Regina, Saskatchewan S4S 0B3
Tel (306) 787-2282
Fax (306) 787-2283
Speaker@legassembly.sk.ca

March 20, 2003

To the Honourable Members of the Legislative Assembly:

HONOURABLE MEMBERS:

I have the pleasure to present herewith the Third Report of the Special Committee on Rules and Procedures of the Legislative Assembly. The Committee was appointed to examine such matters as it deems advisable with respect to the rules, procedures, practices, and powers of the Legislative Assembly, its operations, organization, and the facilities and service provided to the Assembly, its committees, and its Members.

This report builds on the first report of April 2000 and the second report of July 2001. The Committee has studied the rules and procedures of other Legislatures in the Commonwealth, and based its recommendations on an analysis of the systems in place in other jurisdictions, balanced by the unique needs and traditions of this province.

In this report the Committee proposes major changes to the roles and structure of the committees in the Legislature. These changes will strengthen the role of the Members and provide increased public input into the legislative process. They are intended to help make the operations of the Legislature more open, accountable and responsive to our citizens.

Members of the committee have worked diligently and cooperatively to produce these recommendations. I especially want to recognize the leadership and contribution of the steering committee, composed of the Vice-Chair of the Committee, Mr. Thomson, and Committee Member Mr. D'Autremont, and the work of the Committee Clerk, Greg Putz, with whom I had the personal satisfaction of working.

Respectfully submitted on behalf of the Committee.

A handwritten signature in cursive script that reads "P. Myron Kowalsky".

Hon. P. Myron Kowalsky
Chair
Speaker of the Legislative Assembly
MLA Prince Albert Carlton

**SPECIAL COMMITTEE
ON
RULES AND PROCEDURES**



THIRD REPORT



**MEMBERS OF THE
SPECIAL COMMITTEE ON RULES AND PROCEDURES**

Chair: Hon. P. Myron Kowalsky, Speaker – MLA Prince Albert Carlton

Vice-Chair: Hon. Andrew Thomson – MLA Regina South

Mr. Dan D'Autremont – MLA Cannington

Hon. Glenn Hagel – MLA Moose Jaw North

Hon. Judy Junor – MLA Saskatoon Eastview

Mr. Don McMorris – MLA Indian Head-Milestone

Mr. Randy Weekes – MLA Redberry Lake

Mr. Kevin Yates – MLA Regina Dewdney

Other Members who have served on the Committee:

Hon. Deb Higgins – MLA Moose Jaw Wakamow

Mr. Jack Hillson – MLA North Battleford

Mr. Ken Krawetz – MLA Canora-Pelly

Mr. Carl Kwiatkowski – MLA Carrot River Valley

Hon. Ron Osika – MLA Melville

I. INTRODUCTION

The Second Report of your Committee proposed a series of recommendations designed to greatly increase public participation in the parliamentary process, enhance the role of Private Members, and create a new approach to dealing with public policy. It is your Committee's judgment that these goals are best achieved through a revitalized committee system and a restructured Private Members' Day. Your Committee was pleased that the Legislative Assembly concurred with the Second Report on July 4th, 2001.

It is your Committee's point of view that when the House and Committee reforms are fully implemented, the Legislative Assembly of Saskatchewan will have experienced its most profound procedural and operational transformation since 1905. It was your Committee's hope that the first steps in bringing the reforms to fruition might have begun during the spring session of 2002. Unfortunately that self-imposed deadline became impossible to meet. Soon after presentation of the report it became apparent that the implementation of such an extensive reform initiative brings with it significant challenges - both structurally and financially. Over the course of the past 18 months your Committee has explored various options for the implementation of the nine recommendations of the Second Report. This report presents recommendations based on your Committee's careful consideration of all the implications associated with the reforms.

In addition to the changes modeled on the Second Report, your Committee recommends two further reforms. The first proposes changes to the wording of the two Budget Day motions. It is your Committee's objective to make the motions more meaningful to both Members and the public. The second change is related to the use of laptop computers by Members during the daily House sittings. Since your Committee's last report to the Assembly, many Members have shown interest in using their laptop computers to access the internet from the Chamber. In response to that interest, this report presents a recommendation to authorize access to the internet.

II. BACKGROUND

Beginning in the fall of 2001, a steering committee comprising of the Hon. Myron Kowalsky (Speaker), Hon. Andrew Thomson, and Mr. Dan D'Autremont (Opposition House Leader), set about to draft rules and procedures to reflect the various recommendations of the Second Report. The steering committee was assisted by Mr. Gregory Putz, Clerk to the Committee. A draft set of rules was recommended to the full Rules and Procedures Committee in early January 2002. The draft was adopted in principle but a decision on an implementation date was deferred until after an estimate of the costs for committee facilities, television and support could be prepared and presented to the Board of Internal Economy.

Your Committee believed it was important that the Board, having responsibility for the Assembly's fiscal management, consider the budget impact of the reforms and possibly take into consideration different options for implementation. These options ranged from a fully operational system, as envisaged in the Second Report to the Assembly, to a pilot project based on the operation of a single Policy Field Committee. The scenarios in between this range include options to postpone committee television and limiting the operational scope of the committees. It was apparent to your Committee that some sort of phased-in approach would be most realistic.

On February 22, 2002, Mr. Speaker presented a cost impact report to the Board of Internal Economy for its consideration (re: "Report on the Cost Impact of House and Committee Reforms proposed by the Special Committee on Rules and Procedures). After review of the report, the Board concluded that it could not support any fiscal commitment to the reforms, given the budget pressures being experienced by the Province. Your Committee was advised that the Board had filed the report for future consideration.

In February 2003 your Committee picked up where it left off in 2002. The reforms were re-considered in the context of the present fiscal realities while keeping the spirit of the Second Report as a guiding principle. The result of that re-examination forms the body of this Third Report.

III. DISPOSITION OF THE RECOMMENDATIONS OF THE SECOND REPORT OF THE SPECIAL COMMITTEE ON RULES AND PROCEDURES

The recommendations of this report are a follow-on from those presented in the Second Report. In certain instances adjustments have been made to original recommendations but none of the changes significantly alter the intent of the reforms. For the most part, the changes relate to procedural practicalities or the inability of the Assembly to fully support all of the functions of a new committee system immediately. All of these changes or conditions are noted and explained. As well, in addition to the major reforms at the core of this report, your Committee did have an opportunity to review two other matters not previously addressed. Those relate to the Budget Day motions and Internet access in the Chamber by Members.

What follows in this section of the report are your Committee's advice and observations concerning the implementation of the nine recommendations of the Second Report. Your Committee notes what aspects of the reforms can be implemented in the spring of 2003 and what must be postponed to a later time due to financial constraints.

Rules and Procedures intended to form the basis for recommendations 1 through 3; and recommendations 7 and 8, are found in the Appendix of this Third Report. Each of these recommendations called for the drafting of new rules. Your Committee has accomplished this task and the new rules provided in the Appendix are at the core of the recommendations of this Third Report.

For comparative purposes this section of the Third Report will follow the format of the Second Report. Some of the major aspects of the reforms – particularly the new committee system- are summarized below in order to give a context for any adjustments your Committee has made to its original recommendations. The adjustments that have influenced the final recommendations of this Third Report are distinguished by the use of italic text.

RECOMMENDATION ONE OF THE SECOND REPORT - NEW COMMITTEE SYSTEM

The rules in the Appendix to this report were drafted in accordance with the model presented in the Second Report. It is the recommendation of your Committee that these rules be adopted by the Assembly to form the framework for the Assembly's new committee system. What follows is a summary of what the new rules will achieve.

