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Returning Officer's Report 2006 Municipal Election

Office of the
City Clerk

October, 2007



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Foreword

It is with great pleasure that I submit the following report on the preparation and administration of the City of Toronto's 2006 municipal election.

Conducting an election the size and scope of Toronto's requires years of advance planning and logistical support. In one day, approximately 1.5 million eligible electors had the opportunity to vote for 456 candidates in 1,637 voting locations across the City. Without the dedication, sacrifice and commitment of the 12 permanent, full-time election staff and the approximately 10,000 election day workers, the 2006 municipal election would not have been possible. Thank you to all who participated for your service.

While the 2006 municipal election emerged overall as an efficiently deployed event, there is no room for complacency at this administrative success. Although the City Clerk's Office receives resources and cooperation from the entire Corporation, even more support will be required for 2010.

The City Clerk's Office has reached a crossroads in how to manage Toronto's municipal election. Our current administrative model is no longer sustainable. As the City grows and becomes increasingly diverse, our current management model may not be the best approach to respond to the needs of Toronto's electors. Toronto's 2006 municipal election was larger than the elections in 9 of the 13 provinces and territories in Canada.

In November 2007, Council will be receiving a number of reports on the 2006 municipal election including:

- The Auditor General's report on election campaign finance,
- The Integrity Commissioner's report on matters arising from the election,
- The City Clerk's report on options for Toronto's voters' list, and
- The City Clerk's report on the legislative amendments required for the election legislation governing the City of Toronto.

In addition, the Internal Auditor reviewed the 2006 electoral process and provided the City Clerk with a report on their observations.

For a complete understanding of the 2006 election, this report needs to be read in conjunction with the ones listed above. Together, these reports provide the full context for why the City's election administration model needs to evolve and why it is imperative that the Province enact Toronto-specific election legislation.

In order to continue to deliver high quality services that meet the needs of Toronto's voters, and preserve the integrity and accessibility of the electoral process, both administrative and legislative change will be required for 2010.

Ulli S. Watkiss
City Clerk

Executive Summary

Introduction

The following report provides an overview of the administration of the 2006 City of Toronto municipal election. It is divided into five sections:

- Section one discusses the project planning that the City Clerk's Office undertook the year before the election,
- The second section examines the preparation that the City Clerk's Office undertook to arrange for the delivery of the election,
- Section three provides a detailed explanation of the conduct of the election,
- The fourth section outlines the work completed post-election, and
- Section five outlines the administrative improvements recommended for the 2010 election.

Following the 2006 election, each aspect of the election underwent a thorough review. This report is a compilation of the results of that review. While the individual project reviews focused on the operational side of planning and delivering the election, this report examines the election as a whole and provides specific improvements to the administrative processes to be considered for the 2010 municipal election in Toronto.

2006 Administrative Challenges

Broadly, there were three major challenges that arose with the administration of the 2006 election:

- The difficulty in attracting qualified election day staff,

- The voters' list provided by the Municipal Property Assessment Corporation (MPAC), and
- The lack of an independent enforcement mechanism in the *Municipal Elections Act, 1996* (the Act).

Attracting Qualified Election Day Staff

A successful election relies on the knowledge and ability of the individuals working in the voting places and those behind the scenes supporting the front line workers. As was raised in the 2003 election report, it is becoming increasingly difficult to attract qualified, experienced people to work on election day.

Because the City Clerk's Office was concerned with this trend, staff undertook a thorough review of every election day position and increased the pay rates so that they were comparable to what was offered by the federal and provincial governments as well as surrounding municipalities. It was the first increase in election duty pay since 1988.

Despite the increased rate of pay, it was still difficult to recruit qualified individuals who were able to handle the long hours, the physical requirements and who had the problem-solving skills required to function in a fast-paced, high pressure election environment.

Further information on the challenges that arose from the lack of qualified staff can be found in the Internal Auditor's report.

The Voters' List

The *Municipal Elections Act, 1996* specifies that the Municipal Property Assessment Corporation supplies every municipality in Ontario with a preliminary list of electors

(PLE). The PLE forms the basis of the voters' list. The PLE that the City Clerk received in July 2006 contained the names of 276,682 individuals for whom MPAC could not determine their eligibility to vote. It was the first time that the PLE identified individuals with unconfirmed eligibility.

Immediately upon receiving the PLE, the City Clerk's Office launched a comprehensive campaign to confirm the eligibility requirements of the 276,682 individuals. A letter was mailed to every affected individual requesting that they confirm their eligibility with the City by September 8, 2006. Those who confirmed their qualifications to vote were included on the City's voters' list, those who did not confirm were removed. As a result, the total number of eligible electors on the voters' list (for campaign purposes) decreased from 1,650,067 in 2003 to 1,437,335 in 2006, a decline of 13 percent.

Implementing the campaign to confirm the eligibility requirements of the unconfirmed individuals on the PLE diverted important resources from other election-related projects. Because staff were consumed responding to questions and concerns from the public, candidates and the media, other essential election projects did not receive the attention they required. Once the campaign was completed, staff had to work increasingly long hours to meet the deadlines of their other projects.

A separate report discussing alternative options for the production of the City of Toronto's voters' list will be presented to Council at its November 2007 meeting. However, for the City of Toronto to receive the basis for its voters' list from any source other than MPAC will require a legislative amendment from the Province.

The Lack of an Independent Enforcement Mechanism

There were more candidates in the 2006 election than in Toronto's municipal election history. A total of 456 individuals ran for 84 offices. There were 38 candidates for Mayor, 275 for Councillor and 143 for the Trustee positions.

The historic number of candidates led to an unprecedented number of complaints about candidates.

Currently, the *Municipal Elections Act, 1996* does not provide any effective enforcement mechanism. If an elector, candidate or the media complains to the City Clerk's Office about candidate misconduct or allegations of a contravention of the *Act*, all the City Clerk can do is inform the inquiring individual of the complaint procedure outlined under Part III of the *Provincial Offences Act, 1990*.

To file a complaint, an individual must appear before a Justice of the Peace and present information about their allegation. The Justice of the Peace will then determine whether or not an offence has occurred and take appropriate action (i.e. issue a summons or a warrant). The process outlined under the *Provincial Offences Act* is cumbersome and places the entire onus for the enforcement of the *Municipal Elections Act, 1996* solely on an individual.

Anecdotal evidence suggests that complaints occurred at an unprecedented level. Responding to the large number of complaints took a great deal of time for the senior election officials and meant that their focus was diverted from other areas that were essential to the administration of the election.

For most of October, the Director of Elections and Registry Services was, at times, receiving up to 100 emails a day that were strictly complaints about candidates. Even after the Director provided advice and repeatedly explained the complaint process to the inquiring individuals, no one took their allegations to a Justice of the Peace.

The issues that arose throughout the election in Ward 8 indicate the need for the Province to act and amend the legislation to include some form of independent enforcement mechanism.

On the advance vote weekend, November 4 and 5, there were a number of significant issues at the voting location in Ward 8. Throughout the advance vote weekend, election officials were inundated with calls alleging harassment of individuals entering and leaving the voting location, campaigning inside of a voting place, and intimidation of voters.

The City Clerk also received complaints that individuals who were not entitled to vote in Ward 8 were deliberately voting there and that some individuals were going door to door throughout the Ward impersonating election officials. Because of these allegations and complaints, additional staff and police were sent to Ward 8 to assist with crowd control and processing voters throughout the advance vote weekend.

The City Clerk deemed the complaints and allegations of improprieties in Ward 8 to be serious enough that to prevent problems on election day, a uniformed police officer was stationed at the entrance of every voting location in Ward 8. This unprecedented step was taken so that eligible electors could vote without harassment or intimidation. In

addition, staffing levels in the Ward Centre for Ward 8 were dramatically increased. Six election personnel were seconded from Elections Ontario for the day to act as roving emergency response officials and the Ward Centre in Ward 8 was equipped with an additional Ward Centre Coordinator.

Although the City Clerk had the authority on election day to maintain peace and order in Ward 8, the Clerk did not have access to an enforcement mechanism that could have investigated the complaints received and if the allegations were proven, enforce the penalties set out under the *Municipal Elections Act, 1996*.

As mentioned in the Legislative Amendment report that will be presented to Council at the November 2007 meeting, the Province should amend the *Act* to provide a check and balance to the democratic process. Since the City Clerk is the statutory officer responsible for the administration of the election, a separate entity (perhaps another electoral body such as Elections Ontario or an Election Commission) should be responsible for ensuring the swift and independent enforcement of the *Act*.

Revised Election Delivery Model

The 2006 administrative challenges highlight the need for changes to the City's current permanent election staffing structure.

Given Toronto's growing, diverse population and the increasing number of individuals interested in running for municipal office, it is no longer sufficient to assume that 12 people can manage such a complex and important task.

To put the need for a revised model in context, it is useful to compare Toronto's municipal election experience with Boston, Massachusetts.

In April, 2007, after Boston's disastrous municipal election in November, an elections specialist from Harvard University conducted an audit of the Boston Election Department and found that years of understaffing and underfunding had left the department incapable of consistently conducting elections properly. The specialist recommended that eight new permanent staff members be hired immediately.

In 2006, Boston had 20 permanent election staff (the specialist's recommendation would increase their staff to 28). Boston had 278,127 registered electors and staff were responsible for 39 different ballot types that needed to be distributed to 254 precincts, located in 181 voting places.

In 2006, Toronto had 12 permanent, full-time election staff who were responsible for 1.5 million electors. There were 220 different ballot styles that needed to be distributed to 1,637 voting locations.

It is no longer reasonable to expect 12 individuals to manage an election that is as large and complex as Toronto's. There is too much knowledge concentrated in very few permanent, full-time staff.

