
**Annual Report
1998 - 99**

**Saskatchewan
Labour Relations Board**

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Labour Relations Board**

for the fiscal year ending March 31, 1999

Published by Authority of
The Honourable Joanne Crofford
Minister of Labour

Letters of Transmittal

The Honourable John Wiebe
Lieutenant Governor
Province of Saskatchewan

May it Please Your Honour:

I respectfully submit the Annual Report
of the Saskatchewan Labour Relations Board
for the fiscal year ending March 31, 1999.

Hon. Joanne Crofford
Minister of Labour

Hon. Joanne Crofford
Minister of Labour
Province of Saskatchewan

Dear Madam:

It is my pleasure to provide you with
the Annual Report of the Saskatchewan Labour
Relations Board. It covers the period
commencing April 1, 1998 and ending March 31, 1999.

Gwen Gray
Chairperson
Labour Relations Board

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I. Labour Relations Board

The Labour Relations Board came into existence in 1944 with passage of *The Trade Union Act*, S.S. 1944 (2nd Sess.) c. 69. Although the Act was amended in subsequent years, most recently in 1994, the basic concept of the Board has not changed. The Board is an independent, quasi-judicial tribunal charged with the responsibility of adjudicating disputes that arise under *The Trade Union Act*. It does this principally through public hearings and written decisions. The Board's decisions are final and binding upon the parties. There is no appeal, and review by the courts is strictly limited.

The Act presently provides for a board composed of a chairperson and vice-chairperson and an unspecified number of members. All members of the Board, including the chairperson and vice-chairperson, are appointed by the Lieutenant Governor in Council. The chairperson and vice-chairperson are full-time members of the Board. The remaining members are appointed and paid on a per diem basis when their services are required. The Board is a representational Board. This means that all members of the Board, with the exception of the chairperson and vice-chairperson, are representatives of employees or employers. The chairperson and vice-chairperson are neutral and are lawyers.

The Board reports to the Minister of Labour for the Province of Saskatchewan. The Minister is obligated by *The Trade Union Act* to provide the Board with the requisite staff and facilities. The Board operates independently from the government, its departments and agencies.

The Board's offices and staff are located at

1600 - 1920 Broad Street, Regina. The Board also maintains a hearing room in Saskatoon. The staff of the Board is composed of the Board Registrar/Legal Counsel, Secretary to the Chairperson and two clerical positions. An Organizational Chart of the Labour Relations Board is contained in Table 1.

The composition of the Board for 1998-99 is:

Gwen Gray - Chairperson

Gwen Gray was appointed Vice-Chairperson of the Board in August of 1995, and was appointed Chairperson in July, 1997. Ms. Gray obtained her undergraduate degrees in sociology and law from the University of Saskatchewan and her graduate degree in law from Cornell University, Ithaca, New York. Ms. Gray practised labour law in Regina from 1978 to 1988 and in Edmonton from 1992 to 1994. She returned to Regina in 1994 to work as Legal Analyst in the Department of Labour.

James Seibel - Vice-Chairperson

James Seibel was appointed Vice-Chairperson and Executive Officer of the Board in November, 1997. Mr. Seibel obtained his Bachelor of Science from the University of Regina and his law degree from the University of Saskatchewan. He was in the private practice of law in Saskatoon from 1981 to 1997, with an emphasis on labour law. Mr. Seibel resides in Saskatoon.

Bruce McDonald

Bruce McDonald was appointed to the Board in 1974 as a member representing employees. Mr. McDonald is a retired business agent for the International Brotherhood of Painters and Allied Trades, Local Union 1996. He is a past president of the Canadian Federation of Labour. Mr. McDonald resides in Saskatoon.

Carolyn Jones

Carolyn Jones was appointed to the Board in March of 1992 as a member representing employees. Ms. Jones was a staff representative with United Food and Commercial Workers, Local 1400 for several years. She served for four years as vice-president of the Saskatchewan Federation of Labour and has been active on several of its committees and in the labour movement generally. Ms. Jones resides in Saskatoon.