All of the present standing committees are to be disbanded with the exception of the Standing Committee on Public Accounts, Standing Committee on Privileges, and Standing Committee on Private Bills. Committees will be reorganized into three categories as follows: a single **Scrutiny Committee** (Public Accounts); three **House Committees** (House Services; Privileges; and Private Bills); and four **Policy Field Committees** (Human Services; Economy; Crown and Central Agencies; Intergovernmental Affairs and Infrastructure). The policy field committees will absorb the work of the Special Committee on Regulations.

Standing Committee on House Services

The House Services Committee will take on the responsibilities previously carried out by the various House related committees – Estimates, Nominating, Continuing Select, Communication, and Rules. This Committee will also oversee the operation of the committee system.

Your Committee made a slight change to its original recommendation as it relates to the membership of the House Services Committee. Rather than restrict the membership to those Members who occupy positions connected with the operation of House proceedings - such as the House Leaders, Whips, and their deputies - it is your Committee's judgment that membership be left to the discretion of the caucuses.

This provision has been incorporated into the proposed rules found in the Appendix to this report. It is suggested that the names of the designates shall be forwarded to the Speaker by the Premier, the Leader of the Opposition, and the Leader of the Third Party for their respective caucuses.

Certain Standing Committees to be Continued

The Standing Committees on Public Accounts, Privileges and Private Bills will be retained in their present form (with the exception of a reduced membership). Your Committee has made no changes to its original recommendation.

Policy Field Standing Committees

The biggest changes to the Rules and Procedures of the Assembly will come as the result of the creation of the policy field committees. As outlined in the Second Report, these committees are to be multi-functional and designed to monitor four broad sectors of government activity as well the various Crown corporations. The proposed rules contained in the Appendix of this report do provide a framework for the full functionality envisaged in the Second Report. The rules will permit the policy field committees to review annual reports, legislation (after first and/or second reading by the House), budgetary estimates, regulations and bylaws, and to conduct inquiries. The committees may also conduct public hearings in relation to the review of legislation, regulations and bylaws.

Your Committee has made one adjustment to its original recommendation and that is with respect to reference of bills to committees. Upon reflection, your Committee is of the opinion that it makes more practical sense to have the Member responsible for the legislation direct the bill to the appropriate committee. This change is reflected in the proposed rules contained in the Appendix to this report.

RECOMMENDATION TWO OF THE SECOND REPORT – WORK OF THE POLICY FIELD COMMITTEES

A major feature of the committee reforms is the ability of the policy field committees to initiate inquiries. As noted in your Committee's Second Report, the experience of other parliaments show that committee studies give the public an important opportunity to participate in the legislative process. As well, this type of committee activity helps to promote awareness of public policy issues, keep Members informed about community issues and problems, and is another means to enhance the role of individual Members.

Over the course of the past ten years, the Saskatchewan Assembly has developed some experience with committee inquiries through the appointment of Special or Select committees. The proposed "self-referencing" function, however, is a departure from the usual situation of the Assembly directing a committee to conduct an inquiry. As noted in the Second Report, inquiries in particular require funding and additional support if they are to be successful. Your Committee is cognizant of this fact from our own experience with the Select and Special committees. Your Committee is also aware of the present financial challenges of the Province.

In addition to the cost of inquiries, committee reform in general comes at a price. An additional meeting room, committee support and broadcasting of proceedings are the other major facets of the Second Report reforms. These will be addressed elsewhere in this report in connection to recommendations 5 and 6 of the Second Report. With respect to the procedural framework for committee inquiries, it is your Committee's opinion that it is proper to put the rules before the Legislative Assembly now so that committees will be in a position to conduct hearing programmes when resources do become available.

Your Committee believes that Members and committee Chairs will make prudent decisions that fit within the fiscal realities of the Assembly's ability to provide support to the committees. Therefore, despite the constraint committees might face in the short-term, your Committee believes the rules should in the least reflect all the roles envisaged for the committee by the Second Report. Your Committee trusts that upon reflection of the present fiscal hardships, as resources permit, Members will make the best possible use of the new rules. It is the hope of your Committee that the support required for a fully functional committee system can be found.

RECOMMENDATION THREE OF THE SECOND REPORT – MEMBERSHIP OF THE COMMITTEES

The Second Report recommended that all standing committees be limited in size to seven members, but that provision should be made for substitutions and the addition of a non-voting member for the purpose of a policy field committee inquiry. As well, the Chair of each standing committee is to be a government Member and the Deputy Chair an opposition Member (with the exception of the Public Accounts Committee where the Chair is an opposition Member and the Deputy Chair a government Member). The chairs of the policy field committees are to have a "deliberative vote" but otherwise the chairs will retain the traditional "casting vote."

Your Committee has captured all of these aspects in the rules contained in the Appendix of this Third Report.

RECOMMENDATION FOUR OF THE SECOND REPORT – MEMBERS REMUNERATION FOR COMMITTEE WORK

Your Committee continues to support its original recommendation that the formula for Members' committee expenses be continued and that extra duties remuneration for committee chairs be extended to incorporate the Chairs and Deputy Chairs of the new policy field committees (as well as Deputy Chair of the Public Accounts Committee). It is your Committee's understanding that changes to *The Legislative Assembly and Executive Council Act* are necessary to affect the extra-duties provision for the new committees and to omit reference to the Standing Committee on Crown Corporations (which will be replaced by one of the new committees).

The Board of Internal Economy has been advised of your Committee's point of view on this matter and of the actions necessary to make the appropriate changes to the existing Board directives.

RECOMMENDATION FIVE OF THE SECOND REPORT – COMMITTEE SUPPORT

The Second Report stressed the importance of a support structure for the policy field committees. A year ago, on behalf of your Committee, Mr. Speaker presented a cost analysis of various scenarios for committee and House reform to the Board of Internal Economy. The basis of that presentation and the result of the consultation with the Board is noted elsewhere in this report. Unfortunately, due to the economic conditions that prevail in Saskatchewan, the funding necessary for a committee support structure cannot be provided. Your Committee is in accord with the position of the Board on this question.

As discussed earlier in this Third Report, it is your Committee's desire that the rules for a fully operational committee system are put in place as soon as possible and not held back until all of the resources are available. It is your Committee's recommendation that the rules contained in the Appendix of this report be put in place in anticipation of when the Assembly is a position to better provide for its committees. In this way, the different facets of the reforms can be implemented as soon as resources do become available.

The immediate consequence of the present financial situation is that for the time being, recommendation 5 of the Second Report cannot be fulfilled.

Your Committee did consider minimum support requirements for the increased sessional activity of committees, particularly with respect to Hansard. The reforms give the committees the ability to meet simultaneously, which for obvious reasons put an increased strain on the production of a Hansard verbatim. For this reason your Committee has asked Mr. Speaker to make a request for a modest increase in funding for Hansard in anticipation of the House adopting the recommendations of this Third Report.

RECOMMENDATION SIX OF THE SECOND REPORT – COMMITTEE FACILITIES

One of the central features of the Second Report reforms is the ability of two committees to conduct business at the same time. It was your Committee's point of view that more activity would increase opportunities for participation, involve more Members and generally permit Members to make better use of their time. Given an increase in committee activity, it was your Committee's wish that the Assembly create a second committee room. The new committee room should be equipped for hearings and facilitate public seating and participation in committee hearings.

It was also your Committee's recommendation that both committee rooms be capable of Hansard and television broadcast.

At the request of your Committee, Mr. Speaker provided the Board of Internal Economy with a cost projection for the creation of a second committee room and the addition of some new equipment in Room 10 (the present committee room). In February 2002 Mr. Speaker and the Saskatchewan Property Management Corporation made a joint submission to the Board. The submission provided options for the creation of a new committee room with the favoured choice being the conversion of unused space on the fourth floor of the Legislative Building to committee purposes. Again, for the reasons already cited with respect to the province's finances, the Board was and remains unable to make a commitment for the funds required for a new committee room.

