Overview by the Provincial Auditor

1.0 REPORT OVERVIEW

Through *The Provincial Auditor Act*, the Legislative Assembly has made the Provincial Auditor its independent auditor. It makes the Provincial Auditor responsible for auditing the Government of Saskatchewan, including all of its agencies. **Appendix 1** lists agencies subject to audit under the Act. These include ministries, regional health authorities, school divisions, Crown corporations, commissions, benefit plans, and funds.

Under the Act, the Provincial Auditor reports to the Legislative Assembly on the results of all examinations, and highlights matters that require the attention of legislators.

This Report (Volume 1) includes the results of our examinations completed by April 26, 2017. Consistent with past reports, we have organized these results into three sections. The following provides an overview of each section of the Report.

Annual Integrated and Information Technology Audits

This Section of the Report highlights matters resulting from our annual security audits and annual integrated audits of about 58 agencies with fiscal year-ends between August 2016 and December 2016. This includes 28 school divisions, five other crown agencies, two CIC Crown corporations, and 23 pension and benefit plans. **Appendix 1** lists the names of each agency, its year-end date, whether matters are reported, and if so, in which report.

As evident by the brevity of this section in the Report, almost all of those agencies had good financial-related controls, complied with their financial-related authorities, and prepared reliable financial statements.

This section identifies a few concerns at only three school divisions, and a concern with the Public Service Commission's processing of government ministries' and a few agencies' payroll.

It notes two school divisions-Northern Lights

Integrated audits are annual audits of agencies that examine:

- The effectiveness of their financialrelated controls to safeguard public resources with which they are entrusted
- Their compliance with authorities governing their activities related to financial reporting, safeguarding public resources, revenue raising, spending, borrowing, and investing
- The reliability of the financial statements for those agencies that prepare them

Financial-related controls (financial rules and procedures) include processes to plan, evaluate, and co-ordinate the financial activities of an agency. Effective controls help agencies achieve their objectives, and sustain and improve performance.

The term **annual IT security audits** describe audits of the effectiveness of an agency's processes and controls to secure IT systems and data.

School Division No. 113 and Sun West School Division No. 207-need better IT disaster recovery plans. Solid and tested plans would help ensure they can operate in event of unplanned disruption of IT services. It also notes Holy Family Roman Catholic Separate

Overview

School Division No. 140 needs to follow its policy when recording certain financial transactions in its records (i.e., journal entries).

Performance Audits

This section of the Report includes the results of 12 performance audits covering a broad range of topics.

The Government plays a critical role in keeping the public safe. In this Report, three audits report on the quality of its regulatory processes—enforcing laws

Performance audits take a more indepth look at processes related to management of public resources or compliance with legislative authorities.

related to vehicle weight and dimension requirements on Saskatchewan highways, the sale of liquor to the public for consumption, and the safety of elevating devices like elevators and escalators.

Chapter 7: Highways – Enforcing Vehicle Weight and Dimension Requirements: A shift from rail to highway transportation has increased large commercial vehicle traffic on provincial highways. Vehicles that exceed weight regulations cause increased damage to pavement and bridges and take longer to stop. Vehicles that exceed dimension requirements can obstruct traffic or hit overhead infrastructure. The Ministry spends at least \$10 million every year to repair damage caused by overweight vehicles.

The Office found the processes that the Ministry used to enforce weight and dimension laws for the 12-month period ended August 31, 2016 were not effective—even though the Ministry had clear policies and procedures. While it had annual enforcement plans, it could not explain the basis of them or show whether its plans created a sufficient enforcement presence to address risks of non-compliance. For example, it was unclear how it had addressed the known risk of vehicle operators avoiding open weigh scales.

Management relied on verbal reports to monitor its enforcement activities as opposed to evaluating actual results against plans. The audit found the actual extent of enforcement activities was lower than planned. For example in 2015-16, its 10 weigh scales were open 10,273 hours instead of the expected 11,700 hours. Also, one of five detachments we tested operated their weigh scale, on average, 14 hours per week instead of the expected minimum of 22.5 hours per week. In addition, three of six highway officers we tested only did between one-half to three-quarters of the expected number of vehicle inspections.