On average, the 12 permanent election staff each recorded 340 hours of overtime between August and election day. If even one staff member had become seriously ill or had to take a leave for a family emergency, the City's ability to deliver the election would have been compromised.

To remove the risk to the Corporation, and enhance the level of service provided to voters and candidates, additional resources will be required for the 2010 election.

In November 2007, the City Clerk's Office will begin an elections business process review. This review will examine all aspects of the municipal election process in order to determine the best delivery model for Toronto. Staff will examine Elections Ontario's and Elections Canada's processes and will learn from the best practices used in other jurisdictions.

In addition, during the review staff will examine the manner in which the City Clerk's Office engages voters. Although the 2006 Communication budget was larger than ever before, fewer individuals used the City's election website and call centre than in 2003. Over 460,000 individuals visited the City's election website in 2003, whereas only 418,000 accessed it in 2006. The total number of calls to the call centre also decreased in 2006 (approximately 130,000 calls in 2003 compared to approximately 80,500 calls in 2006).

A revised management model and increased resources will allow the City Clerk's Office to establish an on-going civic engagement strategy to ensure that all eligible electors are aware of their rights and responsibilities to participate in Toronto's municipal election.

Conclusion

This report will provide further detail of the conduct of the 2006 election including the planning and preparation undertaken by City Clerk's Office. The City Clerk's Office is committed to protecting the integrity of the electoral process and seeking new ways to improve Toronto's municipal election.

Section One: Planning the 2006 Election

For the 2006 municipal election, the City Clerk's Office built on the success of the 2003 election and continued to use a project management model to administer and implement the event.

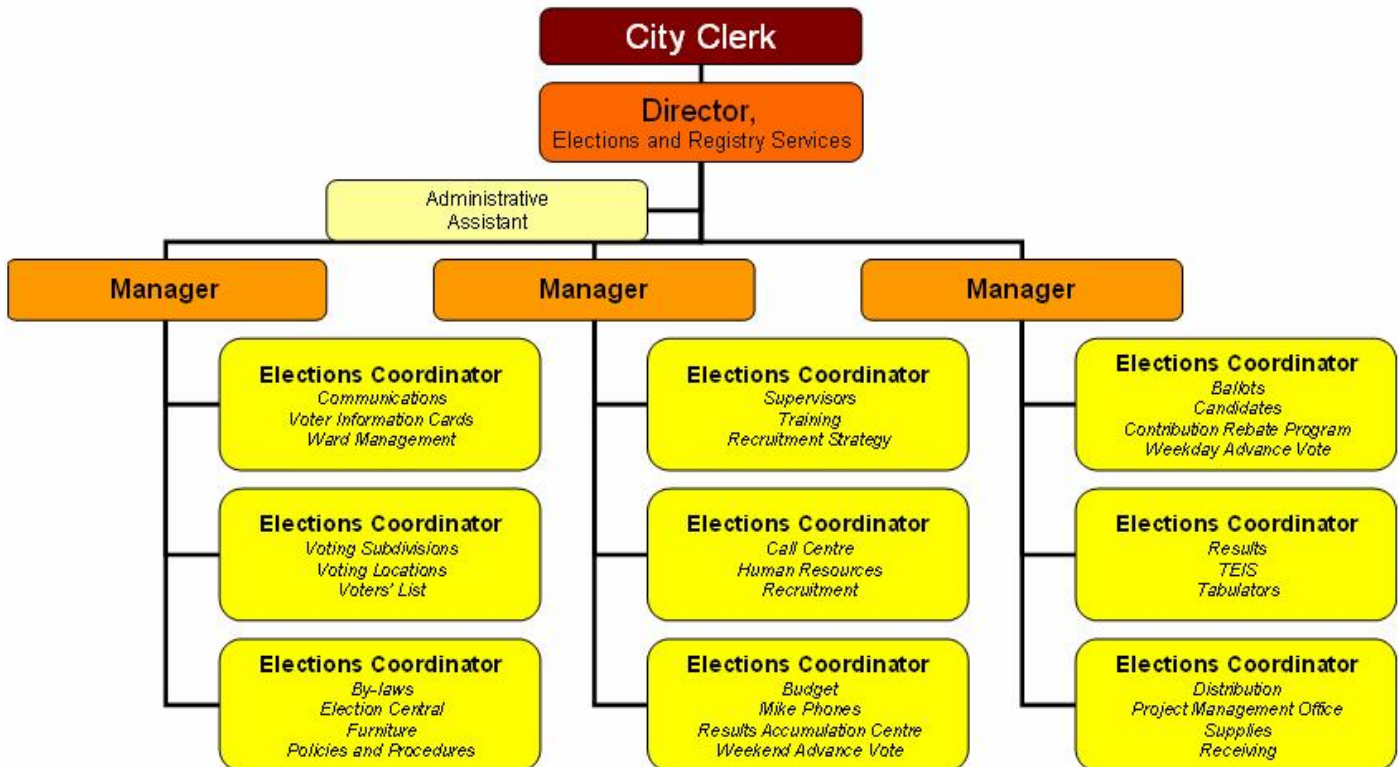
The planning began the year before the election in January 2005. Each of the projects were grouped into 31 broad categories and were assigned to the 9 elections coordinators. Each coordinator was responsible for presenting their project plan to the election team, obtaining senior management approval and reporting on their progress at the weekly staff meetings.

Project Management Office

Staff prepared detailed project plans for each aspect of the election and the project plans were combined into a master plan that was used by senior management as a tool to monitor the status of each project.

The project management office was necessary since so many of the projects are inter-related. The master project plan captured the various dependencies and led to greater communication amongst the election coordinators and the senior management team.

**Organizational Chart
City Clerk's Office – Elections and Registry Services**



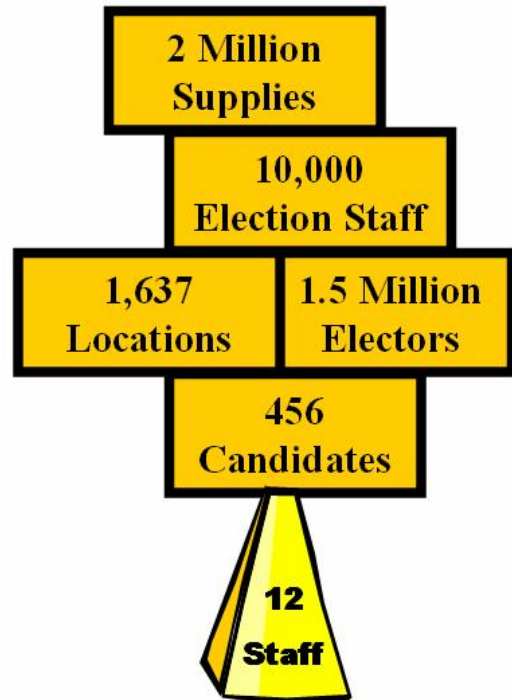
The master project plan became the basis of the election team staff meetings as each permanent staff member reported on:

- their activities since the last meeting,
- their activities that would be occurring over the next one to two weeks, and
- the decisions, information or resources required to move forward on the project.

The project management model is still evolving, and for 2010, staff recommend adopting a more integrated approach to the election master plan by:

- establishing task dependencies across projects,
- creating a shared resource pool and assigning resources across multiple projects, and
- employing the base-line component of Microsoft Project to track changes to the master plan.

Depiction of the Project Dependency



Section Two: Preparing for the 2006 Election

The project management model provided the framework for the extensive preparation and coordination required to deliver an election the size and scope of Toronto's.

The following section of the report provides a detailed review of the planning undertaken in four areas of the election:

- Candidates,
- Voter Outreach,
- Recruitment and Training, and
- Capacity Building.

Candidates

There were more candidates in the 2006 election than in Toronto's municipal election history. A total of 456 individuals had their names appear on the ballot for 84 offices. In 2003, there were 345 candidates.¹

Nominations

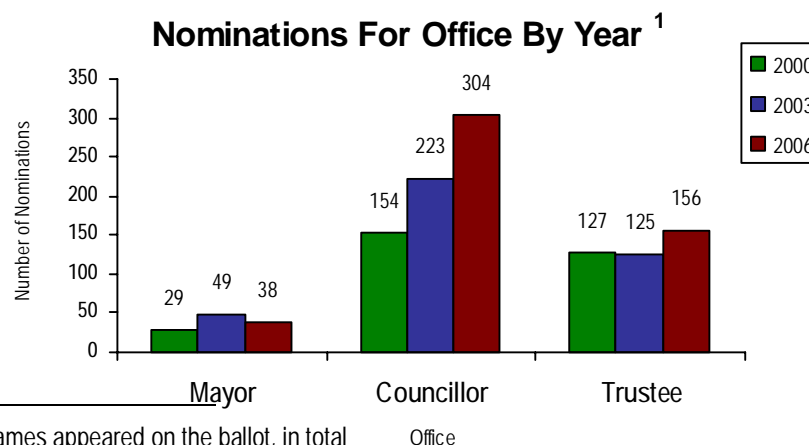
From January 2, 2006 until September 28, 2006 candidates were able to file their nomination papers in the Elections Office at City Hall. A receptionist and four Registry Services staff were available to accept the nominations.

On Nomination Day, September 29, 2006, staff were available in Committee Room 1 to accept nominations and in Committee Room 4 to liaise with the media. A total of 38 people filed on Nomination Day (21 fewer people than 2003). The trend in 2006 was for more candidates to file their nomination papers earlier which resulted in a decreased turnout on Nomination Day.

Candidate Information

Once candidates filed their nomination papers, they received a copy of the Candidate's Guide which included forms and other relevant information. Three types of Candidate Guides were produced: one for members of Council, one for the English School Boards and another for the French School Boards.