While your Committee acknowledges the financial reasons for not proceeding with the creation of an additional committee room, it remains strongly committed to the principle that two committees should be able to conduct business at the same time, and that there be a capability to televise the proceedings of both of these committee meetings.

As an interim measure, your Committee proposes that the Legislative Chamber be used as a second committee room to take advantage of its television broadcast facilities. Furthermore, your Committee strongly urges the Assembly to equip Room 10 with the equipment and facilities necessary for television broadcast of committee proceedings. The provision of television facilities in Room 10, in combination with the temporary use of the Chamber as a committee room, would in part help the Assembly to move towards fulfilling recommendation 6 of your Committee's Second Report.

RECOMMENDATION SEVEN OF THE SECOND REPORT – PRIVATE MEMBERS' DAY

Reform of Private Members' Day was the second major thrust of the Second Report. In summary, the reforms called for Private Members' Day to be moved to Fridays; the inclusion of a weekly 75-minute debate; rules to enable items of business to eventually come to a vote; procedures to allow items to be given priority consideration; and a rotation of priority items between the government and opposition sides of the House.

Your Committee is pleased to report that it has captured all of these aspects of a rejuvenated Private Members' Day in the rules contained in the Appendix of this Third Report.

RECOMMENDATION EIGHT OF THE SECOND REPORT – INTEGRATION OF COMMITTEE WORK WITH HOUSE SITTINGS

This recommendation outlined the probable scenarios for the referral of bills and estimates to the various policy field committees; the simultaneous meeting of two of the four policy committee meetings each government sitting day; and a mechanism for the reporting of business back to the House after committee consideration. Your Committee has drafted rules to facilitate all these processes but upon review has taken the position that it is more probable that the House will adjourn most days, rather than recess to facilitate the work of the committees.

Your Committee is pleased to report that it has captured all of the procedures required for the integration of House and Committee proceedings, as envisaged by recommendation 8, into the rules contained in the Appendix of this Third Report.

RECOMMENDATION NINE OF THE SECOND REPORT – IMPLEMENTATION OF THE RULES COMMITTEE RECOMMENDATIONS

In July 2001 your Committee made a recommendation that the reforms should be implemented beginning at the spring session of 2002; and that the new rules should be phased-in over a period of time. The reason for the phase-in was to enable Members to adjust to the new processes and to allow the Assembly time to build the infrastructure required to support the new committee system.

Since that time, much has happened that has had a direct and negative influence on the original recommendation. Firstly, the assumption was that the Province was in a good position to afford the reforms. Two months after the Assembly concurred in the Second Report, the world experienced a major economic upheaval as a result of the September 11, 2001 terrorist attack on the United States. Saskatchewan has also faced a severe drought and several other blows to its economy in the period following the 2001 session. In fact, the Legislative Assembly has seen fit to have its existing committees conduct hearings on some of these issues.

Your Committee understands the affect all these circumstances have had on the Assembly's ability to implement the reforms as originally adopted by the Assembly in July of 2001. Consequently, the implementation plan outlined in the ninth recommendation of the Second Report cannot be fulfilled as originally envisaged.

Given these circumstances, your Committee was left with two choices for the implementation of the various reforms. The first was to recommend the new rules to the Assembly but ask that implementation be postponed until more resources became available. The second was to recommend the rules to the Assembly for immediate implementation with the understanding that some functions of the committees might be limited, and none of the facilities and support structures would be in place.

Unfortunately, on this question, your Committee was unable to find a consensus. The consequence is that your Committee cannot offer a recommendation on the implementation of the new rules in its report to the Assembly. A decision on when the new rules and practices should come into force is left to the Legislative Assembly itself.

IV. MATTERS THAT HAVE COME BEFORE THE RULES COMMITTEE SINCE ITS SECOND REPORT TO THE ASSEMBLY

Budget Day Motion

As is the case in other parliaments, a so-called “budget motion” is used in Saskatchewan as the basis of the second of the two great annual confidence debates – the initial confidence motion of each session being the Address-in-Reply to the Throne Speech. In this province, since 1969, the budget debate has been hung on the seemingly innocuous motion: “That this Assembly do now resolve itself into the Committee of Finance.” To many Members, and most of the public, the wording to the budget motion seems to be disconnected and disproportionate to its purpose, which is to determine whether or not the budgetary estimates have the general support of the Legislative Assembly. Other parliaments in Canada have revised the wording of their own budget debate motion to make the purpose readily apparent.

Your Committee advocates a change in the wording of the motion used here in Saskatchewan. It is proposed that the motion read as follows:

“That this Assembly approves in general the budgetary policy of the Government.”

This wording has been included, under the appropriate rule, in the proposed changes to the Rules and Procedures contained in the Appendix of this report. It is recommended to the Assembly as part of the main rule change.

Access to Internet by Members in the Legislative Chamber

Over the course of the last year an increasing number of Members have expressed an interest in having the ability and approval of the Assembly to access the Internet from the Chamber. Your Committee has no objection to this request.

Your Committee has been made aware that the Legislative Assembly is able to provide a wireless means to access the Internet from the Chamber. Any Member who would like to take advantage of this service must equip his/her laptop with a compatible receiving device. Moreover, Members who use the service should be aware of the inherent security risks of using the Internet for privileged or private communications. The Legislative Assembly cannot guarantee security and Members must take their own precautions. A memorandum of understanding concerning the service and technical requirements for laptop computers will be provided to each caucus and independent Members.

V. RECOMMENDATIONS OF THE THIRD REPORT OF THE SPECIAL COMMITTEE ON RULES AND PROCEDURES

Changes to the Rules and Procedures

Your Committee has prepared rules to reflect the recommendations of its Second Report, as well as the revisions outlined in the proceeding sections of this Third Report. The proposed Rules and Procedures are contained in the Appendix of this Third Report. Your Committee recommends the following:

Recommendation

That the modifications and amendments to the practices and rules of the Legislative Assembly, as specified in the Appendix to the Third Report of the Special Committee on Rules and Procedures be adopted and;

That when the said practices and rules are implemented by the Legislative Assembly, they be incorporated into the Rules and Procedures of the Legislative Assembly of Saskatchewan as soon as is practicable, and further;

That upon implementation, the Clerk take steps to ensure the Rules and Procedures of the Legislative Assembly of Saskatchewan are made, printed and re-published in English and French as expeditiously as possible upon.

Television Broadcast of Committee Proceedings from Room 10

It is your Committee's recommendation that the Assembly provide the means for two committees to meet simultaneously and with the capability to televise their proceedings. Therefore, your Committee recommends the following:

Recommendation

That Room 10 be equipped to facilitate the television and internet broadcast of committee proceedings and that committees be authorized to use the Legislative Chamber to conduct and televise meetings.

Disposition of Existing Special Committees

Upon the implementation of the new practices and rules by the Legislative Assembly, the Special Committee on Regulations and the Special Committee on Rules and Procedures will become redundant. It is your Committee's intention that its Third Report should be considered a Final Report unless there is some occasion for it to meet in the interim period between the adoption and implementation of the new rules.

With respect to the Special Committee on Regulations, your Committee appreciates that after the new rules are implemented, it might be necessary to provide a period of time to permit that committee to make a final report. Therefore, your Committee recommends the following:

Recommendation

That the order of reference for the Special Committee on Regulations be amended to provide a deadline for a final report, which shall be no later than 30 sitting days past the date of implementation of the new rules recommended in the Third Report of the Special Committee on Rules and Procedures by the Assembly and further;

That the Special Committee on Regulations consider no regulation or bylaw gazetted after the date on which the Assembly has implemented the said Third Report of Special Committee on Rules and Procedures.

