Provincial and federal policy practitioners, private sector lawyers, and academics from both provincial universities gathered on April 10, 2003 in Regina to hear Saskatchewan justice policy experts comment at the Understanding Change: Justice Issues and Public Policy in Saskatchewan Symposium.

The Symposium was born out of the Institute’s mandate to support the debate, analysis and development of innovative public policy solutions, and to build bridges to as many policy communities as possible in the province. Hosting a justice policy event seemed logical given the in-house capacity that SIPP developed with the arrival to the Institute in the fall of 2002 of John Whyte, former provincial Deputy Minister of Justice, and Beth Bilson, former Dean of Law at the University of Saskatchewan. With John’s and Beth’s assistance, Janice Stokes, SIPP’s Senior Policy Analyst, organised and chaired the event.

A unifying theme that emerged from the analysis of contemporary justice issues at the Symposium is the increasing tendency in the administration of justice toward more direct citizen involvement in the structures and processes that impact individuals’ legal interests.

Participants and topics were as follows:

**Opening Remarks** by Janice Stokes, SIPP

**The State of Residential Schools** with Chief Justice Frank Gerein (Saskatchewan Court of Queen’s Bench), commentary by Professor Paul L.A.H. Chartrand (College of Law, University of Saskatchewan)

**Mandatory Civil Mediation in Saskatchewan** with Professor Michaela Keet (College of Law, University of Saskatchewan), commentary by Ken Acton (Director, Dispute Resolution Office, Saskatchewan Justice)

**Reconnecting with Administrative Tribunal Justice** with Professor Beth Bilson Q. C. (SIPP and College of Law, University of Saskatchewan), commentary by Dave Wild (Chair, Saskatchewan Financial Securities Commission)

**Youth Justice Policy and the Youth Criminal Justice Act, 2003** with Ross Green Q. C. (Saskatchewan Legal Aid Commission), commentary by Judge Sheila Whelan (Provincial Court of Saskatchewan)

**Assessing the Treaty Process in Saskatchewan** with Professor Paul L.A.H. Chartrand, commentary by Professor Del Anaquod (Saskatchewan Indian Federated College)

**Developing Community Justice in Saskatchewan** with Maxine Hodgson (Director, Aboriginal and Northern Justice Initiatives, Saskatchewan Justice) and John D. Whyte (Senior Policy Fellow, SIPP), commentary by Lori Sandstrom-Smith (Crown Council, Saskatchewan Justice)

**Community Policing** with Chief Cal Johnston (Regina Police Services), commentary by Professor Ken Leyton-Brown (Coordinator, Police Studies, University of Regina)

**Closing Remarks** by Doug Moen, Deputy Minister, Saskatchewan Justice
There has been a resurgence of Canadian values. Over the past several months, Canadian values have been at the centre of our discussion on national health care, equalization and transfer payments, and even increased funding to support a more aggressive policy of bilingual education across the nation.

Take the case of health care – Roy Romanow’s Report into the state of the health care system in Canada is entitled Building on Values: The Future of Health Care in Canada. At the press conference to release his Report, Mr. Romanow said that it was ‘consistent with the values of Canadians’. He went on to say that the Commission was a ‘nation-affirming initiative,’ and that medicare was our most cherished social program. In many ways, the Romanow Commission was as much about Canadian values as it was about health care. In his view, our Canadian values dictated the type of health care system that Canada should have. Our Canadian values ruled out a two-tier medicare system.

Similarly, a recent study of the equalization payments undertaken by the Centre for Research and Information on Canada (CRIC) found that 83 per cent of Canadians support such policies. In their report entitled Sharing the Wealth: Choices for the Federation, CRIC found that Canadian values explain the continued support for sharing the wealth of the nation through equalization and transfer arrangements. In fact, a significant majority of Canadians think that reducing regional economic disparity must be a government priority. In a recent overview of the various regional and rural development strategies pursued by Ottawa since 1950, I found that our sense of fairness and our commitment to sharing – again important Canadian values – help to explain more than 50 years of popular support for a whole range of programs that have had rather dubious outcomes. For more than half a century, both levels of government have expended hundreds of millions of dollars on regional and rural development programs but have had scant success in eliminating the problem of disparity.