In previous years, the candidate received an envelope that contained the guide, forms, by-laws and notices. In 2003, that envelope contained 17 separate documents. For 2006, all paperwork was incorporated into the guide so that candidates could easily find information on all aspects of running a campaign (e.g. the legislative requirements, by-laws, forms, the Municipal Code on Election Signs, etc.)



¹ Although 456 names appeared on the ballot, in total the City Clerk's Office received 498 nominations – 42 people either withdrew or changed their nomination.

The guide was also available on the City's website in an interactive manner along with most of the candidate forms.

Effective September 1, 2006 candidates were able to obtain copies of the voters' list, maps and a list of voting locations. Candidates could purchase the voters' list on CD-ROM, but many complained that it was a costly option and with technology being as prevalent as it is, the candidates felt they should have a choice as to whether the free copy is on CD-ROM or a hardcopy. The cost of the CD-ROM was calculated using a cost recovery model and the price was set to account for the 84 separate extracts required from the database.

Initially the City Clerk's Office scheduled two candidate information sessions to provide prospective candidates with the knowledge required to run in the municipal election. Because of the large turnout (172 people) at the first session in March and the interest it generated, another session was added in June (59 individuals attended). The first two sessions were open to candidates as well as the public and covered general campaign information. The last session in December was only open to candidates and their representatives and addressed how to close candidate campaigns and how to file financial statements. 75 people attended the final session.

Electronic Financial Filing System (EFFS)

New for the 2006 election was the opportunity for candidates to have access to an electronic filing system. In the fall of 2005, Council requested that staff develop an electronic filing system as part of their consideration of the Toronto Election Finance Review Task Force recommendations.

The City of Toronto was the first municipality in Canada to implement an electronic financial filing application for elections. The EFFS received a Bronze Award at the 2006 Public Sector Quality Fair – an event that showcases service quality excellence in government, health-care and education sectors across Ontario. In 2007, EFFS also received an Award of Excellence from the Ontario Chapter of the Municipal Information System Association and a Showcase Ontario Merit Award.

The Electronic Financial Filing System was developed, in the year leading up to the election, by the City Clerk's Office in partnership with the Information & Technology Division. EFFS enabled candidates to enter, track and print receipts for the contributions they received and produced the required financial statement. The benefit to the City was that the electronically submitted contribution information merged into the Rebate database. Out of 498 financial filings, 103 candidates signed up to submit their financial statements electronically.

The Corporate I&T Training Centre trained the candidates who were interested in EFFS. Three training sessions took place in July and one per month thereafter.

Candidate Issues

The issue of complaints regarding candidate behaviour and allegations of violations of the *Municipal Elections Act, 1996* will be addressed in Section Three of this report.

As the number of candidates increase, so do the number of questions, issues and concerns that staff are required to address. Because of the unprecedented number of candidates in the 2006 election, staff had a difficult time responding to candidate inquiries in a timely

manner. It became impossible for one person to manage the workload on their own and additional resources were added to the project.

Many of the issues raised to the Candidate Project Lead throughout the campaign period were questionable. For example, City staff were trained and spent a considerable amount of time ensuring that when candidates filed their nomination papers they had verification of their qualifications. Even when the candidate provided acceptable identification, such as a Driver's Licence, the City Clerk's Office received complaints from the other candidates and the media alleging that the candidate was not qualified and requested additional verification.

While some of the candidate inquiries were simply time-consuming, others were of a more serious nature. For example, many candidates were upset and were not sure if they should extend their campaign due to the fact that the Municipal Licensing and Standards (MLS) notification deadline for illegal sign charges fell after the campaign extension deadline. The dates in the sign by-law state that MLS has 90 days (from election day) to send out invoices, however, the *Municipal Elections Act, 1996* only gives the candidates until the end of the election year to extend their campaign.

- Notice of Extension Deadline – January 2, 2007 (usually December 31, unless it lands on a weekend or holiday)
- MLS notification deadline – February 12, 2007 (notices were still being sent out after this date)

If the number of candidates continues to increase for the 2010 election, then additional

staff and resources will need to be dedicated to manage the project.

Recommendations

Staff recommend the following changes to the candidate project for the 2010 election:

- Updating the identification policy to ensure that only current bills, employment records, etc. are used to determine a candidate's qualification,
- Working with staff from MLS to amend the Election Sign By-law so that candidates will know the amount they will be charged for illegal sign removal prior to the close of the campaign period, if this is not possible, suggesting MLS send out a preliminary letter, prior to the end of the year that would inform candidates as to whether or not they will be getting a refund, and
- Changing the contribution rebate by-law so that any candidate participating in the City's rebate program must file their financial statement electronically.

Voter Outreach

Communications

Although more people filed nominations and participated as candidates in the 2006 municipal election than ever before, the election did not capture much interest from the public and approximately 102,000 fewer individuals voted in 2006 as compared to 2003.

The City Clerk's Office spent approximately \$245,000.00 to advertise the municipal

election and encourage people to vote.² To promote the election, staff used a traditional communication strategy which included:

- 7 statutory advertisements in the Toronto Star, Le Metropolitan and L'Express
- 28 discretionary advertisements in 15 ethnic media outlets and community newspapers
- 5,000 posters distributed to all civic centres, community centres, libraries and Toronto Community Housing Corporation buildings
- 86 transit shelter posters and messages on the TTC electronic platform billboards
- 969,850 election tabloids delivered to every household in the City
- 500 information cards available late June at the citizenship courts
- 200 homeless elector posters
- 10,000 brochures for homeless electors
- 31 news releases and media advisories
- Media launch on October 18, 2006, including a tour of the election warehouse and a hands-on display of the vote-counting machine
- Liaising with 27 individuals and organizations (e.g. OCASI) to provide them with election-related materials
- Partnership with the Toronto Youth Cabinet to produce a youth poster, information booklet and student vote experience
- Partnership with the Federation of Metro Tenants Associations for a tenant outreach initiative

² This figure does not reflect the \$302,500.00 spent promoting the unconfirmed voter eligibility strategy in August.

- Corporate website with election information available in 17 languages

The City Clerk's Office employed a variety of strategies to ensure that all eligible electors, including those whose first language is not English, were aware of their rights and responsibilities regarding participating in the municipal election.

Multilingual Information

To make election related information as accessible as possible, materials were translated in the 17 Council approved languages (Arabic, Chinese (Simplified and Traditional), Farsi, French, Greek, Italian, Korean, Polish, Portuguese, Punjabi, Russian, Spanish, Tagalog, Tamil, Ukrainian, Urdu and Vietnamese) and made available on the City's website and through the call centre.

Staff also attempted to reach out to groups who traditionally have a lower voter turnout such as homeless electors, young people and tenants.

Homeless Electors

Information for homeless electors was provided through homeless shelters, community and civic centres as well as through libraries across the City. Information posters and brochures outlined the rights and responsibilities of homeless electors. 200 posters along with 10,000 copies of the homeless elector brochure were distributed to 100 homeless shelters, drop-in centres and social service agencies. A label was affixed to the poster advising homeless electors of the address of the voting place where they could vote on the advance vote weekend and election day.

Youth Outreach

Originally, the City Clerk’s Office had hoped to partner with Student Vote to create a “mock” municipal election experience for young people. Student Vote is a non-profit organization that has had success in developing non-partisan, parallel election experiences for young people at both the provincial and federal level. Unfortunately, because of a variety of circumstances, it became clear in early 2006 that Student Vote was not able to work with the City Clerk’s Office to develop a new municipal election program.

In late August, the City Clerk’s Office partnered with the Toronto Youth Cabinet to produce election materials specifically for young people. Three communications pieces were developed: a learning resource (the Noise booklet), a poster and “mock” municipal election experience. Unfortunately, this partnership was formed too late in the election cycle for election staff to actively guide and fully support all the initiatives.

If a dedicated election staff member had been available to provide the necessary support to the Youth Cabinet, the partnership could have reached its full potential. For example, there were insufficient resources to

actively promote the mock election to all of the City’s schools. However, despite the lack of marketing, the initiative was very well received by the 35 schools who did participate. The City Clerk’s Office would be open to working with the Youth Cabinet on future projects.

Tenant Strategy

For the 2006 election, the City Clerk’s Office partnered with the Federation of Metro Tenants Associations for a tenant outreach strategy.

The strategy included an advertisement in the Federation’s September newsletter, providing the Federation with funds to produce a special election-related newsletter in October and an advertisement in the Hi-Rise newspaper.

Website

Although more information than ever before was available through the election website, fewer people visited the website than in 2003. Between 2003 and 2006, there was a 9 percent decline in the number of users who accessed the website. For the 2010 election, the website should be redesigned as much as possible so that it captures the public’s attention.

Number of Visits to the Election Website By Year

	Vote 2000		Vote 2003		Vote 2006	
	Users	Pages	Users	Pages	Users	Pages
September	6,296	18,284	45,563	68,841	15,321	135,350
October	15,259	53,373	103,040	151,964	118,722	242,779
November	43,481	526,109	214,426	1,444,974	236,566	632,631
Election Day	12,503	297,993	96,272	846,151	47,691	179,246
Totals	77,539	895,759	459,301	2,511,930	418,300	1,190,006

Voter Information Cards

A voter information card was mailed to every elector on the City of Toronto voters' list as of Friday September 29, 2006. The card provided information on the location and time for voting during the weekend advance vote and election day. In addition, the back of the card listed the voter qualifications and examples of acceptable identification.

For the 2006 election, the voter information card was redesigned to meet Canada Post specifications and to more clearly delineate between the advance vote location and the election day voting location.