Disposition of Standing Committee on Crown Corporations upon adoption of the new Policy Field Committee

When the new rules are adopted the Standing Committee on Crown Corporations will be replaced by the Standing Committee on Crown and Central Agencies. For reasons similar to those stated in regard to the Regulations Committee, the Crown Corporations Committee should be provided time to make a final report and the Assembly should re-direct any outstanding work to its replacement. Therefore, your Committee recommends as follows:

Recommendation

That the Standing Committee on Crown Corporations be continued in existence for a period of 10 sitting days after the implementation of the new rules recommended by the Third Report of the Special Committee on Rules and Procedures for the purpose of making a final report to the Legislative Assembly and further;

That the Standing Committee on Crown Corporations identify in its final report any outstanding business that should be redirected to the Standing Committee on Crown and Central Agencies.

Extra-Duty Remuneration for Chairs and Deputy Chairs

Your Committee has determined that the statutory provisions for extra duties remuneration be continued for the Standing Committee on Public Accounts and extended to incorporate the Chairs and Deputy Chairs of the new policy field committees. Your Committee therefore recommends the following:

Recommendation

That The Legislative Assembly and Executive Council Act be amended to authorize the Board of Internal Economy to make directives establishing the level of remuneration for extra duties to be applied to the Chairs and Deputy Chairs of the four policy field standing committees and the Standing Committee on Public Accounts.

Wireless Internet Access from the Legislative Chamber

Your Committee supports the request made by many Members that they be permitted access to the Internet from the Chamber. This is a logical extension of the policy the Assembly adopted nearly a decade ago to permit the use of laptop computers in the Chamber. Your Committee recommends the following:

Recommendation

That, in the interim period before refurbishment of the Chamber and technology upgrades can provide a more secure environment, the Legislative Assembly shall provide wireless access to the Internet from the Chamber and Members' lounges and that the said access be in place for the 2003 Spring session.

VI. CONCLUSION

Your Committee wishes to acknowledge the assistance of the Office of the Clerk in the preparation of the Rules and Procedures contained in the Appendix of this Third Report. Your Committee is also thankful to those Members who served on the Special Committee on Rules and Procedures over the course of the last four years.

It was the plan of your Committee to carry out a revision of the balance of the Rules upon completion of the main task of developing the House and Committee reforms. Many of the existing rules are outdated and in some cases irrelevant. For instance, the Rules and Procedures still contain provisions related to “double elections,” which is an election practice not used in Saskatchewan for over 40-years. There are many other instances of rules that should be removed from the rule book or those that need to be updated to reflect modern practice. The rules might also benefit by being put into plain language. If the Assembly concurs in this Third Report, it is your Committee’s recommendation that its successor, the Standing Committee on House Services, take on this task.

It is also your Committee’s hope that *The Legislative Assembly and Executive Council Act* receive similar treatment. It contains many sections no longer relevant and those that should be updated. As well, the Assembly Act should be translated into French to keep it in line with the practices adopted by the Assembly for its rules and proceedings.

APPENDIX

to the THIRD REPORT

SITTINGS OF THE ASSEMBLY

Sittings: time of

3(1) The times for the daily meeting and adjournment of the sittings of the Assembly shall be as follows:

Monday	1:30 - 5:00 p.m. and 7:00 - 10:30 p.m.
Tuesday	1:30 - 5:00 p.m. and 7:00 - 10:30 p.m.
Wednesday	1:30 - 5:00 p.m.
Thursday	1:30 - 5:00 p.m.
Friday	10:00 a.m. - 1:00 p.m.

(Amended March 1, 1994)

Adjournment: time of

3(2) At the ordinary time of daily adjournment, unless the closure rule (rule 37) be then in operation, the proceedings on any business under consideration shall be interrupted and the Speaker shall adjourn the Assembly without question put, provided that all business not disposed of at the termination of the sitting shall stand over until the next sitting day, when it will be taken up at the same stage where its progress was interrupted.

Adjournment: committees

3(3) If the Assembly is in the Committee of the Whole or Committee of Finance at the ordinary time of daily adjournment, as specified by Rule 3(2), the committee shall rise and the Chair of the committee shall report the committee's progress to the Assembly. At the conclusion of the committee's progress report, the Speaker shall adjourn the Assembly without question put.

Committee meeting hours

3(3.1) During sessional periods, committees shall follow the Assembly's recess and adjournment times as specified in Rule 3(1) unless otherwise ordered.

Adjournment: Fridays

3(4) When the Assembly rises on Friday, it stands adjourned unless otherwise ordered, until the following Monday.

Public holidays: Assembly not to meet

3(5) The Assembly shall not meet on New Year's Day, Good Friday, Victoria Day, Canada Day, Saskatchewan Day, Labour Day, Thanksgiving Day, Remembrance Day, Christmas Day and Boxing Day.

Hours of sitting preceding public holiday

3(6) On any meeting day that precedes a public holiday as provided in Rule 3(5), the Assembly shall meet at 10:00 a.m. and the Assembly shall adjourn at 1:00 p.m. subject to the provisions in Rule 3(2) and Rule 3(3), so far as may be applicable.

Recess of Proceedings

3.1(1) A motion that the Assembly recess to a certain time may be moved without notice by the Government House Leader at any time during Government Orders when a question is not under debate.

3.1(2) The motion shall indicate the purpose of the recess and shall be decided without debate.

3.1(3) The period of recess must conclude at least 15 minutes before the ordinary time of adjournment.

3.1(4) If such a motion is decided in the negative, it cannot be renewed unless some intermediate proceeding has taken place.

3.1(5) The Speaker shall sound the bells five minutes before the expiry of a recess to summon Members back to the Assembly.

3.1(6) Upon resumption of proceedings after a recess, the Speaker shall recognize any Member who has risen to make a report from a Policy Field Committee with respect to estimates or bills. If there are no reports, the Speaker will cause the next Order of the Day to be called.

BUSINESS OF THE ASSEMBLY

Prayers

- 7 The Speaker shall read prayers every day at the sitting of the Assembly before any business is entered upon.

Precedence of business

- 8(1) All items standing on the Orders of the Day shall be taken up according to the precedence assigned to each on the Order Paper, provided that Government Orders may be called in such sequence as the Government decides.

Routine Business

- 8(2) The ordinary daily routine proceedings in the Assembly shall be as follows:

- Presenting Petitions
- Reading and Receiving Petitions
- Presenting Reports by Standing and Special Committees
- Notices of Motions and Questions
- Introduction of Guests
- Statements by Members
- Oral Questions
- Ministerial Statements
- Introduction of Bills

Daily order of business

- 8(3) The order of business for consideration of the Assembly day by day, after the daily routine, shall be as follows:

Monday, Tuesday, Wednesday, and Thursday

- Written Questions
- Motions for Returns (Not Debatable)
- Government Motions
- Government Orders
- Private Bills
- Motions
- Public Bills and Orders
- Motions for Returns (Debatable)

Friday

- Written Questions
- Motions for Returns (Not Debatable)
- Seventy-five Minute Debate
- Private Bills
- Private Members' Motions
- Private Members' Public Bills and Orders
- Motions for Returns (Debatable)
- Government Motions
- Government Orders

Government Orders

- 8(4) Order of precedence under Government Orders shall be as follows:

- Special Orders
- Third Readings
- Adjourned Debates
- Reports from Committee of Finance or of the Whole Assembly or of any Committee
- Committee of Finance
- Committee of the Whole Assembly
 - (a) Bills reported from any Committee
 - (b) Bills referred direct
- Second Readings

Private Members' Public Bills and Orders

8(5) The Order of precedence under Private Members' Public Bills and Orders and Private Bills shall be as follows:

- Special Orders
- Third Readings
- Adjourned Debates
- Reports from Committee of the Whole
- Assembly or of any Committee
- Committee of the Whole Assembly
 - (a) Bills reported from any Committee
 - (b) Bills referred direct
- Second Readings

Priority business for Private Members' Business

8.1(1) The House Leaders of each recognized caucus may designate, and rank in order of priority, two items of business to be given precedence over any other items of business standing under Private Members' Motions or Private Members' Public Bills and Orders.