Even Prime Minister Jean Chrétien’s promise to increase by 50 per cent in 10 years the number of young Canadians who are bilingual is based on the Canadian value of inclusion, though the Prime Minister said his decision to do this stems from Canada’s ‘distinct personality.’

Should public-policy decisions be made on the basis of society’s values? Of course. Yet, we have to consider whose values become Canadian values, as well as a variety of other considerations. What is remarkable about the recent invocation to our presumably shared Canadian values is that Canadians presumably share a set of common values. These values make us a nation that is distinct from others, particularly that of our neighbour to the south. In a time when the forces of globalization and continentalism are supposedly destroying our distinctive society, it is refreshing to see the re-emergence of Canadian values as an important determine – a factor, at least — in some of our public-policy choices. I have maintained in the past that the sense of identity in Canada is strong, indeed, stronger than it has been for a generation. We still have a strong commitment to Canadian values and despite the warnings about the demise of Canada we have seen in recent months a sense that we continue to hold to a series of Canadian values that explain our stand on some issues. That I can say this without mentioning the Kyoto Protocol and Canada’s position on the war against Iraq offers some hope for distinctive Canadian policies.

Dr. Raymond Blake, SIPP Director
Stimulating Public-Policy Discussion and Debate

The 2002-03 academic year was the 3rd annual instalment of the SIPP Armchair Discussions Series. We averaged 47 people per event with a well-rounded group of public servants, academics, non-profit representatives and other members of the community.

We were pleased to offer the following events:

- September 2002: John Whyte, SIPP Senior Policy Fellow; Social Policy and Social Inclusion: Programs and Development
- October 2002: Dr. Jim Randall, Associate Professor, University of Saskatchewan and Co-Director of CUISR; Partnerships Between Universities and Community Groups
- November 2002: Debbie Wilkie, Executive Director of Corporate Resources, Saskatchewan Industry and Resources; It’s More Than Spin - A Look at Communication and Marketing from a Government Perspective
- January 2003: Wynne Young, PSC, Government of Saskatchewan; Building the Public Service of the Future
- February 2003: Murray Mandryk, Leader-Post journalist; The Provincial Scene: The Dwindling Credibility of Politicians and how the Media has Contributed
- March 2003: Mr. Bob Linner, City Manager, City of Regina; New Deal for Cities

LeadersTalk! 2002 provided a forum in which leaders of the province’s political parties, currently holding a seat in the legislature, presented their points of view on specific policy issues. Mr. David Karwacki, Mr. Elwin Hermanson and the Honourable Lorne Calvert were asked to speak on the topic of The Changing Role of Government. This event is organized every two years and will be presented again in 2004-05.

On March 31, 2003, SIPP hosted The Economics of Budget 2003-04 to review and discuss the details of the Saskatchewan Provincial Budget. On hand to provide professional analysis were three economists and one political scientist: Dr. John Allan spoke to the budgetary numbers and the fiscal position; Dr. Gary Tompkins reviewed revenues and tax measures; Dr. Terry Wu provided analysis on expenditures and spending initiatives; and, Dr. Howard Leeson gave a political assessment of the Budget. Overall, key points of the debate looked at the 6.8 per cent projected growth rate in GDP, the fiscal stabilization fund, trends in expenditures, revenue sustainability and the key question of whether or not this is an “election budget”. This was the second annual offering of the budget panel.

Under the SIPP Outreach Program, and in collaboration with several organizations, the Institute was able to bring special guests and events to the policy community, for example:

- October 2002 - An event organized with the Department of Political Science and sponsored by the Delegation of the European Commission in Ottawa; Constitutional, Institutional, and Policy Reform in the European Union: Steps Towards the 2004 Intergovernmental Conference and Beyond.
- February 2003 - In cooperation with the University of Regina; The Future of Health Care in Canada - A Public Lecture with Mr. Ray Romaniw Q.C.
- February 2003 - In cooperation with the School of Journalism and the International Association of Business Communicators (Regina Branch); On the Front Lines: A Journalist’s View of War and Political Struggle, presented by Mr. Marcus Ferrar, former front-line journalist with Reuters news agency.