A total of 1,437,335 cards were produced. Following past practice, to decrease the amount spent on postage, cards with identical last names at the same address were placed into a single envelope. A total of 936,856 packages were mailed. The total cost for printing and mailing the City's voter information cards was \$582,829.31. The total unit cost per card was \$0.41.

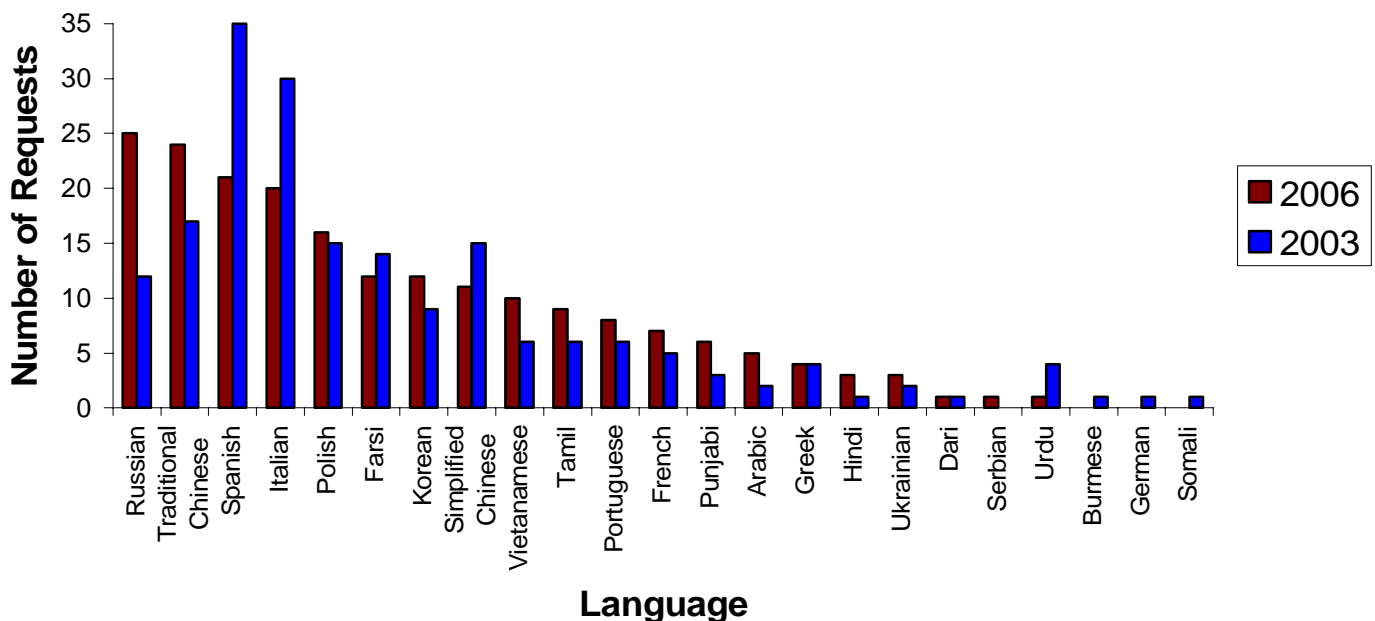
Call Centre

An additional way for the public to obtain election information was by phoning the election call centre (416-338-1111). The election voice mail menu application provided accurate, up-to-date information, 24 hours per day, 7 days per week, to the residents and electors of the City of Toronto. In addition, during business hours, a call centre team, comprised of 68 temporary staff and two leads responded to telephone inquires and distributed requested documents and information as required.

The Access Toronto TDD/TTY (telephone for the hearing impaired) service was also provided this election, but they recorded receiving only one election-related call.

Callers who had difficulty speaking English were accommodated by either being transferred to a call centre agent who was fluent in their language or were transferred to the Language Line Service.

Translation Services Requested



The Language Line is a service that provides the City of Toronto with translation services in over 170 languages. The Language Line assisted in translating for just under 200 callers.

The top five languages requiring translation this election were Russian (25), Traditional Chinese (24), Spanish (21), Italian (20) and Polish (16).

The call centre was staffed with significantly more individuals who spoke more than one language this election which is reflected in the reduced requirement for translations.

In 2003, staff were able to speak 8 languages compared to the 25 languages that staff could speak this election.

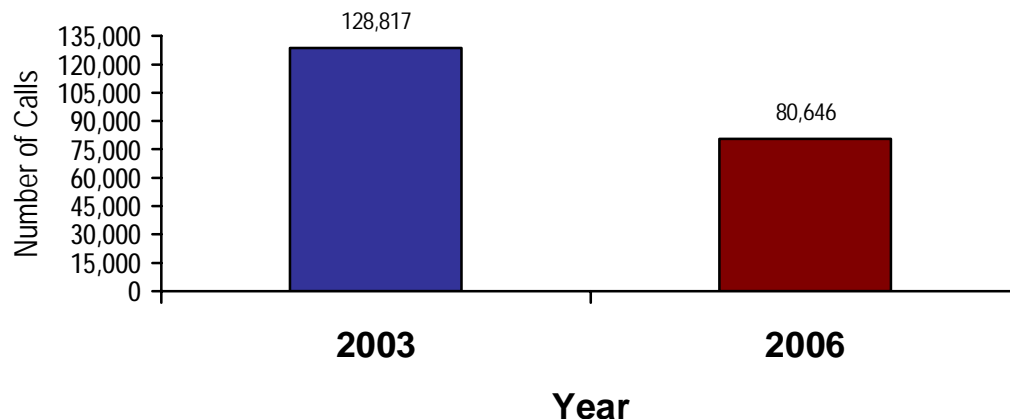
There was a dramatic decrease in the number of calls received throughout the 2006 election compared to the 2003 election. In 2003, a total of 128,817 calls were received by the general information line, compared to the 80,646 received in 2006. This number reflects a 37 percent decrease.

Recommendations

The trend in fewer people taking an interest in the democratic process is troubling on a number of levels. Representative democracy depends on the electorate taking an interest in the electoral process and making an informed voting decision. For 2010, staff recommend a complete transformation in the manner in which “voter outreach” is conceptualized, including:

- Changing the focus from a “communications” project to a “civic engagement” project,
- Exploring alternative options for delivering key election messages (e.g. purchasing banners on media related websites, blogging, additional “direct marketing” strategies, holding election seminars, and placing election information in alternative public spaces such as grocery stores and shopping malls),
- Continuing to work with community, cultural, youth and tenant groups to promote the municipal election,

Number of Telephone Calls Received by the Call Centre



- Integrating the election call centre with 311, providing training and support as well as establishing a call escalation process, and
- Determining whether it is necessary to send a voter information card to every eligible elector and examining the feasibility of sending one card to every household.

Recruitment and Training

Recruiting Experienced Staff

The City Clerk's Office undertakes a comprehensive recruitment drive in order to attract and retain the 10,000 people required for election day. When the former City Auditor reviewed the 2000 election, he noted that

"Municipal elections are held once every three years.³ In Toronto, with approximately 10,000 people working the election, it is extremely difficult to get high levels of staff retention over this three-year period. That is, the same 10,000 people who worked the 2000 election will not be available to work the 2003 election. The Elections Office does its best to engage as many people with experience in previous elections as possible. Experience working previous elections is a distinct advantage in helping a voting location to operate efficiently."

³ Now that municipal elections have moved to a four year cycle (the next election will take place on Monday November 8, 2010), there is an even greater risk of not being able to recruit staff with previous election experience.

For the 2006 election, staff made a concerted effort to recruit individuals who had previous election experience. In the spring of 2006, re-hire letters were mailed to previous election workers whose evaluation was rated as "met expectations" or higher. However, despite a strong recruitment strategy, re-hires accounted for only 42 percent of the 2006 workforce. This was the same rate of return experienced in the 2003 election.

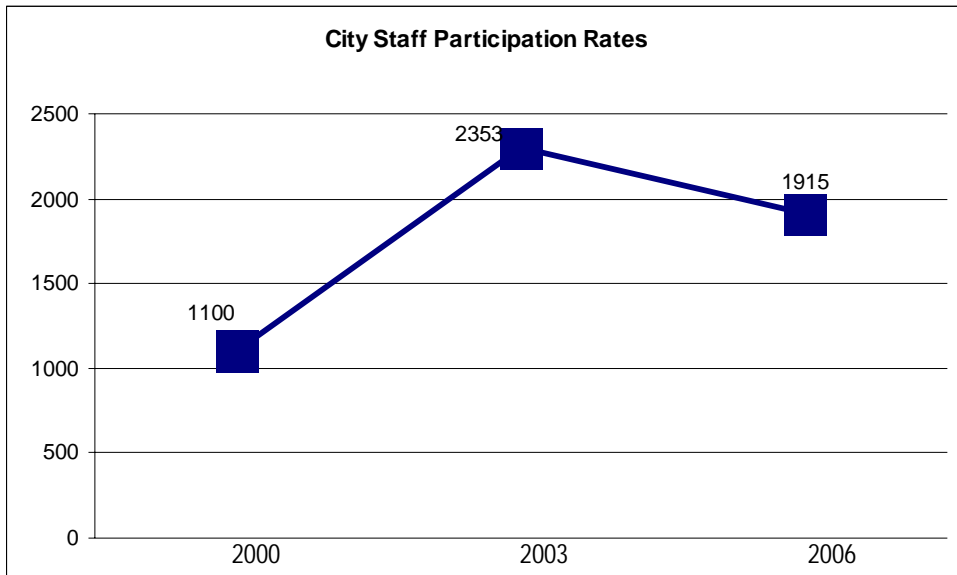
Election Duty Pay

When reviewing the 2000 election, the former City Auditor also noted that pay levels do have an impact on the quality of staff hired: "The amount paid to Election staff in turn, impacts on the quality and experience of the staff that choose to work for the one-day municipal election."