8.1(2) The notice of items to receive priority may include any notice of Private Members' Motion.

8.1(3) Any business designated and ranked for priority consideration under this rule shall be taken up in rotation, with the first choice of business to alternate each week between government and opposition.

8.1(4) Notice of priority items of business designated under this rule is to be provided in writing and tabled no later than 2:30 p.m. each Wednesday.

8.1(5) No priority item of business shall take precedence over any Special Order on the Order Paper.

8.1(6) When there are more than two items of priority designated from one side of the Assembly, the Speaker shall determine the ranking of items of business.

8.1(7) An independent member may request that the Speaker designate an item of business in that member's name for priority consideration. The request shall be made in accordance with the notice provisions of this rule.

8.1(8) Items designated and ranked for priority consideration under this rule shall be indicated on the Order Paper.

BUDGET MOTION

13(2) The order for resumption of the debate on the motion "That this Assembly approves in general the budgetary policy of the Government" (referred to hereafter as "the Budget Motion") shall have precedence over all other business on the Orders of the Day, except Questions and Motions for Returns (Not Debatable), until disposed of as hereinafter provided unless otherwise ordered by the Assembly.

15(2) The proceedings on the Orders of the Day for resuming debate on the Budget Motion and on any amendments proposed thereto shall not exceed five days.

15(4) Notwithstanding anything else herein contained, the mover of the Budget Motion shall in no case have more than twenty minutes in which to close the debate aforesaid.

15(5) Only one amendment and one sub-amendment may be made to the Budget Motion.

PRIVATE MEMBERS' DAY DEBATES

Seventy-five Minute Debate

17(1) A motion may be moved by a Private Member every Friday immediately following Questions and Motions for Returns (Not Debatable) on the Orders of the Day, with the topic of debate to be chosen alternately between the Government and Opposition each week.

Debate: length of

17(2) At the expiration of sixty-five minutes, there shall be a period not exceeding ten minutes to be made available, if required, to allow Members to ask questions and comment briefly on matters relevant to the contents of the speeches and allow Members who spoke in the debate to respond to questions raised.

Speeches: length of

17(3) The said debate shall not exceed seventy-five minutes, with the mover of the motion having a maximum of fifteen minutes to speak to the motion, or an accumulated total of fifteen minutes to move and close the debate. Each Member speaking to the motion shall have no more than ten minutes in which to speak in the debate.

Notice

17(4) Notice of motion may be given orally in the Legislative Assembly under Routine Proceedings on the preceding Wednesday, and the written notice shall be tabled no later than 2:30 p.m. on the preceding Wednesday. Notwithstanding anything else herein contained, notice of the debate may be waived with unanimous consent.

Adjournment

17(5) All of the foregoing proceedings shall not be adjourned and unless sooner concluded shall end at the expiration of the seventy-five minutes.

Private Members' Motions

18(1) Motions may be moved every Friday under Private Members' Motions, with the first topic of debate to be chosen alternately between Government and Opposition each week. Consideration of Private Members' Motions is subject to the order of precedence established under the provisions of rule 8.1

Notice of Private Members' Motions

18(2) Notices for Private Members' Motions shall be tabled no later than 2:30 p.m. on the Wednesday preceding the Friday on which the motion is to be debated and, where more than one notice is tabled, Government and Opposition notices will be listed alternately on the Order Paper.

Order of notices on Order Paper

18(3) The Speaker shall determine the order of notices to be listed on the Order Paper in the event that there are competing motions from one side of the House. *(Adopted March 1, 1994)*

Notices not taken up

18(4) All notices not taken up on the following Friday shall be withdrawn from the Order Paper and adjourned items shall remain on the Order Paper until disposition. *(Adopted March 1, 1994)*

Disposal of Private Members' Public Bills and Orders

18.1(1) Items of business on the Order Paper under each category of Private Members' Public Bills and Orders may not be adjourned more than three times, at which time rule 18.1(3) applies.

18.1(2) The Order Paper shall indicate the number of times each order under Private Members' Public Bills and Orders has been adjourned.

18.1(3) After any order under Private Members' Public Bills and Orders has been adjourned a third time, a notation "To be Voted" shall be applied to that item on the Order Paper.

18.1(4) When an order to be voted is called, it shall not be further adjourned and the Speaker shall put every question necessary to dispose of the motion at the conclusion of the debate or, if not disposed of sooner, immediately prior to the ordinary time of daily adjournment.

(the following replaces the present rules 53 through 63)

PUBLIC BILLS

Imperfect bill

53 No bill may be introduced either in blank or in an imperfect shape.

Separate readings

54(1) Every bill shall receive three readings on different days, prior to being passed, but on urgent or extraordinary occasions a bill may be read twice or thrice or advanced two or more stages in one day.

54(2) Notwithstanding anything else herein contained, second and third reading of the Appropriation Bill shall be combined in one reading.

Certificate as to readings

55 When a bill is read in the Assembly, the Clerk or Deputy Clerk of the Assembly shall certify upon it the reading and the date thereof, and after it is passed, shall certify the date of the same.

Introduction

56 Every bill shall be introduced upon a motion for first reading specifying the title of the bill.

First reading

57 When a bill is introduced by a Member, the question "That this Bill be now introduced and read the first time" shall be decided without amendment or debate, provided that any Member moving first reading may be permitted to give a succinct explanation of the provisions of the bill.

Referral of bill to a Committee after First reading

58(1) Immediately after any bill has been read the first time, the Member presenting the bill may move a motion, without notice, to refer the said bill to a Policy Field Committee. The Member moving the referral motion may be permitted to give a succinct explanation of the motion.

58(2) No bill shall be referred to a committee after first reading unless the bill has been printed and distributed to Members.

58(3) Any motion made pursuant to this rule shall be decided without debate and if the motion is decided in the negative, the said bill shall be ordered for second reading.

58(4) This rule does not apply to any Appropriation or Private Bill.

Proceedings on Bills referred to a Committee after first reading

59(1) When a bill is referred to a policy field committee after first reading, the committee may conduct hearings on the subject matter of the bill and shall report its observations, opinions and recommendations with respect to the bill.

59(2) Upon the concurrence of a committee report that a bill be proceeded with, the said bill shall be ordered for second reading.

Printed before Second reading

60 No bill shall be read a second time, unless it has been printed and distributed to the Members at least one day previous and has been subsequently marked "PRINTED" on the Orders of the Day.

Second Reading

61 The motion on the order of the day for the second reading of a bill is – "That the bill be now read a second time."

Readings before committal to a Committee

62 Before a bill may be committed to either a Policy Field committee or Committee of the Whole for clause by clause consideration, it shall have been read twice in the Assembly.

Referral of Bills to a Policy Field Committee after Second Reading

63 Immediately after any Bill has been read a second time, unless otherwise specified by the Rules, the Member responsible for the Bill shall move a motion, without notice, to refer the Bill to a Policy Field Committee or to a Committee of the Whole. Any such motion shall be decided without debate.

Proceedings on Bills committed to a Committee of the Whole

64(1) During proceedings in Committee of the Whole, the preamble shall be first postponed, and then every clause considered by the committee in its proper order; the preamble and the title to be last considered.