Ken Hutchinson

Ken Hutchinson was appointed to the Board in March of 1992 as a member representing employers. He previously served on the Board from 1977 to 1986 in the same capacity. Mr. Hutchinson is self-employed as a labour management consultant. Mr. Hutchinson was formerly the administrator of personnel services at the Regina General Hospital and the director of industrial relations for the Saskatchewan Hospital Association. Mr. Hutchinson resides in Fort Qu'Appelle.

Gloria Cymbalisty

Gloria Cymbalisty was appointed to the Board in March of 1992 as a member representing employees. She is self-employed as an industrial relations consultant. She was formerly a representative for the Saskatchewan Joint Board, Retail, Wholesale and Department Store Union. Ms. Cymbalisty resides in Regina.

Tom Davies

Tom Davies was appointed to the Board in March of 1994 as a member representing employers. Mr. Davies was formerly the Human Resources Manager for IMC Kalium - Esterhazy and is active with the Saskatchewan Chamber of Commerce. Mr. Davies is retired and resides in Esterhazy.

Terry Verbeke

Terry Verbeke was appointed to the Board in July of 1995 as a member representing employers. Mr. Verbeke is Manager of the Park Town Hotel. Mr. Verbeke resides in Saskatoon.

Gerry Caudle

Gerry Caudle was appointed to the Board in March of 1994 as a member representing employees. Mr. Caudle had previously served in the same capacity during the 1980s. He is a retired representative with the Canadian Union of Public Employees. Mr. Caudle resides in Saskatoon.

Donald Bell

Don Bell was appointed to the Board in July of 1995 as a member representing employers. Mr. Bell is President of Insulation Applicators Ltd. Mr. Bell resides in Regina.

Brenda Cuthbert

Brenda Cuthbert was appointed to the Board in July of 1995 as a member representing employers. Ms. Cuthbert is the Director of Human Resources for Kindersley Transport Ltd. Ms. Cuthbert resides in Saskatoon.

Gordon Hamilton

Gordon Hamilton was appointed to the Board in July of 1995 as a member representing employers. Mr. Hamilton is the Director, Employee Relations Department for Saskatchewan Wheat Pool. Mr. Hamilton resides in Warman.

Kathie Jeffrey

Kathie Jeffrey was appointed to the Board in July of 1995 as a member representing employers. Ms. Jeffrey is employed with the Prince Albert District Health Board. Ms. Jeffrey resides in Prince Albert.

Donna Ottenson

Donna Ottenson was appointed to the Board in July of 1995 as a member representing employees. Ms. Ottenson is a Registered Nurse in long-term care in Regina and an

active member of the Saskatchewan Union of Nurses. Ms. Ottenson resides in Regina.

Bob Todd

Bob Todd was appointed to the Board in July of 1995 as a member representing employees. Mr. Todd is Business Agent for the United Brotherhood of Carpenters & Joiners. Mr. Todd resides in Saskatoon.

Hugh Wagner

Hugh Wagner was appointed to the Board in July of 1995 as a member representing employees. Mr. Wagner is the General Secretary for the Grain Services Union. Mr. Wagner resides in Regina.

George Wall

George Wall was appointed to the Board in July of 1995 as a member representing employees. He is retired from his position as an International Representative for the Service Employees International Union. Mr. Wall resides in Saskatoon.

Judy Bell

Judy Bell was appointed to the Board in July of 1996 as a member representing employers. Ms. Bell was formerly the Director of Labour Relations for the Regina District Health Board and is presently a labour relations consultant. Ms. Bell

resides in Regina.

Ron Asher

Mike Carr

Michael Geravelis

Leo Lancaster

Marianne Hodgson

II. The Trade Union Act

In Canada, legislative jurisdiction over

industrial relations has, since a ruling of the Supreme Court of Canada in 1925, fallen largely under provincial jurisdiction.