In order to attract and retain staff, the pay rate for the 2006 election day positions was adjusted to better reflect the time commitment and responsibility level. It was the first increase in election duty pay since 1988 and brought the wages offered by the City of Toronto on par with other jurisdictions such as Elections Canada and Elections Ontario. In general, voting place staff received a 5 percent increase in pay compared to 2003.

Corporate Participation

Despite the increased rate of pay, it was still difficult to recruit qualified individuals to work for a single day. Even the number of City staff who participated declined. In the 2003 election, a total of 2,353 City staff supported the election. In 2006, 1,915 Corporate staff participated. However, that number is still 43



2006 STAFF POSITIONS AND RATES OF PAY

Project	Position	Rate of Pay (\$)
Advance Vote Voting Place Staff (2 days)	Ballot Officer	290
	Customer Service Officer	185
	MDRO (Managing Deputy Returning Officer)	420
	Revision Officer	290
	Standby Officer	165
	Tabulator Officer	230
Election Day Voting Place Staff	Ballot Officer	185
	Customer Service Officer	110
	DRO (Deputy Returning Officer)	210
	MDRO (Managing Deputy Returning Officer)	260
	Standby Officer	185
	Tabulator Officer	145
Other Positions	Phone Results Agent	100
	Receiver	80
	Receiving Driver	150
	Supervisor	425
	Ward Centre Driver	220
	Ward Centre Support Staff	240

percent higher than the number of Corporate staff who worked for the election in 2000.

In their review of the 2006 election, the Internal Auditor recommended that the M/DRO for ever voting location be required to be a City employee.

Where possible, the City Clerk's Office attempts to hire City staff to fill key election positions. One of the reasons why the City Clerk's Office requires the Corporation's human resources support is to ensure that there is consistent supply of experienced election workers. In addition, like the Internal Auditor, the City Clerk recognizes the many benefits of hiring City staff for election positions, including:

- they possess excellent problem-solving, management and customer service skills,
- they are accustomed to conducting themselves as representatives of the City and are able to discharge their election duties in an impartial manner,
- they are familiar with the demographics and neighbourhoods of the City,
- they are able to use their corporate knowledge to problem-solve and resolve issues,
- their work experience enables them to understand the special needs of some of the City's electors, e.g. seniors and homeless electors,
- on-site City staff are willing to work in the voting places located in the nursing homes, shelters and hostels in which they normally work, and
- they are generally more willing to work in those areas of the City, such as the downtown core, where "public" recruitment is difficult.

For the 2010 election, City Clerk's Office staff will attempt to reach out to even more Corporate staff to encourage them to work the election. One potential method to increase Corporate participation would be to communicate directly with every City employee through an insertion in their pay cheque envelope.

Public Recruitment Effort

While the City Clerk's Office does attempt to hire City staff for key election positions, public recruitment is also extremely important since 82 percent of the election workforce are external hires. A number of initiatives were implemented to attract new-hires to work the election:

- employment opportunities were posted on the Internet with opportunities available, time commitment, pay, applications and frequently asked questions along with applications to be downloaded,
- the Toronto Public Library was asked, and agreed to adopt the same corporate policy on staff participation. They issued communications informing staff of the opportunity and posted an application on their website,
- advertisements were placed in the spring/summer and fall/winter issues of the Parks and Recreation Toronto Fun Guide,
- flyers were posted at community and recreation centres, libraries and social services offices,
- flyers were mailed out with voting place contracts in an effort to find workers for hard to staff locations, such as the downtown core,
- recruitment notices were mailed to individuals who were on the wait-list for the 2003 election and to Federal

Percentage of Staff Who Speak More than One Language



- and Provincial election workers from the Toronto area, and
- election information was provided to the Ontario Council of Agencies Serving Immigrants (OCASI) for distribution to their organization, in part with the hope of attracting individuals with multiple language skills.

Hiring Staff with Second Language Capabilities

The City Clerk's Office does its utmost to place individuals who speak a language in addition to English in voting locations where eligible electors are likely to speak other languages. The recruitment staff worked with several community-based organizations, such as OCASI, to provide information on election staffing opportunities and the language requirements for certain portions of the City.

For 2006, a total of 3,764 voting place staff indicated that they had second language capabilities, a 12 percent increase compared to the 2,997 staff who in 2003 said they spoke a second language.

Student Connect

It is becoming increasingly difficult to attract qualified applicants who are able to handle

the long hours, the physical requirements and who have the problem-solving skills required to function in a high pressure election environment.

To attract a new pool of people to the election workforce, and to engage young people in the electoral process, the City Clerk's Office established the "Student Connect" program to encourage high school students to work in the voting places on Election Day.

Student Connect information packages were mailed to high schools in the City of Toronto in May, 2006. Over 400 packages were distributed to the Toronto District School Board, Toronto Catholic District School Board and approximately 100 registered private high schools. By the end of June, the City Clerk's Office had received 26 responses, which represents a 50 percent increase over 2003 when only 13 schools participated in the program.

As registration forms were received, the requested number of positions for Tabulator Officer and Customer Service Officer were reserved for the school. Once all application forms were received, the recruitment staff appointed the students to voting locations and

assigned them to training sessions, where necessary.

Feedback from both the students and facilitators indicated that the program was a great success. Students enjoyed the hands-on experience working in a voting location and for some, it was their first job. Facilitators praised the program and said that they would be very interested in future elections as it was a worthwhile learning experience for the students.

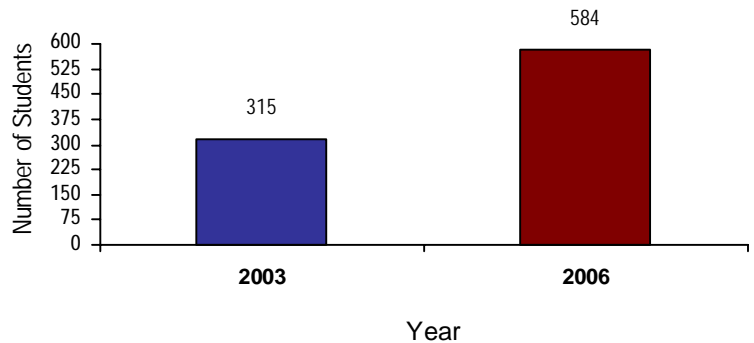
For 2010, the Student Connect program could be expanded upon to include an election education component as part of the new civic engagement strategy.

Recruitment Recommendations

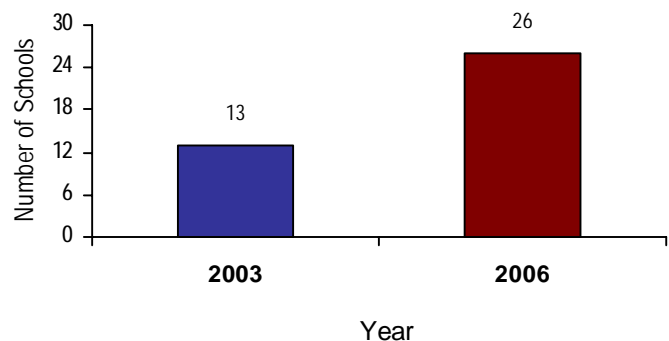
To enhance the recruitment efforts for the 2010 election, staff recommend:

- investigating the feasibility of on-line recruitment,
- continuing to invite election staff who perform well to work again,
- continuing to share potential election worker information with the provincial and federal government,
- reviewing election staff pay rates and adjusting them to keep pace with inflation and other orders of government,
- mailing the Student Connect information packages directly to the schools, and
- implementing the Internal Auditor's recommendation of actively recruiting City staff for voting place management roles.

Number of Students Participating in Student Connect Program



Number of Schools Participating in Student Connect Program



Training

Once the 10,000 election day staff were hired, they needed to be trained to ensure the efficient operation of voting places and compliance with the legislation, policies and procedures. In 2003, to deliver the training the City Clerk's Office employed a training model based on a team comprised of a Lead Trainer and Team Trainers. Under this model, election day staff were trained in groups of 40 in a large room with a team of trainers. For the 2006 election, the training model was revised and instead of offering training to a large group of people in a large room, class sizes were decreased and extra training sessions were added.

As a result, the number of training sessions offered increased from 295 in 2003 to 610 sessions in 2006. Over 10,000 people were trained in the 610 sessions.

The majority of training was conducted at City facilities such as City Hall, Metro Hall and the civic centres. The City Clerk's Office was also able to obtain access to other City divisions' training sites including the MLS Taxi Unit, Fire Academy, and the IBMS Computer Room.

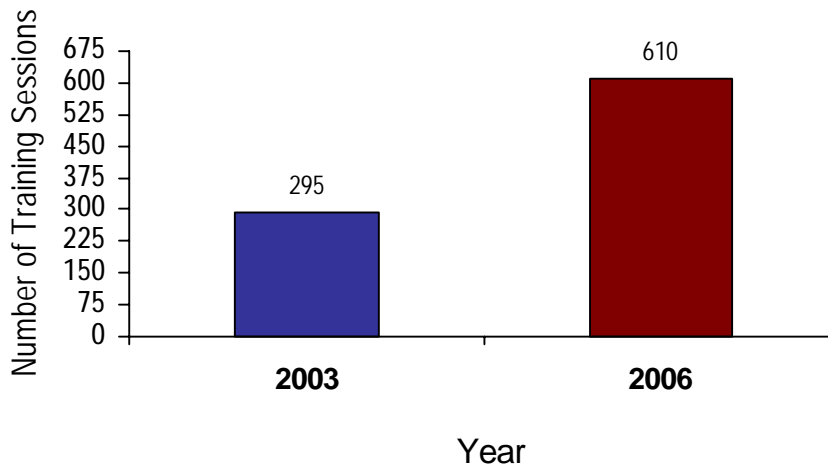
While trainees indicated that they preferred the smaller training classes, the logistics involved in conducting and supporting 610 training sessions in 31 rooms with 10 different facility contacts was a challenge. Facilities had to be TTC accessible, available free of charge and provide the equipment required (e.g. tables, chairs, fax machines, overhead projector). The facilities also had to have multiple rooms available at the site to accommodate simultaneous training and, where required, the distribution of voting place supplies.