The release of research findings is a key function of any research institute. SIPP released a number of new publications that were widely distributed throughout the policy community and made available online at www.uregina.ca/sipp. For example, SIPP released a new publication called the SIPP Briefing Note, which can be used as an instrument for further discussion and debate. The first issue of this series reviewed the automobile insurance system in Saskatchewan. This timely piece was released in December of 2002 to a province that welcomed additional clarification on a complicated issue.

The Institute also continued the Public Policy Paper Series with the release of Higher Education Policy in Saskatchewan and the Legacy of Myth, by Dr. James M. Pitsula, Self-determination, Citizenship and Federalism: Indigenous and Canadian Palimpsest by Dr. Joyce Green, and Productivity and Popular Attitudes Toward Welfare Recipients in Saskatchewan, 1970-1990, by Dr. Robert Wardhaugh, Post-Doctoral Research Associate at the Institute. Dr. Wardhaugh’s paper was presented during a lecture on April 15th, 2003. All our papers and publications are available online at www.uregina.ca/sipp.

Still Ahead This Spring

SIPP has a number of private events taking place in May:

- The seminar Towards an Administrative Justice System? will provide an opportunity for dialogue between members of administrative tribunals and individuals from government departments.
- The E-Governance Symposium will gather practitioners and academics with experience in information management, electronic service delivery and e-democracy.
Since the foundation of SIPP, the University of Saskatchewan has been a partner in the Institute. This partnership has been evident in the membership of Vice-President Academic and Provost Michael Atkinson on the SIPP Board, and in the participation of faculty members from the University of Saskatchewan in a number of SIPP activities.

Last summer, Vice-President Atkinson decided that it would be useful to explore some options for closer links between researchers at the University of Saskatchewan and SIPP, and appointed Beth Bilson, a professor in the College of Law, to investigate what kinds of connections would be fruitful.

As part of this project, Professor Bilson has been consulting with faculty members on the campus in Saskatoon about their research interests, listening to their views about what kinds of links with a policy research institute they think would be valuable, and discussing with them how their research might fit with SIPP projects and activities. University of Saskatchewan researchers have shown considerable interest in the work of SIPP and made many useful suggestions about how the Institute and that University might collaborate more closely. The Office of Research Services has offered assistance in developing channels for communication with the Saskatoon policy research community concerning SIPP, and in organizing some SIPP events in Saskatoon.

The other part of Professor Bilson’s project takes her to Regina to participate in the planning and presentation of SIPP activities. She was involved in the April 10th Understanding Change: Justice Issues and Public Policy in Saskatchewan Symposium. She is also organizing a seminar which will bring together members of administrative tribunals with people from government departments with policy and administrative roles for a discussion of some of the challenges facing administrative boards, agencies and commissions. The seminar Towards an Administrative Justice System? is planned for May 2003.

Professor Bilson will present a report to the University of Saskatchewan in July, which will recommend how to preserve and extend the ties between SIPP and its northern partner.

Following in a tradition of talented professionals, SIPP is pleased to welcome Dr. Douglas Durst and Mr. Ian Peach; the University of Regina and Government of Saskatchewan Senior Fellows for 2003-04. The fellowships permit them to spend a year at the Institute pursuing research in public policy. At the close of their term, each Fellow presents a public lecture of their principal findings which are published in The Scholar Series. In introducing our new Senior Fellows, we also bid farewell and good luck to Dr. Joyce Green and Dr. E. Lynn Oliver, who both made significant contributions to SIPP in 2002-03.

Dr. Douglas Durst teaches in the Faculty of Social Work at the University of Regina and has been researching the issues pertaining to Aboriginal persons and immigrants/refugees for most of his professional career. He applies both participatory and qualitative research methods with some quantitative methods attempting to capture a holistic understanding of the social integration and participation of marginalized groups such as immigrants, persons with disabilities and Aboriginal people. During his term with SIPP, he is planning to further his research with Aboriginal and First Nations peoples. Dr. Durst has a Ph.D. in Social Work from the University of Toronto and a M.S.W. from Wilfrid Laurier University in Waterloo. He has practiced social work and conducted social research in the Northwest Territories, Saskatchewan and Newfoundland and Labrador.