Fortunately the potential this presented for legal fragmentation was offset by varying combinations of interprovincial management and union structures, common history and common day-to-day economic and political conditions. The result is a remarkable commonality of core principles and procedures in all 11 Canadian jurisdictions.

The main features of Saskatchewan's *Trade Union Act*, like its counterparts in all other Canadian jurisdictions, may be summarized as follows:

- traditional courts are replaced by a specialized, quasi-judicial tribunal with exclusive and binding jurisdiction over the matters assigned to it by *The Trade Union Act*;
- common law of conspiracy and restraint of trade is abolished insofar as it applies to employees who bargain collectively;
- the majority of employees determine for all employees in a group whether they will bargain collectively and, if so, through which union;
- an employer is required to recognize the union chosen by the majority of its employees as their exclusive representative for the purpose of bargaining collectively;
- the employer and the union are required to bargain in good faith with a view to concluding a collective bargaining agreement;
- a number of unfair labour practices are created to protect employees and unions from any attempt by the employer to interfere with their rights;

- strike and lock-out activity is regulated, but not prohibited;
- specific issues, such as union security, technological change, conciliation, voting procedures and religious exclusions are addressed; and
- remedial and enforcement procedures are included in the statute.

In short, the Act provides the legal framework for collective bargaining, along with a procedure for adjudicating disputes and enforcing rights and obligations. *The Trade Union Act*, like its counterparts in all other Canadian jurisdictions, does not attempt to prohibit economic conflict between employees and employers, but only to control it. It does not attempt to regulate the outcome of collective bargaining, but merely the process to be followed. The function of the Labour Relations Board within this statutory framework is to identify the parties which will participate in collective bargaining, and to monitor the procedural aspects of the bargaining process.

Under *The Trade Union Act* the Board is not required to follow all of the formal rules of procedure which have been developed in courts of law. The Board attempts to conduct its hearings in a way which will make them accessible to representatives of the parties who have no legal training, and which will allow the Board to identify the issues which are genuinely in dispute.

III. The Construction Industry Labour Relations Act, 1992

Passed in 1992, *The Construction Industry Labour Relations Act 1992*, S.S. 1992, c. C-29.11, provides for a system of collective

bargaining in the building trades between organizations representing groups of contractors and the construction unions. The supervision of this statutory system is conferred on the Board under the *Act*. During this reporting period, the Board received one application under the *Act*.

IV. The Health Labour Relations Reorganization Act

Passed in 1996, *The Health Labour Relations Reorganization Act*, S.S. 1996, c. H-0.03, appointed a commissioner to examine the organization of labour relations between health sector employers and employees in the Province. The Dorsey Commission report was submitted, and *The Health Labour Relations Reorganization (Commissioner) Regulations*, R.R.S., c. H-0.03, Reg. 1 came into force, in January, 1997. The legislation confers upon the Board the power to make orders for the purpose of carrying out the intent of the *Act* and respecting any matter arising out of the reorganization of labour relations in the health care sector not addressed in the *Regulations*. During this reporting period, the board received one application under the statute.

IV. Budget Summary

The total budget of the Saskatchewan Labour Relations Board for the fiscal year ending March 31, 1999 was \$567,000. The actual sum expended by the Board during the fiscal year was \$565,000.

The Board has, over time, displayed an ability to manage its resources efficiently. It should be noted, however, that it is unable to control or predict the nature or number of

applications put before it, and as a result, the relationship of expenditure to budgetary allocation cannot be guaranteed.

V. Summary of Board Activity for 1998-99

Between April 1, 1998, and March 31, 1999, the Labour Relations Board held 12 monthly meetings lasting a total of 125 days.

A total of 284 applications were disposed of by the Board during the year. Tables 2 and 3 show these applications by type of application and disposition. The five-year trend is shown by disposition in Tables 4 and 5 and by type in Tables 6 and 7.

During 1998-99, 80 certification orders covering 1,222 employees were issued by the Board and 7 certification orders affecting 96 employees were rescinded.