In addition, the Ministry's investigations of complaints were not consistently documented, or done in time to enable the Ministry to issue a fine for an infraction, if any.

Sufficient enforcement activities are key to having a sufficient enforcement presence. Insufficient enforcement increases the chances of vehicle operators choosing to operate vehicles that exceed provincial weight and dimension requirements. This in turn increases risks to public safety and damage to provincial highways.



Chapter 11: Saskatchewan Liquor and Gaming Authority—Regulating Commercial Permittees' On-table Sale of Liquor: Each year, Saskatchewan Liquor and Gaming Authority (SLGA) issues about 1,900 permits to establishments who sell liquor to patrons for consumption within their premises. Laws support socially responsible consumption of alcohol.

SLGA had largely effective processes to regulate the sale of liquor to the public for consumption at permitted establishments (e.g. restaurants, taverns). It needs to improve a few areas. For example, it needs to finish updating its inspection plan so that it focuses on areas of highest risks related to factors such as types of establishments, history of violations, and complaints. It needs to formalize its expected timeframes for completing inspections and investigations, and use them to monitor. In addition, it needs to analyze key trends of permittee non-compliance with requirements. This would help it determine whether it is regulating fairly and consistently throughout Saskatchewan and adjust, as needed.

Effective regulation of the sale of liquor can help reduce health and safety risks related to irresponsible alcohol consumption, while maintaining a consistent and fair regulatory system for permittees.

Chapter 14: Technical Safety Authority of Saskatchewan-Inspecting Elevating Devices: Over the past five years, the number of licensed elevating devices (e.g., elevators, escalators) has increased by about 14% to almost 4,000 in 2015-16. The Technical Safety Authority of Saskatchewan (TSASK) is responsible for regulating the safety of them.

TSASK had generally effective processes to inspect almost 4,000 elevating devices located across the province. In late 2016 (the time of the audit), TSASK was transitioning from tracking its inspections of elevating devices in excel spreadsheets to tracking them in a new IT system.

It had plans to move from its current inspection approach to a risk-informed strategy. It based its current approach on location in that it inspected devices by region. It had divided the province into 40 regions. It recognized that use of a risk-informed strategy would help it focus resources on highest risks. In addition, it needs to formalize its process for handling incidents and complaints, and inspect escalators based on assessed risks.

Routine and proper inspections are a key component of effectively regulating elevating devices. They help prevent device malfunction and keep the public safe.

In addition, the Office continues to focus a portion of its audit effort on the health and education sectors as almost two-thirds of the Government's spending is in these sectors. Five audits, in this Report, are of agencies within the health or education sectors. With the Government's move to a single provincial health authority, the Office has directed recommendations to the new Authority.

Chapter 10: Regina Qu'Appelle Regional Health Authority – Efficient Use of MRIs: MRIs play a vital role in accurate and timely diagnosis of medical conditions. Regina Qu'Appelle Regional Health Authority (RQHR) provides MRI services directly and through contracted private MRI operators. The audit identified various areas where RQHR could improve its processes to use MRIs more efficiently.

As the Ministry of Health has publicly reported, RQHR did not meet demand for MRI scans in 2016, and it is not meeting its wait-time guidelines. At December 31, 2016, RQHR had 2,610 patients waiting for an MRI. Over half of them expected to receive a MRI scan within 30 days (i.e., categorized as semi-urgent—level 3), but waited an average of 76 days. The audit found that RQHR had not identified the root causes for the delays or its inability to meet demand.

RQHR did not track the actual dates of each stage of providing MRI services, or the reasons for rescheduling of MRI appointments. RQHR needs to regularly analyze its MRI data to determine the causes of significant waits. Identifying the causes would provide a basis for strategies to reduce the length of time patients wait for MRI scans.

In addition, it did not formally assess the quality of MRI services provided by radiologists in the hospitals or those in private MRI clinics (e.g., interpretation of MRI scans). It did not track the results of its informal monitoring of about 60 radiologists working in the Region.

Accurate interpretations of MRI scans are crucial to proper diagnosis and treatment for patients. In addition, tracking of the results of monitoring radiologists would provide the Board of the Region with useful information when granting radiologists privileges to provide MRI services within the Region.