64(2) The Committee of the Whole may make amendments that are relevant to the clauses of the bill, are consistent with the principles and objects of the bill and otherwise conform to rules and practices of the Assembly.

64(3) A Committee of the Whole to which a bill has been referred by the Assembly shall be empowered to report the bill with or without amendments or to report that the bill not proceed.

64(4) When a bill is reported without amendment, it is immediately ordered to be read the third time at such time as may be appointed by the Assembly.

64(5) All amendments made to a bill shall be reported by the Chair to the Assembly, and the same shall be received and the motion for first and second reading of the amendments shall be disposed of forthwith before the bill is ordered to be read the third time at the next sitting of the Assembly.

64(6) When a bill has been amended in Committee of the Whole Assembly, it shall be reprinted as amended if so ordered by the committee or as the Clerk of the Assembly may direct.

Proceedings on Bills committed to a Policy Field Committee after second reading

64.1(1) Any bill committed to a policy field committee after second reading shall be considered and reported in accordance with the rules for proceedings on bills in Committee of the Whole.

64.1(2) When a bill is referred to a policy field committee after second reading, the committee may conduct hearings on the content of the bill before initiating clause-by-clause consideration.

64.1(3) No hearings may be conducted if a bill had been subject to committee consideration after first reading.

Report of Policy Field Committee on Bills

64.2 A Policy Field committee to which a bill has been referred by the Assembly after second reading, shall be empowered to report the same with or without amendments, or to report that the bill not proceed. The report may contain a written statement of the committee's conclusions if the bill was the subject of a hearing.

64.3 When a bill is reported pursuant to rule 64.2, the following procedures shall apply:

- (i) Any bill reported shall be considered committed to the Committee of the Whole unless there is unanimous consent by the Assembly for the bill to be ordered for third reading.
- (ii) All amendments made in a policy field committee shall be reported to the Assembly. Any bill reported with amendment may be reprinted, as amended, before being committed to the Committee of the Whole.
- (iii) When a report recommends that the bill not proceed, a motion to concur in the same shall be put immediately and decided without debate.
- (iv) When committal of a bill to the Committee of the Whole is waived, it is immediately ordered for third reading at such time as may be appointed by the Assembly.
- (v) When committal of an amended bill to the Committee of the Whole is waived, the amendments shall be received and the motion for first and second reading of the amendments shall be disposed of before the bill is ordered for third reading at the next sitting of the Assembly.

Procedure in Committee of the Whole for bills committed from a Policy Field Committee

64.4 When a bill is committed to a Committee of the Whole pursuant to rule 63.3, the following procedures shall apply:

- (i) 2 hours will be allocated to private members for questions and comments;
- (ii) private members may be recognized more than once but must yield the floor after 20 minutes; should the list of speakers be exhausted before the 2 hours are up, members who have already spoken may be permitted to speak again;
- (iii) no time limits shall apply to the Minister responsible for the bill while responding to questions;
- (iv) once the time allocated for questions and comments has expired and upon the completion of the Minister's responses, the Chair shall put every question necessary to report the bill to the Assembly;

Reprinting of Amended Bills to be Noted on Order Paper

64.5 When the bill has been sent to be reprinted, it shall be marked on the Orders of the Day "NOT REPRINTED" and shall not be further proceeded with until that mark has been removed.

Third Reading

64.6 The motion on the order of the day for the third reading of a bill is – That the bill be now read the third time and passed under its title.

Suspension of a bill

64.7(1) Proceedings on a public bill introduced by a Minister shall, at the request of the Official Opposition, be suspended for a period of three sitting days following first reading either before or during second reading debate or during committee stage. Such request can be made only once during consideration of any bill and shall be made orally by the Member standing in his or her place.

64.7(2) Rule 64.7(1) does not apply to an Appropriation Bill.

(The following replace the present rules for committees)

STANDING COMMITTEES

Establishment of Standing Committees

94 Standing Committees are permanently established by the Assembly and continue in existence unless otherwise ordered.

Mandate and Power of Standing Committees

95(1) The mandate of each Standing Committee shall be that specified by the rules or otherwise ordered by the Assembly or required by statute.

95(2) Standing Committees are empowered to examine and enquire into all such matters as may be referred to them by the Assembly or otherwise stipulated under rules, to report from time to time, to send for persons, documents and things, to examine witnesses under oath, to meet outside the seat of government to hear testimony, and to sit during periods before the Assembly has convened after a general election, and when the Assembly is adjourned or prorogued.

95(3) When a Legislature is dissolved all orders of reference lapse and the work of committees cease.

GENERAL PROVISIONS

96 The general provisions apply to all Standing Committees unless otherwise ordered by the Assembly or rules.

Membership of Standing Committees

97(1) The membership of Standing Committees shall, so far as reasonably practicable, be proportional to party membership in the Assembly.

97(2) Unless otherwise ordered or authorized by rules, the membership of a Standing Committee shall consist of seven Members.

97(3) At the commencement of a new Legislature the permanent membership of the various Standing Committees shall be set out in the report of the Standing Committee on House Services.

97(4) Changes to the permanent membership of a Standing Committee shall be effected by order of the Assembly or, if a session is adjourned or prorogued, by an order of the Standing Committee on House Services.

97(5) Membership of any Standing Committee, other than that of the Chair, shall be transferable on a temporary basis by written notice signed by the original Member and filed with the Chair of the committee.

97(6) Temporary substitutions in the membership shall be permitted for a specific time period or committee consideration of a specific issue and the substituted Member will be considered for all purposes to be acting in the place of the original member. The substitution may be terminated at any time by the original member of the committee.

97(7) Temporary replacements in membership may be made notwithstanding rule 97(1).

97(8) A member may not attend a committee during any period in which the member is suspended from service of the Assembly.

97(9) Any member who is not a permanent member of the committee may attend a meeting of a Standing Committee and, by leave of the committee, may participate in the proceedings but shall not vote or be permitted to move a motion, or be included in quorum.

97(10) The Speaker shall not be appointed to a committee without the Speaker's consent, unless otherwise specified in rules.

Presiding Members of Standing Committees

98(1) At its first meeting, or at its first meeting after a vacancy occurs in the position, a Standing Committee must proceed to the election of a Chair and Deputy Chair.

98(2) The Chair of a Standing Committee shall be a government member and the Deputy Chair shall be an opposition member unless otherwise specified in the rules.

98(3) If the Chair and Deputy Chair are not present at the commencement of a meeting, the committee may designate a member of the committee to chair that meeting.

98(4) The Chair or Deputy Chair may, while chairing a meeting, ask any other member of the committee to chair the meeting.

98(5) Where votes on a question before a Standing Committee are equally divided, the Chair, or any member acting in the capacity as Chair, shall have a casting vote only unless otherwise specified by the standing orders.

Conduct of Proceedings

99 The procedures of the Committee of the Whole shall apply to all Standing Committees unless otherwise provided by the rules.

No Committee Meetings during Sittings of the Assembly

100 No committee may meet simultaneously with a sitting of the Assembly, except by order of the Assembly.

Notice of Meetings

101(1) On the instruction of the Chair, or another member acting in the capacity of the chair, a notice advising the members of the committee of a meeting and meeting agenda should be circulated as soon as practicable by the clerk of the committee.

101(2) A notice of meeting for the first meeting of a committee shall be given by the clerk to the committee upon request of any member assigned by the Assembly, or the House Services Committee, to the membership of the said committee.

Admission to Meetings

102(1) The meetings of all standing committees are open to the public unless otherwise ordered by the committee.

102(2) A committee may decide to meet in-camera, during which time all persons other than committee members or officers shall be excluded unless otherwise specified by the committee.

102(3) The Chair may order any person, excluding the members of the committee, to withdraw from a meeting if that person's conduct is disorderly.