It is impossible to convey a complete picture of the nature and range of applications brought before the Board during the year. It may be helpful, however, to mention briefly some of the issues which are illustrative of the many types of questions which arise from applications before the Board.

During the reporting period the Board considered issues bearing on the imposition of a collective agreement in various contexts. In its decisions in *Saskatchewan Government Employees' Union v. Namerind Housing corporation Inc.* [1998] Sask. L.R.B.R. 542, and *International Union of Operating Engineers, Local 870 v. Rural Municipality of Coal Fields, No. 4*, [1998] Sask. L.R.B.R. The Board described several of the factors that maybe considered in determining whether to impose a collective agreement pursuant to the first contract assistance provisions of The Trade Union Act.

In Saskatchewan Government Employees' Union v. North Central Health District and Chattace Providence, [1998] Sask. L.R.B.R. 633, following a vote to determine which of two unions would represent health services providers, including previously unrepresented employees at one long-term care facility, the Board determined that it had the authority under The Health Labour Relations Reorganization Act to determine whether to impose a collective agreement upon the previously unrepresented employees and to choose which agreement to impose. The Board's decision was upheld on judicial review by both the Court of Queen's Bench, at [1999] Sask. L.R.B.R. c-32, and the Court of Appeal, at [1999] Sask. L.R.B.R. c-54. In arriving at its decision, the Board considered the normal pattern of bargaining in the health care sector and its past decisions establishing the principles applicable to the addition of employees to existing bargaining units.

Where there was a successorship of two unionized employers, the Board ordered a vote of employees to determine which of two unions would represent all of the employees in the combined bargaining unit. Following the vote, the Board determined that the collective agreement in place between the employer and the successful union would be in force for all employees in the unit. The Board also ordered a dovetailing of the seniority of the employees. The Board's decision was upheld on judicial review by the Court of Queen's Bench, at [1999] Sask. L.R.B.R. c-68.

The factors considered, and the principles applicable, on an application for certification of bargaining units significantly smaller than a unit of all employees, were described by the Board in Graphic Communications International Union, Local 75M v Sterling Newspapers Group, A Division of Hollinger

Inc. [1998] Sask. L.R.B.R. 770, and The Newspaper Guild Canada/Communication Workers of America, CLC, AFL-D10, IFJ v. Sterling Newspapers Group, A Division of Hollinger Inc. [1999] Sask. L.R.B.R. 5. The viability of the bargaining unit and the maintainence of a flexible approach, by the Board to the establishment of bargaining units in industries which have proven difficult to organize were of particular significance. The difference in the approach when dealing with the issue in the in the public sector was discussed by the Board in Saskatchewan Government Employees' Union v. Saskatchewan Liquor and Gaming Authority and Saskatchewan Liquor Store Managers Association, [1998] Sask. L.R.B.R. 512.

The Board considered several applications regarding 'middle management' bargaining units. The onlg-standing policy for the preference of large units including as many employees as possible was retired by the Board in several of the decisions. In City of Saskatoon v. Canadian Union of Public Employees, Local 59 and Saskatoon Civic Middle Management Association, [1998] Sask. L.R.B.R. 321 City of Saskatoon v. Canadian Union of Public Employees , Local 59, Saskatoon Civic Middle Management Association and Amalgamated Transit Union, Local 615, [1998] Sask. L.R.B.R. 335, Saskatoon Civic Middle Management Association v. City of Saskatoon and Canadian Union of Public Employees, Local 59, [1998] Sask. L.R.B.R. 341 and Canadian Union of Public Employees, Local 21 v. City of Regina and Regina Civic Middle Management Association, [1998] Sask. L.R.B.R. 464, the Board confirmed the middle management unit membership to positions which would be in a labour relations conflict with members of the larger general unit and these with an historical reason for exclusion from the larger unit. The extend fo the Board's remedial authority was reviewed in Saskatchewan Joint Board,

Retail, Wholesale and Department Store Union v. Lorass Disposal Services, Ltd., [1998] Sask. L.R.B.R. 556.