In addition, RQHR did not regularly monitor MRI scans requested of contracted private MRI operators. Regular monitoring would confirm private operators prioritize the Region's requests consistent with the Region's wait-time guidelines. Also, it could help identify concerns with the number of scans contracted private MRI operators complete given the adoption of the One-for-One Model.

Chapter 12: Saskatoon Regional Health Authority—Overseeing Contracted Special-Care Homes: At December 2016, Saskatoon Regional Health Authority needed to do more to oversee 20 contracted special-care homes to know whether these comply with the Ministry of Health's minimum care standards. It has contracted with them to provide long-term care to almost 1,600 residents at an annual cost of about \$100 million.

The audit found the current relationship between the Ministry of Health, the Authority, and contracted homes to be complex and confusing. A clarified accountability relationship would help homes to understand who they are responsible to and what they are responsible for. In addition, it would streamline responsibilities for monitoring of homes.

In addition, the linkage between information that homes must provide and the quality of care is unclear with some requirements not set out in the contracts. Having clear service expectations, targets, and reporting requirements in contracts would let homes more clearly know what quality of care they are to provide residents for the compensation they receive. In addition, clear expectations and targets would enable better monitoring of the quality of care that homes provide.



Homes are not consistently achieving the Ministry's quality-of-care targets. For example in both 2014 and 2016, 14 of the 20 homes did not meet the Ministry's target for percentage of residents whose bladder incontinence worsened. Inspecting care homes on a systematic basis would assist the Authority in identifying the reasons for not meeting expectations. Promptly addressing underlying reasons would help ensure residents receive quality care.

Chapter 6: Health – Detecting Inappropriate Physician Payments: Each year under a fee-for-service arrangement, the Ministry of Health pays about 1,800 physicians about \$500 million to provide insured health services to residents with valid health cards. Fee-for-service payments account for about one-tenth of Saskatchewan's total annual costs for health services.

The fee-for-service arrangement requires physicians to submit accurate billings and, to some extent, uses the honour system. It recognizes that the Ministry cannot practically confirm the validity of all billings prior to paying physicians.

The Ministry recognizes that, at times, physicians may submits bills for the incorrect amount because of misunderstandings, mistakes or, on occasion, deliberate actions. While it takes some steps to check the validity of billings before paying, the audit found the Ministry needs to do more to avoid overpaying physicians.

Because its current 50-year-old IT system has limitations and is inflexible, the Ministry does not use data analytics to help identify questionable billings before making payments. Rather the Ministry relies on simple edits in its IT system along with labourintensive manual assessments to identify questionable billings and adjust them before paying. The audit found each staff is handling an increasing volume of manual assessments in each bi-weekly pay period (i.e., each assess 800 billings). They have limited time to assess the billings as the Ministry aims to pay physicians on time.

Our analysis of 2015-16 billing data suggests the Ministry was not always identifying all potentially large inappropriate billings prior to paying. The audit identified 78 physicians, paid \$64 million in total, with billings two times the average of their peer group. The Ministry needs to conduct a cost-benefit analysis of IT systems that would better identify inappropriate physician billings before making payments, and reduce its risk of overpaying.

The Joint Medical Professional Review Committee investigates billing practices of physicians that the Ministry refers to it, and can order physicians to repay the Ministry for its estimate of overpayments. In 2016-17, it reviewed billing practices of nine physicians and ordered repayment of \$1.2 million.

The audit identified that the Ministry does not have defined criteria to guide which physicians to refer to the Committee for investigation of questionable billings. Furthermore, the low volume of physicians this Committee reviews each year combined with the number of staff currently assigned to review payments to physicians is limiting the Ministry's ability to recover overpayments from physicians. In addition, it may not be sufficiently reinforcing to physicians the importance of them having appropriate fee-for-service billing practices. The Ministry needs to assess options to conduct more investigations into physicians with questionable billing practices.

Chapter 9: Mamawetan Churchill River Regional Health Authority—Delivering Provincially Funded Childhood Immunizations: Immunization programs can prevent many diseases and have a positive impact on the overall health of individuals. In addition, they can result in substantial savings to the health system and improve the length and quality of life.