Where technology permitted, staff were able to complete the training session attendance on-line. This process worked extremely well and should be expanded for the 2010 election as much as possible.

Train-the-trainers

42 trainers conducted the training sessions over the course of 15 days. The vast majority of the trainers had previous election training experience and were able to quickly learn the 14 different training programs for the various election positions. City Clerk's Office staff trained the election trainers

Number of Training Sessions



through a series of “train-the-trainer” workshops. Feedback from the trainers on the workshops was overwhelmingly positive. They enjoyed the “train-the-trainer” sessions, and while many would have appreciated an additional training opportunity, the vast majority felt well prepared for their duties.

Training Programs

The training programs were based on sound design principles and addressed the needs of different types of learners. The sessions focused on “hands-on” training that modeled the process followed in a typical voting place. The sessions also allowed the trainer to monitor voting place staff performance and provide feedback where required. The job aids were designed using the principles of plain language and were tested for their usability.

The trainers felt that the delivery of the training programs was a success and the election day staff echoed this sentiment. The election day staff indicated that the training they received was easy to understand and that the training manuals were easy to use.

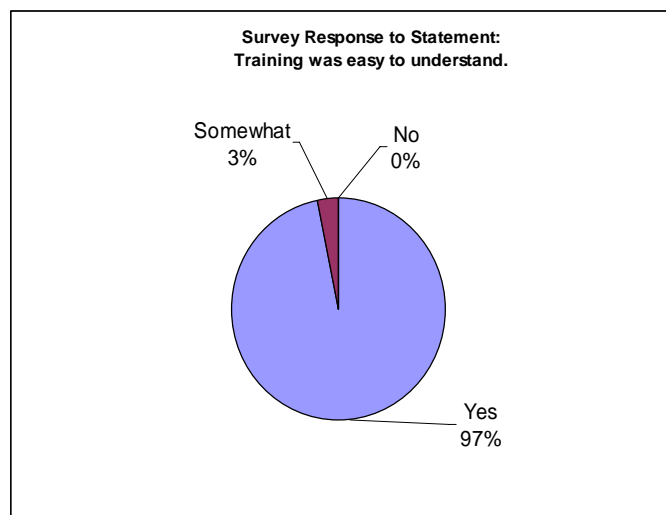
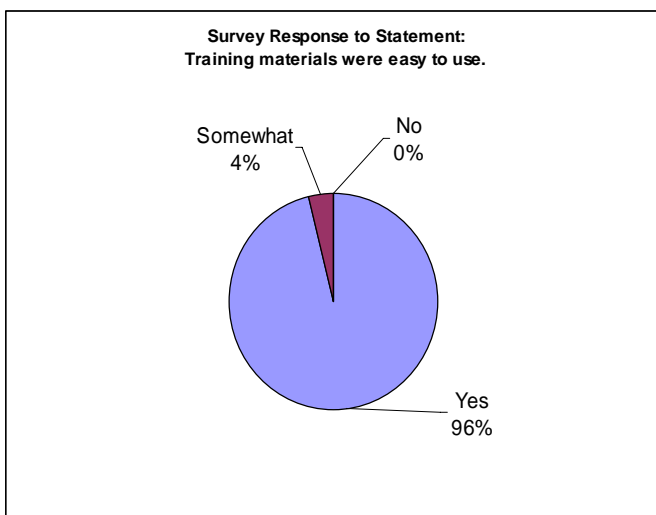
The voting place staff also felt well prepared to undertake their election day responsibilities.

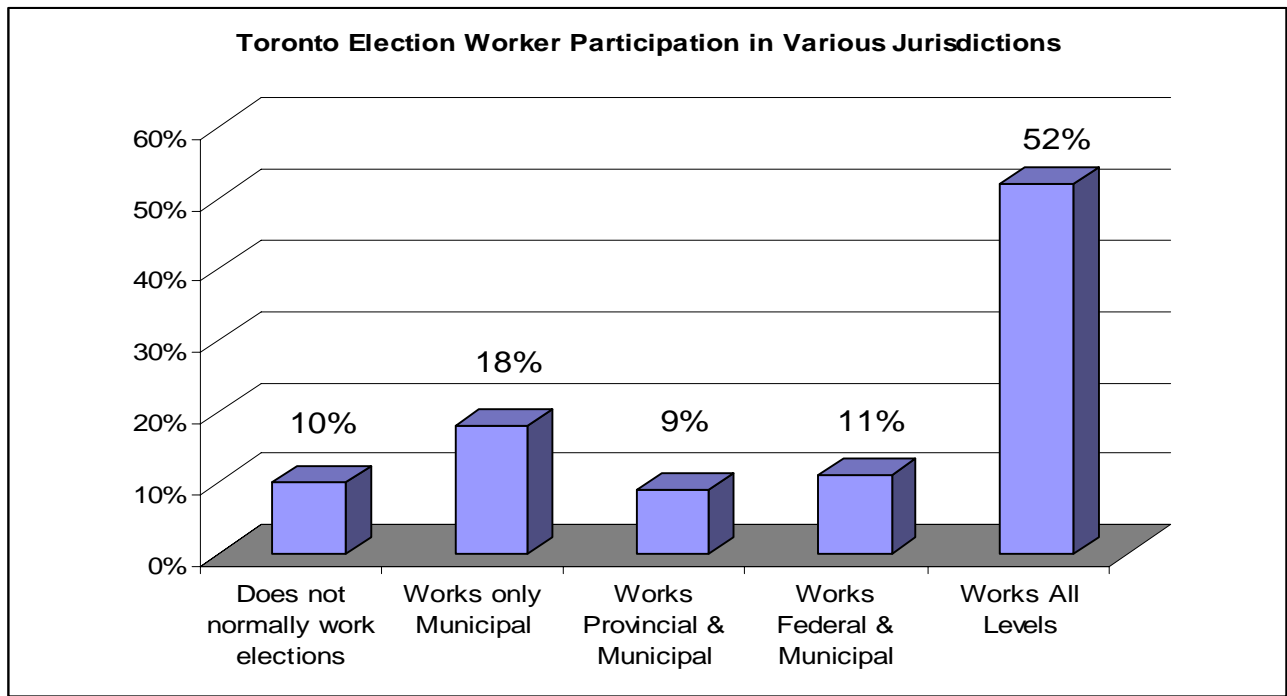
Training Challenges

Although the training programs focused extensively on the election day policies and procedures, while in the field, some staff had difficulty applying this knowledge to the voting place.

Even though many factors could have contributed to the disconnect between the performance demonstrated at training and that exhibited in the voting place, one key reason could be that many voting place staff work for elections in multiple jurisdictions (i.e. at the federal and provincial levels).

The election legislation, policies and procedures differ between the levels of government, and despite concerted efforts in the training sessions to stress these differences and the importance of following the correct processes for the municipal election, some staff do become confused. In some instances, voting place processes are quite complex and City Clerk’s staff should continue to analyze, refine and simplify the policies and procedures as much as possible.





While the majority of the election day workforce demonstrates that they have the capability to correctly follow policies and procedures, there are some instances where individuals allow their personal perspectives to overrule the training they were provided. In the future, training should continue to highlight the importance of the established processes based on democratic principles.

The Internal Auditor report recommends that some of the election day staff training be enhanced for 2010. The report suggests that the training include a video or web-based component that highlights key policies and procedures so that staff can review the material at their own pace.

For 2010, the training should also be expanded to provide staff with additional role-play exercises and simulations so that they feel comfortable handling a variety of difficult situations (i.e. irate voter, candidate attempting to campaign in the voting location, scrutineers not following procedures, etc.).

In particular, Supervisor training will need to be revised for the 2010 election. Training should be expanded, both in terms of timing and the level of information provided. To accommodate these changes, the City Clerk's Office would have to book an additional facility. In addition, if the Ward Management team is to be involved in the Supervisor training again, they should have the opportunity to meet with the trainers in advance to cement the team delivery of training.

Training Recommendations:

Staff recommend building on the work done to date in providing accessible and effective training programs. For 2010, these efforts can be enhanced by:

- having one Corporate contact person for the booking of City facilities,
- incorporating technology into the delivery of the training programs (such as on-line, web-based training and DVDs or videos),
- reducing the trainer to "trainee" ratio by recruiting more Corporate trainers,

- emphasizing process training in the voting place staff training programs,
- increasing the content of the Supervisor training sessions, and
- adding an additional training workshop for the Corporate trainers.