In United Food and Commercial Workers, Local 1400 v. Saskatchewan Science Centre Inc., [1998] Sask. L.R.B.R. 404 the Board discussed the purpose of and the interpretive approaches to section 33 of the Trade Union Act regarding the term of a collective agreement.

In Saskatchewan Joint Board, Retail Wholesale and Department Store Union v. Lorass Disposal Services Ltd., [1998] Sask. L.R.B.R. c-73, the Saskatchewan Court of Appeal upheld the Board's decision, (originally reported at [1998] Sask. L.R.B.R. 1) that closure of part of the Employer's business constituted a "technological change" pursuant to Section 43 of The Trade Union Act.

Registrar and Legal Counsel to the Board, Melanie Baldwin, represented the Board in several judicial review applications and appeals to the courts. The court decisions arising from the applications are in the Saskatchewan Labour Relations Board Reports.

After many years in its former location in November, 1998, the Board moved to new premises location at 1600-1920 Broad Street. It continues to maintain its hearing room in the Sturdy Stone Centre in Saskatoon.

During the reporting period, the Board continued to encourage the use of pre-hearing conferences to expedite the formal hearing process, encourage settlement discussions and to facilitate the voluntary use of alternative dispute resolution.

In conjunction with its publisher, the Saskatchewan Legal Education Society Inc. (SKLESI), the Board continued the publication of its Reasons for Decision and any subsequent court decisions during the reporting year in the Saskatchewan Labour Relations Board Reports. The Board wishes to thank SKLESI, its Executive Director and staff for their considerable effort and continued cooperation in the publication of the Reports.