Over one-third of Mamawetan's 24,000 residents are under the age of 17 with almost two-thirds of those living on reserve. The Federal Government is responsible for immunizing residents living on reserve.

Mamawetan delivers provincially funded immunization services that include 14 different vaccines to children under the age of 17. Most of Mamawetan's immunization coverage rates are lower than the provincial average. While it had various strategies to promote awareness of its immunization services and took steps to make them available to residents, it needs to do more.

Mamawetan needs to analyze childhood immunization rates by community to help identify where additional supports or strategies are required to increase coverage rates. To properly protect its vaccines and prevent the use of ineffective vaccines, it needs to consistently follow its policies for storing vaccines, managing vaccine inventory, and developing emergency event recovery plans.

Chapter 8: Living Sky School Division No. 202–Engaging Grades 7 to 12 Students: Student engagement contributes positively to students' academic achievement and well-being. Student engagement tends to decline as students progress through middle and secondary school (i.e., Grades 7 to 12). The Ministry of Education expects school divisions to more actively engage students in learning and in having a positive sense of belonging.

Living Sky School Division No. 202 was working to improve the engagement of its students. It used the Ministry-led OurSCHOOL annual survey of students as its primary tool to measure student engagement. It needs to obtain input of its local Indigenous leaders on survey results specific to Indigenous students to help the Division address the disparity in results between self-identified Indigenous students and other students — almost one-third of its Grades 7 to 12 students are of Indigenous ancestry. In addition, it needs to better analyze the survey results and use this analysis to focus its initiatives on areas critical to better engaging students, and deliberately consider discontinuing initiatives no longer needed. This may help it overcome initiative overload.

The following is a quick recap of the other performance audit work in this Section of the Report:

Chapter 3: Economy—Working Towards Establishing Outcomes-Based Contracts: The Ministry of the Economy is in the early stages of using a form of outcomes-based contracts for its training programs for unemployed or underemployed individuals with the objective of improving their employability. Although training program contracts set out what the Ministry expected program participants to gain from the training, they did not do so in a way that allowed the Ministry to determine whether the program improved employability of program participants. In addition, the Ministry continued to pay suppliers of these training programs in the same way as it paid other suppliers—that is, on the delivery of the training programs and not results.

Chapter 4: Environment – Climate Change: Saskatchewan's greenhouse gas (GHG) emissions increased by 8% from 2004 to 2014. Ten per cent of Canada's GHG emissions come from Saskatchewan. Canada produces about two per cent of global GHG emissions.

In March 2016, governments across Canada, including the Government of Saskatchewan, agreed to take steps to reduce GHG emissions to mitigate their effect on climate, and to reduce the vulnerability and increase the resilience of nature and people to the effects of climate change. These governments agreed to implement GHG reduction policies to reduce Canada's emissions by 30% from 2005 levels by 2030. This agreement does not hold the Government of Saskatchewan to a specific provincial target.

At January 2017, Saskatchewan was at the policy development stage. The Ministry of Environment, at that time, was developing policies related to reducing GHG emissions and was leading the development of a co-ordinated provincial adaptation plan. Without plans, policies and targets, Saskatchewan may not be able to fulfill its commitment to Canada to contribute to the reduction of GHG emissions. In addition, plans, policies, and target would help guide future mitigation and adaptation activities and help determine whether existing activities underway align.

Chapter 5: Finance—Implementing the Revenue Administration Modernization Project: The Revenue Administration Modernization Project (RAMP) is the Ministry of Finance's \$35.5 million five-year project to change its processes to administer taxation revenues like PST and tobacco tax. RAMP includes putting in a new IT system and retiring up to 25 tax-related IT systems.

Finance expects implementing RAMP will lead to productivity gains (e.g., reducing time to process revenue transactions), financial benefits of \$103 million over 15 years, improved customer service, and increased IT system availability (e.g., less downtime).

The audit found the Ministry had mostly effective processes for managing the implementation of RAMP, and identified a couple of improvements. The Ministry must determine how best to measure and report on the realization of expected benefits. Setting clear measures early in the project is key to determining whether RAMP achieves the productivity, revenue, and efficiency gains expected. In addition, it must include all costs incurred in its monthly project status reports.