Capacity Building

The capacity building section of this report focuses on the preparation and coordination required behind the scenes to successfully deliver the 2006 election. This section is divided into four broad categories:

- Voters' List
- Voting Locations
- Supplies
- Technology

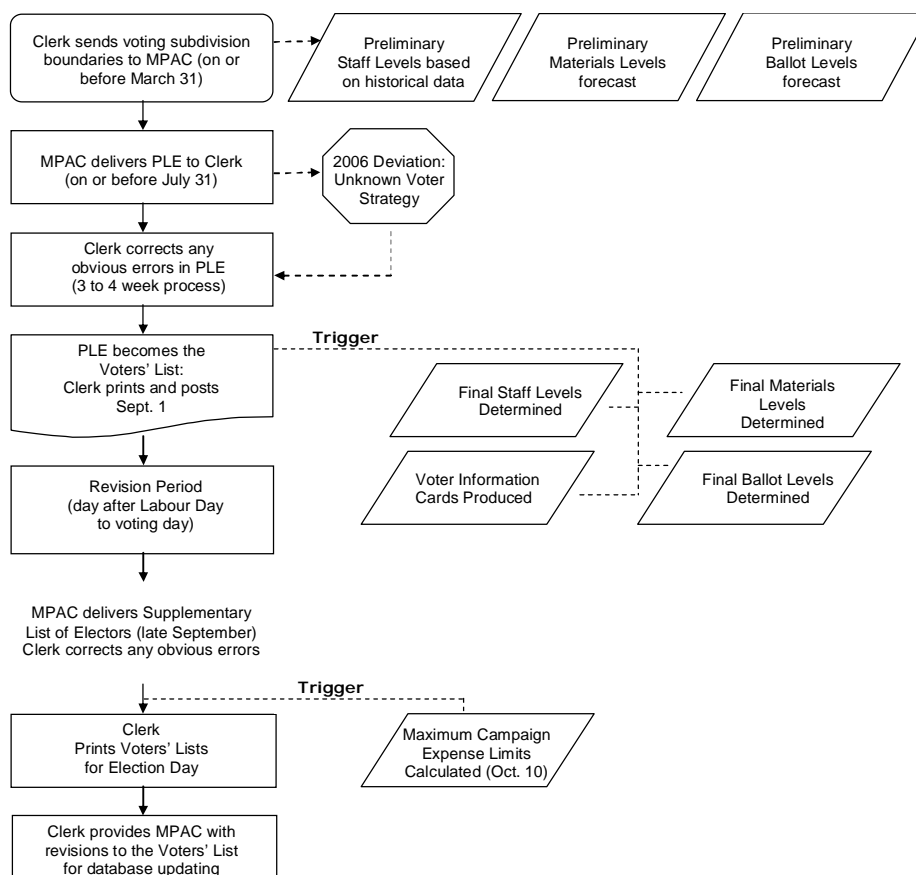
Voters' List

The voters' list is an integral part of the election since it is used as the basis for a number of the election's administrative components. For example, the information contained in the voters' list is used to determine how many staff should be assigned to each voting location.

In addition, the number of individuals on the voters' list in each ward is used as the basis for calculating the campaign expense limits for candidates.

Staff also use the voters' list to conduct targeted communication efforts such as the mailing of the voter information cards to every eligible elector in October.

Election Components Impacted by the Voters' List



The *Municipal Elections Act, 1996* specifies that the Municipal Property Assessment Corporation (MPAC) supplies every municipality in Ontario with a preliminary list of electors (PLE). MPAC obtains its data from its property assessment database and its information sharing arrangements with Elections Ontario, Elections Canada and the Registrar General. The information that MPAC provides to municipalities in the form of the PLE typically contains up-to-date information on homeowners, but in many cases the information on tenants is dated and incomplete.

The PLE that the City Clerk receives from MPAC forms the basis of the voters' list. In July 2006, the PLE that the City Clerk received contained the names of 276,682 individuals for whom MPAC could not determine their eligibility to vote. It was the first time that the PLE identified individuals with unconfirmed eligibility. Immediately upon receiving the PLE, the City Clerk's Office undertook an extensive outreach campaign to confirm the eligibility requirements of the 276,682 individuals.

In early August, a letter was sent to every individual who appeared as "unconfirmed" on the preliminary list of electors asking them to confirm their qualifications to vote with the City Clerk's Office. In addition, a widespread communications campaign was implemented and advertisements were placed in a number of newspapers and staff liaised with candidates and community organizations to promote the confirmation initiative.

As a result of the outreach campaign, the City Clerk was able to verify the voter qualifications of 30,170 individuals, and when adjusted for "non-deliverable", the response rate of the campaign was only 13 percent.⁴

In addition to the outreach strategy for the unconfirmed individuals, the City Clerk also had to correct the preliminary list of electors for any obvious errors. In general, the correction procedure included checking for missed streets, multi-residential buildings and voting subdivisions. Checking the City of Toronto's preliminary list of electors was a labour-intensive process that took

Outreach Initiatives

Letters to Affected Individuals	276,682
Letters to Candidates	514 letters (2 mailings)
Number of Community Groups / Cultural Organizations Worked With	13
Total Number of Newspaper Advertisements	34
Number of Ethnic Newspaper Advertisements	24

⁴ As of November 14, 2006. The City Clerk's Office continues to receive responses to the letter and undeliverable mail. These letters are sent to MPAC so that their files can be updated.

Overall Response to the Unconfirmed Voter Strategy

Number of Letters to Affected Individuals	276,682
Number of Completed Letters Returned	30,170
Number of Letters Returned as "Undeliverable"	40,357
Number of Calls Received	3,323
Number of Website hits	1,159

Voters' List Cleansing Statistics

Voters' List Statistics	2003	2006
Electors on PLE received from MPAC	1,654,382	1,699,787
Unknown Eligibility Records Removed		276,682
Confirmed Unknown Eligibility Records Added Back		30,170
Deleted through cleansing (2006 - up to October 22nd)	1,787	4,527

Revision Period Voters' List Statistics

Voters' List Statistics	2003	2006
MPAC supplementary List-Deletions	90,017	65,081
MPAC supplementary List-Additions	80,361	36,430
MPAC supplementary List-Confirmed U Citizens Added		14,612
Revisions to the List-Names Added	3,203	3,663
Revisions to the List-Names Deleted	2,643	409
Revisions to the List-Corrections		210
Election Day, Continuous and Advance Vote Additions	84,250	78,621
Election Day, Continuous and Advance Vote Corrections	11,751	14,299

approximately 3 to 4 weeks to complete and resulted in 4,527 deletions of duplicate and incomplete entries.

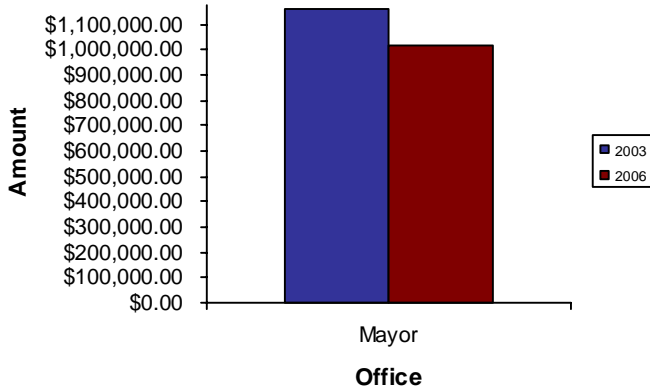
Once corrected for obvious errors the preliminary list of electors becomes the voters' list and is made available for public inspection and correction throughout the revision period. The City of Toronto's voters' list was available at 24 locations across the City – 5 Elections and Registry Services Offices (including City Hall) and 19 libraries. In addition to the corrections that the public made to the list throughout the revision period, the City Clerk also received a supplementary list of electors from MPAC.

The supplementary list of electors contained data from MPAC's tenant information program, updated ownership information from the Land Registry Office and the results of MPAC's university campus enumeration.

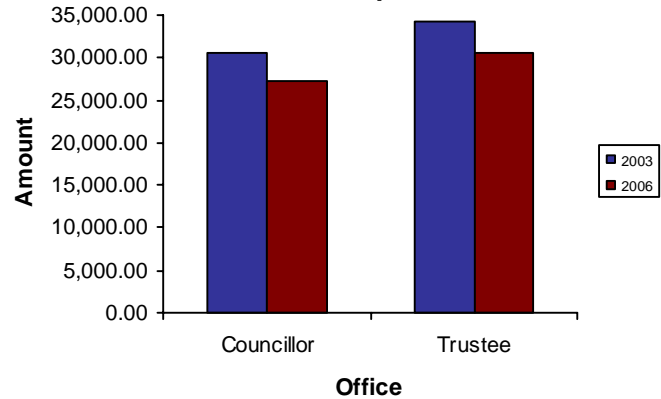
Campaign Spending Limits

On or before October 10, 2006, the City Clerk was required to inform candidates of the maximum expense limits for their campaign. Municipal election campaign spending limits are determined by provincial law. Mayoralty candidates can spend \$7,500, plus 70 cents per elector, while councillor and trustee candidates can spend \$5,000, plus 70 cents per elector.

Average Mayoralty Maximum Expense Limits



Average Councillor and Trustee Maximum Expense Limits



The campaign spending limits determine the amount of money that a candidate can spend in running their campaign for municipal office. The voters' list has a direct impact of the candidate expense limits because it is the source of the number of eligible electors used in the calculation equation.

The individuals who were removed from the voters' list because their qualification to vote was not confirmed had an impact on the final maximum campaign expense limits. Although the City Clerk is not required to provide candidates with their maximum expense limits until October, some candidates may have begun campaigning earlier and based their spending on historical expense limits. For some candidates, there was a dramatic reduction in the 2006 maximum campaign limit as compared to the 2003 election. On average, the maximum campaign spending limits decreased by \$148,912.40 for mayoralty candidates, \$3,296.32 for Councillor candidates and \$3,706.30 for Trustee candidates.

Voters' List Report

A separate report discussing alternative options for the production of the City of

Toronto's voters' list will be presented to City Council at its November 2007 meeting.

Voting Locations

Between the 2003 and the 2006 election, City Clerk's Office staff conducted a review of all voting locations used in the 2003 election and also inspected approximately 250 potential new locations for 2006. The voting location review consisted of staff physically visiting each location, speaking with an on-site representative, measuring the space and taking digital photographs of the facility (where possible).⁵

Starting in the fall of 2005, the Director of Elections and Registry Services and the Election Coordinator responsible for voting locations reviewed all the locations used in 2003 to determine which locations would be used for the 2006 election.