During the reporting period, the Board

VI. Tables

Table 1

**Labour Relations Board
Organizational Chart
March 31, 1999**

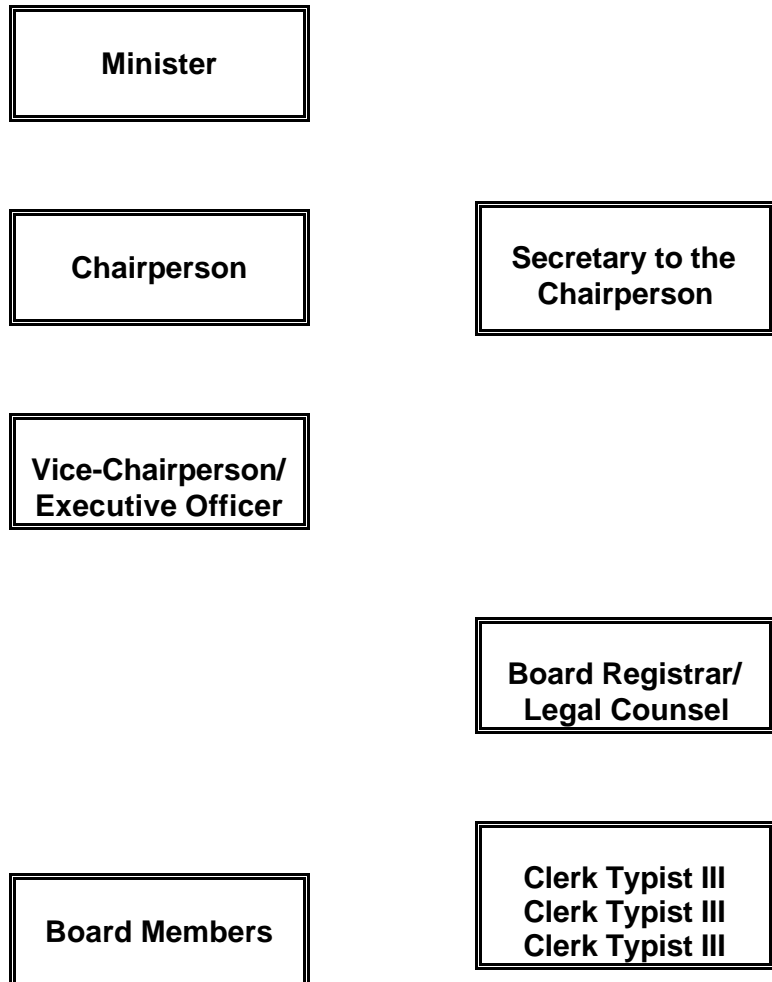


Table 2

**Applications under *The Trade Union Act*
by Type of Application and Disposition, 1998-99**

Type of application and disposition	Applications	Type of application and disposition	Applications
Total Applications*	284	Amendment or Rescission	
Granted	154	(Section 5, clauses i, j and k)	A36, R15
Dismissed	25	Granted	A21, R7
Withdrawn	85	Dismissed	A2, R4
Sine Die	19	Withdrawn	A7, R3
Joint Amend - Dorsey	0	Sine Die	A6, R1
Certification - Dorsey	0		
Other -Dorsey		Exclusion on religious grounds	
Interim		(Section 5, clause l)	3
To Conciliation	1	Granted	3
		Dismissed	0
		Withdrawn	0
Certification			
(Section 5, clauses a, b and c)	88	Employee determination	
Granted	80	(Section 5, clause m)	1
Dismissed	2	Withdrawn	1
Withdrawn	6		
		Strike Votes	
Unfair Labour Practice		(Section 11, clause 8)	0
(Section 5, clause d)	46		
Granted	89	Reference of Dispute	
Dismissed	1	(Section 24)	0
Withdrawn	29		
Sine Die	7	Duty of fair representation	
		(Section 25.1)	29
Reinstatement		Granted	0
(Section 5, clause f)	15	Dismissed	9
Granted	9	Withdrawn	17
Dismissed	0	Sine die	3
Withdrawn	6		
		Transfer of Obligation	
Monetary Loss		(Section 37)	11
(Section 5, clause g)	15	Granted	5
Granted	9	Dismissed	3
Dismissed	0	Withdrawn	2
Withdrawn	6	Sine Die	1
Company Dominated		Transfer of Bargaining Rights	
(Section 5, clause h)	0	(Section 39)	1
Granted	0	Granted	
Dismissed	0		
Withdrawn	0	Technological Change	
		(Section 43)	2
Raid	1 wd	Granted	1
		Withdrawn	1

Table 2 - Continued

Type of application and disposition	Applications
--	---------------------

Reconsideration

(Section 13)	2
Granted	1
Withdrawn	1

Provisional Determination

(Section 5.2, clause 1)	3
Granted	3

First Collective Bargaining

Agreements (Section 26.5)	5
Granted (Board Agent Appointed)	3
Withdrawn	1
Conciliation	1

Health Applications	6
Certification/HLLRA	1
Joint Amendment	3
Other	2

Construction Applications

Withdrawn	1
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Ratification Votes

(Section 6)	0
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Interim Application

(Section 5.3)	9
Granted	1
Dismissed	4
Withdrawn	3
Sine Die	1

Prehearing Conferences

To Hearing	
To Mediation	
Settled	
Withdrawn	
Deferred	
Determined	
Sine Die	

* 284 applications and interim applications were disposed of although 282 applications were received. Prehearing Conference results are included in other categories
Source: Saskatchewan Labour Relations Board files

Table 3

**Applications under *The Construction Industry Labour Relations Act, 1992*
by Type of Application and Disposition, 1998-99**

Type of application and disposition	Applications	Type of application and disposition	Applications
Total Applications*	1	Section 5	0
Granted		Granted	0
Dismissed	0	Dismissed	0
Withdrawn	1	Withdrawn	0
Determined	0		
Sine Die	0	Section 25	0
Section 11	0	Granted	0
Granted		Dismissed	0
Dismissed	0	Withdrawn	0
Withdrawn	0		
Sine Die	0	Section 30	0
Section 16	0	Granted	0
Granted		Dismissed	0
Dismissed	0	Withdrawn	0
Withdrawn	0	Determined	0
Section 18	0		
Granted		Section 37	0
Dismissed	0	Granted	0
Withdrawn	1	Dismissed	0
Section 29	0	Withdrawn	0
Granted			
Dismissed	0		
Withdrawn	0		

Source: Saskatchewan Labour Relations Board files.