Chapter 13: SaskTel—Purchasing Fibre Optic Network Upgrade and Other Network Hardware: In 2016, SaskTel spent about \$130 million for its fibre optic network upgrade and other network hardware. In 2016, SaskTel had generally effective processes to buy goods and services for its fibre optic network and other network hardware. The audit identifies a few areas for improvement. Strong processes to buy goods and services are transparent, fair, and achieve best value.

Audit Follow Ups

This section of the Report includes the results of 20 follow-ups. The following table summarizes the status of recommendations by agency by follow-up. The Office systematically assesses the status of outstanding audit recommendations determine whether to agencies have made recommended improvements.

In the Office's view, implementation of recommendations reflects a culture of being receptive to improving administration and management of public money.

Audit follow-ups are assessments of the sufficiency of actions taken to address recommendations made in our past performance audits, and those made by standing committees on Public Accounts and on Crown and Central Agencies from their review of our reports. We do the first follow-up either two or three years after our initial audit, and every two or three years thereafter until the recommendations are implemented.

The Office is generally pleased with the progress of agencies in making improvements. For this Report, agencies had implemented just over two-thirds of the recommendations the Office followed up, and were making good progress on implementing the remaining.

The Office found the pace of improvements at two of these agencies notable. **Chapter 26: Saskatchewan Government Insurance** reports that SGI improved its monitoring of certified vehicle inspection stations by implementing all six recommendations made just two years ago. **Chapter 24: Regina Qu'Appelle Regional Health Authority** reports that the Authority made good progress in improving its processes for safe and timely discharge of hospital patients; it implemented 8 of 11 recommendations also made just two years ago.

Conversely, the pace of implementation of recommendations of four agencies, while steady, was slow. For one agency, the recommendations relate to providing government ministries and agencies with appropriate space in which to operate—one of its key functions. For the remaining three of these four agencies, the recommendations relate to improving their regulatory processes to keep the public and environment safe.

Chapter 15: Central Services reports that the Ministry of Central Services, by February 2017, had not fully implemented the following two recommendations we first made in 2011 about its planning for client accommodations (e.g., office space). We recommended that it verify staffing information provided by its clients for the Ministry's buildings, and monitor and report on implementation of an overall accommodation plan. The Ministry did not know whether it complied with a 2010-11 directive from Cabinet about the maximum allowable amount of office space per full-time equivalent employee—we noted several ministries with more than the allowable amount of space.

Chapter 23: Environment and Finance reports that the Ministry of Environment, by mid-March 2017, had not fully implemented the following recommendation we first made in 2008 about its regulation of contaminated sites. We recommended that it *complete risk* assessments for identified contaminated sites and rank them in terms of priority. Prioritizing risks of sites would help ensure sites assessed as high-risk of environmental damage receive sufficient and timely attention. Delays in clean up of sites may cause unnecessary risks to public health and safety. **Chapter 31: SaskPower** reports that SaskPower, by mid-March 2017, had not fully implemented the following recommendation we first made in 2011 about its inspection of gas and electrical installations. We recommended that it *review inspectors' rationale for not inspecting gas and electrical permits for high-risk installations*. SaskPower does not know whether it inspected all installations assessed as high-risk of improper installation or whether its inspectors had appropriately decided not to inspect such installations. Not checking that high-risk installations of gas and electrical equipment are appropriately inspected may increase the risk of explosions, fires, and other safety risks.

Chapter 18: Economy reports that the Ministry of the Economy, by March 2017, had not fully implemented the following three recommendations we first made in 2012 about its regulation of oil and gas pipelines. We recommended that it *develop written policies and procedures to guide staff when* ... *evaluating pipeline operations; implement a risk-based assessment approach to monitor pipeline construction and verify pressure tests*; and *monitor pipeline operator compliance with integrity management and safety processes for existing pipelines*. By March 2017, it was not doing enough to effectively regulate oil and gas pipelines. Not effectively regulating pipelines may result in not identifying and addressing poor pipeline design and inadequate maintenance in time to prevent pipeline leaks, explosions, or other hazards. Leaks can cause costly and sometime irreparable contamination to the environment seriously affecting people.