Minutes of Meetings

103 The minutes of a committee meeting will record the members present and the votes and proceedings of the meeting.

Recorded Votes

104(1) When the Chair has put the question on a motion, a member of the committee may require that the respective vote of each member present be recorded in the committee's minutes.

104(2) When a recorded vote is requested pursuant to paragraph (1) of this rule, no division bell shall be sounded to call in the members not present and the vote will be taken forthwith.

Quorum

105(1) A majority of the members of a committee shall constitute a quorum.

105(2) The presence of a quorum shall be required whenever a vote, resolution or other decision is taken by a committee, provided that any committee, by order, may authorize the Chair to hold meetings to conduct hearings and receive evidence when a quorum is not present.

105(3) If there is no quorum present within 15 minutes of the time for a meeting to commence, the meeting must be adjourned. If at any time during a meeting attention is directed to a lack of quorum, the Chair shall suspend the meeting for up to 10 minutes and, if no quorum is formed, the meeting is adjourned.

Witnesses

106(1) A committee may direct that a witness be invited or called to appear before a committee, and request or require the production of documents.

106(2) Any member of a committee may file with the committee a request that a witness be called, stating that the evidence to be obtained from such witness is, in the opinion of the member, material and important.

106(3) If a witness is to be called to appear, or required to produce documents, it shall be by order of the committee.

106(4) The Chair, with the approval of the committee, may authorize the payment to any witness summoned a reasonable per diem sum during their travel and attendance plus a reasonable sum for traveling expenses and disbursements.

106(5) The claim of a witness for payment shall state the number of days during which the witness had been in attendance, the time of necessary travel to and from a committee meeting, the amount of the traveling expenses, which claim and statement shall be, before being paid, certified by the Chair and Clerk of the committee.

106(6) The Chair will have discretion to decide which witnesses shall appear before a committee when a committee has established a meeting agenda but has not specified any person to examine. The attendance of any witness invited is subject to the final authority of the committee.

106(7) A witness may be examined under oath or affirmation.

106(8) The examination of witnesses is to be conducted as the Chair directs, with the approval of the committee. All questions or comments to a witness shall be directed through the Chair.

106(9) The Chair will take care to ensure that all questions put to a witness are relevant to the committee's proceedings and that the information sought by the questions is necessary for the purpose of those proceedings.

106(10) A member or witness may object to a question on the ground that it is not relevant. The chair will then determine whether it is relevant to the committee's proceedings.

106(11) Where a witness objects on any ground to answering a relevant question put to the witness, the witness will be invited to state the grounds upon which they objection to answering the question. The committee will decide whether it will insist on an answer, having regard to the importance to the proceedings of the information sought by the question and whether the public interest would be best served by hearing the answer in-camera.

106(12) Where a witness declines a request to appear before a committee, or produce a document, or to answer a question to which the committee has required an answer, the committee may report this fact to the Assembly.

Evidence and Documents

107(1) A witness will be given the opportunity to make a submission in writing before appearing to give oral evidence.

107(2) A committee may request that a witness respond to an oral question in writing within a designated period of time.

107(3) Any document received by a committee may be made available to the public except for those documents received under the terms of Rule 107(4).

107(4) Some or all of the evidence presented to a committee may, by order, be heard or received in-camera.

Recording of Proceedings

108(1) A verbatim transcript shall be provided for all Standing and Special Committees, except as may be otherwise ordered by a committee.

108(2) A committee may authorize the broadcast of its public proceedings, under such guidelines as the Assembly provides.

Confidentiality of in-camera Proceedings

- 109(1) All consideration and preparation of a substantive report by a committee shall be conducted in-camera.
- 109(2) A report or a draft of a report of a committee or sub-committee is strictly confidential to the committee until it reports to the Assembly.

Reports

- 110(1) A committee shall report on any matter referred to it for consideration.
- 110(2) The report of a committee is the report as determined by the committee as a whole or a majority thereof, and no minority report may be presented or received. A committee may, in its discretion, include any dissenting opinion in its report.
- 110(3) All substantive reports of committees shall be in writing and signed by the Chair or by some other member of the committee authorized to do so by the committee.
- 110(4) A committee may from time to time make an interim report informing the Assembly of its conclusions on any matter before it or the progress of its investigation into any matter.
- 110(5) Reports from committees to the Assembly shall be presented at the time provided in routine proceedings, unless otherwise specified by rules, and may be made by the Chair, any other member of the committee, or by a Clerk at the Table.
- 110(6) During any period when a Legislative session is prorogued or adjourned, a committee may file a report with the Clerk of the Assembly, who shall distribute the report to all members of the Assembly in accordance with the provisions of *The Tabling of Documents Act*. Any report filed may be made generally available to the public but shall be presented to the Assembly in accordance with this rule at the next sitting of the Assembly.
- 110(7) When a committee requests a response to its report, a Minister shall respond within 120 calendar days as to the action, if any, proposed to be taken by the government with respect to the recommendations of a committee.
- 110(8) A response made to a committee report shall be filed with the Clerk of the Assembly, who shall ensure that the response is distributed and tabled in accordance with the provisions of this rule.

TYPES OF STANDING COMMITTEES

- 111 Standing Committees shall be categorized as either a House, Scrutiny, or Policy Field committee.

HOUSE COMMITTEES

- 112 House Committees are established for the following purposes:

Standing Committee on House Services;
Standing Committee on Privileges;
Standing Committee on Private Bills.

House Services Committee

- 113(1) Membership of the Standing Committee on House Services shall consist of the Speaker as Chair and seven Members as follows:
- (i) four Members from the government caucus appointed by that caucus;
 - (ii) two Members or, where there is no Third Party, three Members from the official opposition caucus appointed by that caucus;
 - (iii) one Member from the Third Party opposition caucus, if there is one, appointed by that caucus.
- 113(2) The Standing Committee on House Services shall convene as soon as practicable after the election of a new Legislative Assembly to prepare, with all convenient speed, a report listing the Members to compose the Standing Committees of the Assembly.
- 113(3) The Standing Committee on House Services shall determine, as soon as practicable, the allocation of government departments, agencies and Crown corporations to the various Policy Field Committees. A schedule outlining the allocation, or any amendment made to the allocation, shall be distributed to Members of the Assembly and affixed in the lobbies.
- 113(4) The Standing Committee on House Services may:
- (i) establish and effect changes to the membership of any committee;
 - (ii) establish and set the terms of reference for a Select Committee;
 - (iii) extend the time limit for any enquiry being conducted by a policy field committee;
- and, any such action shall be reported to the Assembly at the earliest opportunity.

113(5) The Estimates, Supplementary estimates, and any further estimates, as laid before the Legislative Assembly for the operation of the various offices of the legislative branch of government shall be withdrawn from the Committee of Finance and referred to the Standing Committee on House Services. For the purposes of this rule, the Speaker shall not preside. Upon completion of the examination of estimates referred to the Standing Committee on House Services, the committee shall report the estimates to the Assembly, and upon concurrence in such report, the sums so approved shall be included in the final Appropriation Bill.

113(6) The annual reports of any officer or department of the Assembly, as required to be tabled in the Assembly, shall be deemed to be permanently referred to the Standing Committee on House Services, which may if it so determines, consider the annual reports in conjunction with the examination of estimates.

113(7) The Standing Committee on House Services may examine such matters as it deems advisable with respect to the rules, procedures, practices and powers of the Legislative Assembly, its operation and organization, and the facilities and services provided to the Assembly, its committees and Members.

113(8) All recommendations to the Assembly of the Public Documents Committee made under *The Archives Act*, respecting the disposal of certain public documents, stand permanently referred to the Standing Committee on House Services. Upon completion of the examination of any public document disposal schedules before it, the Standing Committee on House Services shall report its recommendations to the Assembly.