Mr. Ian Peach has been with the Government of Saskatchewan for approximately eight years, and has been Director of Constitutional Relations in the Department of Intergovernmental and Aboriginal Affairs and, for the last five and one-half years, a Senior Policy Advisor in the Cabinet Planning Unit of Executive Council. In his fourteen years of government service, Mr. Peach has been involved in numerous intergovernmental negotiations, including the Charlottetown Accord, the Social Union Framework Agreement, First Nation self-government agreements, and the Canada-Saskatchewan Northern Development Accord. He has also been involved in developing Saskatchewan’s policies on a broad range of issues, including Saskatchewan’s argument before the Supreme Court of Canada in the Quebec Secession Reference and key cross-government strategies to address the socio-economic disparity of Aboriginal people in Saskatchewan and northern economic development. Throughout, Mr. Peach has been a keen observer of the policy development process. Born in Halifax, N.S., Mr. Peach holds a Bachelor of Arts from Dalhousie University and a Bachelor of Laws from Queen’s University.
Demographics and the Changing Face of Saskatchewan

What does the 2001 Census and other demographic data reveal about Saskatchewan? The population of the province was reported as 979,000 in the 2001 Census, and is forecast to remain fairly static and not grow beyond 1,020,000 residents over the next twenty years. Between 1996 and 2001, Saskatchewan suffered a population decrease of 21,000 (-1.1 per cent). This figure includes a net loss of close to 25,000 residents due to migration. The province experienced out-migration of 67,500 residents (in-migration of 42,600) between 1996 and 2001, and 56 per cent of those outbound moved to Alberta. Of the 37,600 that went to Alberta, more than 15,000 were between the ages of 15 and 29, highlighting the pull westward that Alberta has on Saskatchewan’s young working-aged population.

Saskatchewan is, at one and the same time, the oldest and the youngest province. The province has the highest percentage of seniors aged 65+ (15 per cent). This is large compared to the national 65+ average of 13 per cent, and is almost exclusively non-Aboriginal. And, over the last decade, the 80+ population in Saskatchewan increased 32 per cent to more than 44,000 residents to form 5 per cent of the population.

Saskatchewan’s workforce is also aging. The 2001 Census showed that Saskatchewan has the oldest labour force in the country, with an average worker age of 39.8 compared to the national average of 39.0. And, the 55+ workforce in the province is significantly larger at 15 per cent relative to the national average of 11.8 per cent.

Saskatchewan qualifies as the youngest province in 2001 Census results because it has the largest percentage (29.2%) of residents under the age of 20. By the measure of median age (the age at which half of the population is older and half is younger), Saskatchewan qualifies as the second youngest province with a median age of 36.7. Alberta is the youngest province with a median age of 35.0. However, unlike Alberta, Saskatchewan’s relatively young median age is solely attributable to a young Aboriginal population.

There are just over 130,000 persons that identified as Aboriginal in Saskatchewan in the 2001 Census. Following the territories, Saskatchewan had the largest Aboriginal identity population in Canada at 13.6 per cent of the population. Manitoba’s Aboriginal identify population is similarly sized at 13.5 per cent, and both of these provinces are appreciably larger than the national average of 3.3 per cent.

In Saskatchewan the median age of the non-Aboriginal population is 38.8, and is considerably older than the Aboriginal median age of 20.1. Although the 65+ group has grown in the Aboriginal population over the last decade, this age group constitutes only 3 per cent of the Aboriginal population in Saskatchewan, and is quite a contrast to the 16 per cent of the population that the 65+ non-Aboriginal population constitutes.

The 0-14 age group accounted for 40 per cent of the Aboriginal identity population in Saskatchewan in 2001, and is more than twice as large as the 0-14 age group’s 19 per cent share of the non-Aboriginal population. The youth of the Aboriginal population is also evident in that Aboriginals represent under 14 per cent of the province’s population but nearly 25 per cent of the children in the province.

The growing polarization of age and race that has come to distinguish Saskatchewan throws into question future economic and social sustainability issues. In May, SIPP will release *Demographic Trends and Socio-Economic Sustainability in Saskatchewan: Some Public Policy Considerations* in which SIPP Senior Policy Analyst Janice Stokes examines some of the current and projected demographic statistics and implications for the workforce, health care, education and race relations in the province.
Building relationships with the students of the University is challenging, but important to the Institute. University students have many demands on their time, so developing programs and initiatives for this audience requires creativity.