		suo	Statu	Status of Recommendations			
Chapter Name	Related Report ^{A,B}	Number of Recommendations Outstanding	Implemented	Partially Implemented	Not Implemented	No longer Relevant	
Initial Follow Ups							
Economy—Co-ordinating English-Language Programs	2015 Report – V1	5	2	3	-	-	
Economy—Monitoring IT Service Providers	2014 Report – V2	3	3	-	-	-	
Education—Putting into Operation the Education Sector-Wide Strategic Plan	2015 Report – V1	2	1	1	-	-	
Regina Qu'Appelle Regional Health Authority— Safe and Timely Discharge of Hospital Patients	2015 Report – V1	11	8	3	-	-	
Saskatchewan Government Insurance – Monitoring Certified Vehicle Inspection Station	2015 Report – V1	6	6	-	-	-	
Initial Follow Ups Subtotal		27	20	7	-	-	
Subsequent Follow Ups ^c							
Central Services—Planning Accommodations	2011 Report – V1 2014 Report – V1	4	2	2	-	-	
Economy – Regulating Pipelines	2012 Report – V1 2014 Report – V2	5	2	2	1	-	
Education—Capital Asset Planning for Schools	2013 Report – V1 2015 Report – V1	5	3	2	-	-	
Education—Increasing Grade 12 Graduation Rates	2012 Report – V1 2014 Report – V1	10	5	4	1	-	
Environment – Regulating Reforestation	2009 Report – V3 2011 Report – V2 2014 Report – V1	3	3	-	-	-	

		suo	Status of Recommendations			
Chapter Name	Related Report ^{A,B}	Number of Recommendations Outstanding	Implemented	Partially Implemented	Not Implemented	No longer Relevant
Environment and Finance—Regulating Contaminated Sites	2008 Report – V1 2013 Report – V1 2014 Report – V2	5	4	1	-	-
Regina Qu'Appelle Regional Health Authority- Use of Surgical Facilities	2013 Report – V1 2015 Report – V1	1	1	-	-	-
Saskatchewan Opportunities Corporation – Maintaining Facilities	2012 Report – V1 2015 Report – V1	2	2	-	-	-
Saskatchewan Water Corporation—Maintaining Infrastructure	2006 Report – V1 2009 Report – V1 2014 Report – V1	2	2	-	-	-
Saskatoon Regional Health Authority- Protecting IT Infrastructure	2010 Report – V2 2012 Report – V2 2014 Report – V2	3	3	-	-	-
SaskPower—Buying Goods and Services Valued Under \$100,000	2007 Report – V3 2010 Report – V1 2011 Report - V2 2014 Report – V1	2	2	-	-	-
SaskPower—Gas and Electrical Installation Inspections	2011 Report – V2 2014 Report – V1	2	1	1	-	-
Social Services—Placing Minister's Wards in Permanent Homes	2013 Report – V1 2015 Report – V1	3	-	3	-	-
Social Services—Supervision of Community- Based Organizations	2012 Report – V1 2014 Report – V2	5	2	3	-	-
University of Regina—Protecting Interests in Research	2013 Report – V1 2015 Report – V1	13	10	3	-	-
Subsequent Follow Ups Subtotal		65	42	21	2	-
Overall Total		92	62	28	2	-

Source: Compiled by Provincial Auditor of Saskatchewan.

^A V – means Volume.

^B The related Report reflects the report in which: the Office first made the recommendation(s) (for initial follow ups); and the Office last reported on the status of implementation of outstanding recommendations (for subsequent follow ups).

^c For Subsequent Follow Ups, the Number of Recommendations is the number of recommendations that remained not implemented after the previous follow up.

2.0 ACKNOWLEDGMENTS

The Office appreciates and thanks the staff and management of all government agencies along with their appointed auditors (if any) for the co-operation it received in the completion of the work included in this Report.

In addition, as Provincial Auditor, I thank the Provincial Auditor team for their diligence, commitment, and professionalism. Only through their hard work can we fulfill our mission—We promote accountability and better management by providing Legislators and the public with an independent assessment of the government's use of public resources.

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