Privileges Committee

114(1) The Standing Committee on Privileges shall examine and report on issues of privilege as referred to it by the Assembly.

114(2) Membership of the Standing Committee on Privileges consists of the Speaker as Chair and six other members as the Assembly, or Standing Committee on House Services, may appoint.

Private Bills Committee

115 In accordance with rules pertaining to Private Bills, the Standing Committee on Private Bills shall consider and report on petitions for Private Bills and any Private Bill referred to the committee after second reading.

SCRUTINY COMMITTEE

Public Accounts Committee

116(1) The Standing Committee on Public Accounts shall consist of a Chair, who shall be member of the opposition, a Deputy Chair who shall be a government member, and five other members.

116(2) The Standing Committee on Public Accounts shall review and report to the Assembly its observations, opinions and recommendations on the Reports of the Provincial Auditor (as designated for referral to the Standing Committee on Public Accounts by *The Provincial Auditor Act*) and the Public Accounts, which documents shall be deemed to have been permanently referred to the Committee as they become available.

116(3) The Standing Committee on Public Accounts shall undertake any other activities as prescribed by statute.

POLICY FIELD COMMITTEES

117 Four policy field committees are established to consider matters relating to generally defined subject areas as follows:

Standing Committee on Human Services – portfolio to relate to the areas of health, social services, education, culture, justice, and other matters relating to the rights of individual citizens;

Standing Committee on the Economy – portfolio to relate to the areas of finance, economic development, co-operatives, labour, agriculture, environment, natural resources, rural issues, and capital funds;

Standing Committee on Crown and Central Agencies – portfolio to relate to the Crown Investment Corporation of Saskatchewan and its subsidiaries, supply and services, central agencies, liquor, gaming, and all other revenue related agencies and entities;

Standing Committee on Intergovernmental Affairs and Infrastructure – portfolio to relate to the areas of transportation and municipal, intergovernmental, inter-provincial, aboriginal, and northern affairs.

Referral of Annual Reports to Policy Field Committees

118(1) The annual reports of each government department, agency, and Crown corporation, in accordance to the guidelines defined by Rule 117, shall be deemed to be permanently referred to a policy field committee.

118(2) Each policy field committee may:

- (i) Examine each annual report referred to it and report to the Assembly whether the report is satisfactory;
- (ii) Consider in more detail, and report to the Assembly, on each annual report it considers unsatisfactory;
- (iii) Investigate and report to the Assembly on any lateness in the tabling of annual reports;
- (iv) If the committee so determines, consider annual reports in conjunction with the examination of estimates;
- (v) Report to the Assembly each year whether there are any bodies which do not table annual reports in the Assembly and which should present such reports.

118(3) Reports of the Provincial Auditor, as they relate to the Crown Investments Corporation of Saskatchewan and its subsidiaries, shall be deemed permanently referred to the Standing Committee on Crown and Central Agencies.

Consideration of Bills by Policy Field Committees

119 Any bill referred to a policy field committee shall be considered and reported in accordance with rules for proceedings on public bills.

Referral of Regulations and Bylaws by Policy Field Committees

120(1) Every regulation and bylaw of a professional association, and amendments thereto, filed with the Legislative Assembly pursuant to any statutory provision, shall, in accordance with the guidelines set out in Rule 117, be permanently referred to a policy field committee for review.

Consideration of Regulations by Policy Field Committees

120(2) Policy field committees shall review regulations, and all amendments to regulations in order to determine whether the special attention of the Assembly should be drawn to any regulations on any of the following grounds:

- (i) the regulation imposes a charge on the public revenue not specifically provided for by statute;
- (ii) the regulation prescribes a payment to be made by any public authority that is not specifically provided for by an Act of the Legislative Assembly;
- (iii) the regulation may not be challenged in the courts;
- (iv) the regulation makes unusual use of the authority provided for in the parent Act;
- (v) the regulation has an unexpected effect where the parent Act confers no express authority for that effect;
- (vi) the regulation purports to have retrospective effect where the parent statute confers no express authority to have a retrospective effect;
- (vii) the regulation has been insufficiently promulgated; is outside the scope of the parent Act; has not been enacted properly; or has been made without the necessary statutory authority;
- (viii) the regulation is not clear in meaning;
- (ix) the regulation is in any way prejudicial to the public interest.

Consideration of Bylaws by Policy Field Committees

120(3) Policy field committees shall review the bylaws of professional associations and amendments thereto to determine whether or not they are in any way prejudicial to the public interest.

Public Hearings on regulations and bylaws

120(4) Policy field committees may conduct a public hearing on any regulation or bylaw of a professional association referred to it for review.

Committee to inform intention to report

120(5) Policy field committees shall be required, prior to reporting that the special attention of the Assembly be drawn to any regulation or bylaw, to inform the government department or authority concerned of its intention so to report.

Assistance of Law Clerk for review of regulations and bylaws

120(6) Policy field committees shall have the assistance of the Legislative Counsel and Law Clerk in reviewing the regulations and bylaws.

Consideration of Estimates by Policy Field Committees

121(1) The Estimates, Supplementary estimates, and any further estimates, as laid before the Legislative Assembly for the operation of the government of Saskatchewan, may be withdrawn from the Committee of Finance and, in accordance with the guideline set out in Rule 117, referred to a policy field committee for examination and report. No motion to refer the estimates to a policy field committee shall be made before the adoption of the budget motion made under Rule 15.

121(2) Each policy field committee shall consider the proposed estimates referred to it and report to the Assembly.

121(3) The Chair shall call items of expenditure in the order they are presented and each item called shall be, without motion, considered a distinct question that shall be carried, or reduced, or negatived.

121(4) Each policy field committee may ask for explanations from ministers or officers relating to the items of proposed expenditure.

121(5) Upon completion of the examination of estimates referred to a Policy Field Committee, the committee shall report the estimates to the Assembly, and upon concurrence in such report, the sums so approved shall be included in the final Appropriation Bill.

Policy Field Committee Inquiries

122(1) A policy field committee shall inquire into, consider and report on any matter referred to it by the Assembly.

122(2) A policy field committee may on its own initiative, or at the request of a minister, inquire into any matter concerned with the structure, organization, operation, efficiency and service delivery of any sector of public policy within its portfolio.

122(3) An order of the Assembly that a policy field committee undertake an inquiry shall take priority over any other enquiry and a policy field committee shall not enquire into any matters which are being examined by a select committee.

122(4) All inquiries must be concluded and a substantive report presented to the Assembly no later than six months after the commencement of the enquiry. The committee may request an extension of time by appeal to the Assembly, or if the Assembly is prorogued or adjourned, to the Standing Committee on House Services.

122(5) Inquiries may be initiated only after a session is adjourned, or prorogued or unless otherwise ordered by the Assembly.

122(6) Funding for the purposes of undertaking an inquiry, in addition to the committees regular allocation, is subject to the prior approval of the Board of Internal Economy.

Additional Members Participating in Inquiries

123(1) Policy field committees are empowered to temporarily expand their membership to include additional members of the Assembly for the purpose of allowing those members to participate in an inquiry.

Questions before Policy Field Committees

124(1) When the votes on any question before a committee are equally divided the question shall be negatived.

124(2) The Chair of a policy field committee may vote on any question before the committee.

Special Committees

Appointment of Special Committees

125(1) The Assembly may by order, on notice of motion, authorize the appointment of Special Committees to meet and report on specified subjects during the term of the Legislature in which they were appointed.

125(2) The mandate, powers and general provisions of standing committees shall apply to Special Committees.

Lists of Committees Appointed

126 The Clerk of the Assembly shall affix in the lobbies a list of the Standing and Special Committees appointed during the Legislature.