Leaders’ Talk! 2002 was held on campus and advertised to students, giving them the opportunity to question their sitting political leaders. This event was attended by both faculty and students and received generous coverage in The Carillon, the University of Regina student newspaper. Questions from the audience covered many topics, including a student who asked Mr. Hermanson if he would step down if he did not meet his goals, to which the Leader of the Official Opposition responded that everyone should be held and reminded of their platform commitments, and be careful what they promise.

The Institute also organized the second instalment of the President’s Leadership Program, allowing SIPP to engage young citizens in public-policy discussions. During a one-day policy workshop, a volunteer component and project, and lectures with prominent local leaders, the students were given a rich introduction to significant public-policy issues and examples of what they promise.

The Institute will shortly publish a public-policy paper examining Saskatchewan’s legislation and its experience respecting essential services, comparing these to the legislation and experience of other provinces. The focus of the paper is on the ability of the province to manage the provision of those services normally deemed to be “essential”. It also evaluates the role of government in achieving a balance between preserving the right to strike and the need to protect the public from imminent danger to their health and safety. We analyze five separate groups of public-sector employees that are generally perceived to perform essential workforces as essential. There is still room for debate on what constitutes essentiality, but the most common view held is that essential services are those, the withdrawal of which would create a health and safety danger to the whole or part of the population.

In January 2003, SIPP launched the Student Public Policy Essay Contest. Not only will this contest tap the potential of up and coming policy professionals, it also provides the opportunity for undergraduates to have original pieces of work published and distributed throughout the policy community. This, along with a monetary award, should entice students of many different disciplines. The contest is open until May 1st and full details are available on the SIPP website.

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DID YOU KNOW: Saskatchewan is one of the few provinces in Canada that does not designate any part of its public workforce as essential.

The statutes governing the provision of essential services vary among jurisdictions depending on the degree to which strikes are allowed. There are three distinct legislative systems for the provision of essential services in Canada: unlimited-strike, limited-strike (or designation), and no-strike. In those jurisdictions with essential services legislation, the relevant statute typically sets out explicit provisions requiring designation. Where the unlimited-strike and the no-strike systems are prevalent, there are no separate statutes governing essential services. Saskatchewan is one of the few provinces in Canada that does not designate any part of its public workforce as essential. There is still room for debate on what constitutes essentiality, but the most common view held is that essential services are those, the withdrawal of which would create a health and safety danger to the whole or part of the population.

Given the experience with essential services in Saskatchewan and other provinces, some useful conclusions may be drawn. There has been a relative decline in strike activity in recent years that cannot be attributed to a particular legislative system or state of labour-management relations. Improved economic conditions in the second half of the 1990s allowed both governments and unions to pursue their goals in a more cooperative environment. Also, the general public’s tolerance for strikes in essential services has lately decreased, especially in times of fiscal restraints, which has put some pressure on the bargaining parties to reach an agreement without job action.

The forthcoming SIPP Public Policy Paper looking at essential services is written by Pavel Peklov, SIPP Policy Analyst. Pavel also authored the SIPP Briefing Note, Choice in Automobile Insurance: Tort vs. No Fault Coverage which was released in December 2002.
Being the Board Chairperson for a growing research institute is only one of the demands on Mr. Harold MacKay. Mr. MacKay continues to play an important role in the public-policy analysis in Canada, which is why he is a natural leader for the Saskatchewan Institute of Public Policy. He is currently the Clifford Clark Visiting Economist in the Department of Finance in Ottawa where he advises the Department on emerging issues and a variety of policy issues.

Since his appointment to the Department of Finance in June 2002, Mr. MacKay was appointed as a Special Representative to Finance Minister John Manley to recommend a process to determine the best securities regulatory system for Canada and to identify the key issues to be addressed in that process. He subsequently suggested that Mr. Manley establish a committee to improve Canada’s current system of securities regulation, and the Minister has recently acted on this recommendation.

Mr. MacKay is a senior business law partner in the Regina law firm of MacPherson Leslie & Tyerman LLP, and is actively involved as an arbitrator in commercial disputes. He is a graduate of the University of Saskatchewan with an arts degree in political science and economics, and from Dalhousie University where he earned his Law degree in 1963.