Table 4**Applications to the Labour Relations Board under *The Trade Union Act*,
by Disposition, 1993-94 to 1998-99**

	1993-94	1994-95	1995-96	1996-97	1997-1998	1998-1999
Total Applications	286	269	301	340	243	284
Granted	186	156	175	111	126	154
Dismissed	36	37	56	33	18	25
Withdrawn	60	74	66	84	70	85
Determined	4	2	3	1	1	1
Deferred	0	0	1	0	0	0
Sine Die	0	0	0	4	17	19
Joint Amnd—Dorsey	0	0	0	11	3	3
Cert.-Dorsey	0	0	0	74	1	1
Other Dorsey	0	0	0	0	2	2
Interim	0	0	0	10	5	5

* Under *The Trade Union Act*, the Board may determine the outcome of any dispute referred to it by either party. The decision of the Board is final and binding.

Source: Saskatchewan Labour Relations Board files.

Table 5**Applications to the Labour Relations Board under
The Construction Industry Labour Relations Act, 1992,
by Disposition, 1993-94 to 1997-98**

Year	Total Applications	Granted	Dismissed	Withdrawn	Determined	Sine Die
1993-94	3	0	2	0	1	0
1994-95	1	1	0	0	0	0
1995-96	3	1	1	1	0	0
1996-97	2	0	0	0	1	1
1997-98	0	0	0	0	0	0
1998-1999	1	0	0	1	0	0

Source: Saskatchewan Labour Relations Board files.

Table 6**Applications under *The Trade Union Act*
by Type of Application, 1993-94 to 1998-99**

Type of Application	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
Total applications	286*	269*	301*	340*	243	284
Certification (Section 5, clauses a, b and c)	85	114	120	81	92	88
Unfair labour practices (Section 5, clause d)	66	74	62	59	64	46
Reinstatement (Section 5, clause f)	19	14	28	13	14	15
Monetary loss (Section 5, clause g)	19	21	34	15	14	15
Company dominated (Section 5, clause h)	1	0	0	0	0	0
Amendment or Rescission (Section 5, clauses i, j and k)	75	39	45	43	28	51
Exclusion on religious grounds (Section 5, clause l)	1	0	0	1	3	3
Employees determination (Section 5, clause m)				1	0	1
Provisional Determination (Section 5.2(l))				1	1	3
Interim Application (Section 5.3)				10	5	9
Strike Votes (Section 11(8))				0	0	0
Reconsideration (Section 13)	0	0	2	7	1	2
Reference of Dispute (Section 24)	6	2	3	1	1	0
Duty of Fair Representation (Section 25.1)	8	4	4	5	5	29
First Collective Bargaining Agreements (Section 26.5)				13	5	5
Raid						1

Table 6 - Continued

Type of Application	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
Transfer of Obligation (Section 37)				2	1	1
Transfer of Bargaining Rights (Section 39)					2	1
Technological Change (Section 43)	0	1	3	2	1	2
Ratification Votes (Section 45)	1	0	0	0	0	0
Health Applications				86	6	1

*These figures represent the number of applications disposed of not the number received. Prehearing Conferences were held in 21 matters.

Source: Saskatchewan Labour Relations Board files.

Table 7**Applications under *The Construction Industry Labour Relations Act, 1992*
by Type of Application, 1993-94* to 1997-98**

Type of Application	1993-94	1994-95	1995-96	1996-97	1997-98	1998-1999
Total applications	3	1	3	2	0	1
Section 5	1	0	0	0	0	
Section 11	0	0	0	1	0	
Section 16	0	1	0	0	0	
Section 18						1
Section 25	0	0	1	0	0	
Section 29	1	0	2	0	0	
Section 30	0	0	0	1	0	
Section 37	1	0	0	0	0	

Source: Saskatchewan Labour Relations Board files.