Mr. MacKay has provided policy advice to governments and businesses on a wide range of issues from small business financing, post-secondary education, and banking. He served as chair of the Task Force on the Future of the Canadian Financial Services Sector in 1997 and 1998. Its report became the foundation for the new financial services legislation in Canada. Mr. MacKay completed a study of the two universities in the Saskatchewan in 1997 and recommended the need for greater co-ordination and cooperation between the two institutions.

Mr. MacKay has won considerable praise for his professional and community work. He was awarded an honorary degree from the University of Regina in 2002, recognized by the University of Saskatchewan with its 2000 Alumni Award of Achievement, and inducted to the Wall of Fame in Weyburn in 1999. He is also a former director and a past president of the Ranch Ehrlo Society in Regina, a non-profit corporation established to work with emotionally disturbed children.

Moreover, he has served as governor of the Canada Tax Foundation, governor of the Council for Canadian Unity, governor of the Donner Canadian Foundation, and the lead director of the Board of the Bank of Canada. In July, 2002 Mr. MacKay was appointed an Officer of the Order of Canada.

As the chair of the SIPP Board of Directors, Mr. MacKay became actively involved in several of the Institute’s initiatives, including serving as Co-Chair with Mr. Brian Johnson, President of Crown Life, of the national conference on Rural Canada. Mr. MacKay succeeded Senator Raynell Andreychuk who was the Founding Board Chair. Anyone who works with board members and committees knows that having a solid professional taking the lead is a key ingredient of success. SIPP is most fortunate in this regard.
Increase your Exposure within Saskatchewan’s Public-Policy Community

With the launch of the “Call for Papers” campaign in January 2003, the Institute aims to increase commentary and information on public-policy issues within the community. Announcements were sent to academics, members of government and representatives of the voluntary sector. It is our hope that this “Call” will result in submissions covering numerous issues and angles. Successful papers are published in SIPP’s Public Policy Paper Series and distributed throughout Saskatchewan, and beyond.

In addition to publishing papers from SIPP staff and associates, we are interested in making our distribution channels available to others who are contributing to the improvement of public policy. For more information, visit SIPP’s website at www.uregina.ca/sipp or call Janice Stokes, SIPP Senior Policy Analyst at (306) 585-5776.

SIPP Membership is another way to strengthen ties and increase involvement within the policy community. In practical terms, membership ensures that you receive current research findings, Institutional publications and notifications of upcoming events. SIPP has often worked in collaboration with other organizations to help build a strong public-policy community in Saskatchewan.

There are several categories of membership which were developed to satisfy the needs of a variety of policy professions, including individuals still in school. Membership provides opportunities for networking and the free exchange of ideas.

Associate Membership is initiated by the Director and offered to those with whom the Institute will collaborate in a substantive manner. Associate Members are called upon to participate with SIPP in various ways and the list includes professionals who previously held SIPP Senior Fellow positions.

Individuals, corporations and other organizations that support SIPP’s objective to improve the quality and understanding of public policy can take up Individual and/or Corporate Membership. This category makes up the majority of SIPP’s membership.

Student Membership is a unique benefit offered to the University of Regina students who complete the President’s Leadership Program. For one year, these students receive the benefits of Individual Membership without the fee. Membership forms, and complete membership information is available on the SIPP website.

Both the “Call for Papers” initiative and the Membership campaign provide easy opportunities to increase your exposure within the community. Whether you would like to have a piece of research published, interact with experts or simply increase your knowledge, SIPP is a valuable, local and easily accessible resource.

www.uregina.ca/sipp

SIPP is a non-profit institute at the University of Regina devoted to stimulating public policy debate and providing multidisciplinary expertise, experience, research, and analysis on social, economic, fiscal, environmental, educational, and administrative issues related to public policy.

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FINAL THOUGHTS

• The Institute has already begun to work on publications, initiatives and events for the 2003-04 academic year. Have a safe and relaxing summer and feel free to contact us over the next few months, we’ll be here.

• We would like to welcome Lindsay Seidler, our Co-op student from the Faculty of Administration, University of Regina.