The following criteria were established for selecting the 2006 voting locations:

⁵ For privacy purposes, staff could not take photos of every location because some locations had people using the facilities. As a result, many of the school gyms and entrances to schools were not photographed because, for privacy purposes, staff did not take pictures of students.

- Apartment and condominium buildings with 300 or more units should have their own voting location,
- Apartment and condominium buildings with a high percentage of seniors (over 50%) should be considered as a self contained voting location,
- Voting locations should be designed so that electors do not have to travel more than 800 metres to vote,
- Voting locations should not service more than 2,500 electors,
- Voters should not cross major arterial roads or highways, railway tracks, ravines and rivers to travel to voting locations, where possible.

As part of this review, locations were cancelled for the following reasons:

- Safety concerns for election day staff,
- No washrooms on site,
- Unsuitable buildings due to space concerns,
- Dirty or run down buildings,
- Low voter turnout or low elector numbers, and
- Facility no longer available.

During the review, voting locations were added in all new nursing homes and retirement homes. In addition, new large-scale condominium developments were provided with a voting location on site if the building could not be accommodated in an existing building in the community such as a school or community centre.

The review of the locations was completed before the end of 2005, however, because of facility cancellations, construction delays and additional subdivision cancellations (due to reduced elector numbers on the PLE provided

by MPAC), voting locations continued to be eliminated until October, 2006.

As a result of the review, 36 locations used in 2003 were eliminated and 55 new locations were added. A total of 1,637 locations were used as voting places in the 2006 election. This is up from the 1,618 locations that were used in 2003.

Securing Contracts

Once the voting locations were identified, the City Clerk's Office had to secure permits and contracts in order to use the facilities on election day. In February of 2006, requests were sent via email to Parks and Recreation, the Toronto District School Board, the Toronto Catholic District School Board and the Toronto Public Library Board containing a list of the locations required as election day, advance vote, and ward centre locations. Contracts and covering letters were mailed in June 2006 to the external voting locations.

By September 20, 2006, 82 percent of the external contracts had been returned. Staff continued to follow up with the outstanding locations and by October 19 only 3 locations still needed to return their contracts, however, they had each verbally agreed to have their facilities used for election day.

Concerns Regarding Voting Locations

Churches are becoming more difficult to secure for election day. Many churches provide community services such as food banks, shelters and daycares and are not willing to cancel any of their regular clients to accommodate the election. To improve the likelihood of private facilities, such as churches, agreeing to be used as voting locations, the voting location rental payments

were increased from \$200.00 to a \$275.00 minimum for the 2006 election.

Unfortunately, the rental payment increase was not enough to secure some locations. In an effort to simplify the voting process, where possible, the City of Toronto attempts to use the same facilities that Elections Ontario and Elections Canada use so that voters become accustomed to one location. However, Elections Ontario and Elections Canada pay significantly more than the City and large facilities receive between \$400 - \$500 to act as voting locations.

When the City asks to use the same space, for the same purpose as Elections Canada or Elections Ontario and only offers a rental payment of \$275.00, many locations refuse the City's request.

With four years until the next election, the City's rental rate will have to keep pace with inflation and what other jurisdictions are offering if private facilities are to be used as voting locations in 2010.

In 2006, many electors as well as some members of City Council raised concerns with respect to the use of churches and religious schools (e.g. Catholic, other Christian and Jewish) as voting locations.

A total of 77 electors requested that their ballot be transferred to an alternative voting location because of religious reasons. For the 2010 election, the City Clerk's Office will need to decide whether advance vote and election day locations across the City can be relocated from religious facilities.

In 2005, the City Clerk and the Director, Elections and Registry Services, approached both the Toronto District School Board (TDSB) and the Toronto Catholic District School Board (TCDSB) and requested that they make election day (November 13) a professional activity (PA) day to address potential security concerns over their facilities being used for the election. Neither the TDSB or the TCDSB agreed to the City Clerk's request for a PA day.

Types of Voting Locations

Total number Election Day voting places	1,637
Apartment / Condominiums	475
Public Schools	444
Catholic Schools	142
Religious Buildings	133
Toronto Community Housing Company	112
Nursing Homes	103
Recreation Centres / City-owned buildings	80
Seniors Homes	65
Legions, Private Schools, Private Community Centres, Universities	50
Public Libraries	24
Hostels	9

Although, the *Municipal Elections Act, 1996* states that schools that receive public funding must make their facilities available free of all charges for election purposes, without consulting the City, the Director of Education for the TDSB sent a letter to all schools advising the principals that the City would be providing security for all schools being used as voting locations. The Director's security decision was overruled by the Ministry of Education.

School security is becoming an increasingly sensitive issue. Representatives from the school boards, the City and the Province will need to meet to discuss potential solutions before the 2010 election. The City Clerk's Office hopes that for the next election, the school board will agree to have a PA day coincide with voting day.

In addition, several schools that have been closed by their boards are used as voting locations. Many of these locations are in disrepair and some have tenants who do not want the facility used for election purposes. The City Clerk's Office will need to consider whether it is cost effective to continue to use these types of facilities as voting locations in 2010.

In areas of new development it is becoming increasingly difficult to find suitable public space for voting locations. The rate of development has not kept pace with the construction of public facilities. This problem will potentially be compounded in 2010 since the public school board has identified several schools in a large area of North York for closure or construction. In 2006, 22 of these schools were used on election day.

The lack of development may lead to voting place crowding. As more and more electors

are serviced in fewer public buildings, that can lead to an increase in wait times and line-ups to vote.

In severe situations, the lack of public space can ultimately lead to electors being disenfranchised since the voting location may be difficult for them to access because of distance or because they are unable to wait in long lines to vote.

Overcrowding is another issue that the City Clerk's Office may need to address in the future. As the City continues to grow, the current ward boundary structure may need to be reviewed to ensure that political representation is equitably distributed.

Furniture

Once the voting locations were confirmed, the City Clerk's Office needed to determine the furniture requirements for each facility. The furniture requirements are determined by the number of staff assigned to each location.

In many cases, the voting locations have furniture on-site that can be used for the election. When the City Clerk's Office sent out the contracts and covering letters to the external facilities, each location was requested to provide information on whether it had furniture (e.g. tables and chairs) available. Follow-up calls were made to locations who did not respond to the original request.

For the locations that were unable to provide furniture, the City Clerk's Office arranged for the supply, delivery and pick-up of rental tables and chairs. Two Requests for Quotations (RFQs) were issued for the provision of the furniture delivery service. The City Clerk's Office also made arrangements for emergency furniture delivery on election

day. A total of 291 deliveries were completed in 2006 compared to 245 deliveries in 2003.

Furniture Rental Statistics

	2003	2006
Tables	1,025	730
Chairs	497	1,580
Deliveries	245	291

Recommendations

In determining where to establish voting locations for 2010, staff recommend:

- Examining the Federal and Provincial voting locations to see if the City can move towards a single voting location for elections for all three levels of government,
- Reviewing the current distribution of voting locations and determining whether locations currently in religious facilities can be accommodated elsewhere, and
- Ensuring that the voting location rental fee keeps pace with inflation and other jurisdictions.

Supplies

Large quantities of supplies are needed to conduct an election the size of Toronto's. Every voting place requires a variety of supplies, such as ballots, secrecy folders, voting screens, pens and tabulator stands in order to function. The purchasing, assembling and distribution of these essential supplies is a major undertaking. For the 2006 election, over 2,100 supply bags containing over 2 million items were assembled and distributed.

Ordering Supplies

With Purchasing & Materials Management Division's (PMMD) guidance, the City Clerk's Office successfully purchased a number of

key election supplies. The supplies were purchased in three different ways, either through a RFQ tendering process, through the City Clerk's Office Printing and Distribution Unit or through the City's Sole Source process. Staff ensured compliance with Purchasing by-laws, policies and procedures.

Contingency Planning – 17-inch Ballot

With the increased number of registered candidates for the 2006 election, there was the potential need for a 17-inch long ballot. In previous elections, the City Clerk's Office had used a 14-inch ballot. Both the secrecy folders and ballot transfer containers were designed for a 14-inch ballot.

The need to plan for a contingency ballot arose since there are so many candidates who put their names forward for Mayor. Staff did not know until the last minute whether all of the names would fit on the traditional 14-inch paper.

The planning difficulty arose since the legislation provides very little time between the final day for nominations and start of the advance vote.

In the end, staff did not need to use the contingency material since all candidate names fit on the 14-inch ballot.

Supply Bag Weight

In the consultation process that took place following the 2003 election, the City Clerk's Office heard from Supervisors and voting place staff that the supply bags for the 2003 election were extremely heavy and cumbersome. In addition, many of the supplies that were in the bags were not used on election day.

Quick Facts – Weight of Supply Bags

	Weight in pounds (lbs)
Average MDRO Supply Bag	30
Average DRO Supply Bag	20
Ballot Transfer Container with 500 ballots	9
Ballot Transfer Container with 800 ballots	14
Ballot Transfer Container with 1000 ballots	18
Applications to Amend (English), bundles of 100	4
Voting Screens (bundles of 5)	3
Secrecy Folders (bundles of 10)	1
Supply Bag, without ballots, revision forms, screens, folders, voters' list	2
Voters' List, MDRO scenario (average of five copies, 20 double-sided pages)	2

In April and May 2005, the City Clerk's Office reviewed the volume of material in the supply bags and presented a plan to reduce the average weight of the bags by 25 percent (e.g. the average MDRO bag would have been reduced from 30 lbs to 22 lbs). However, because of the "unconfirmed" voter issue and the impact it had on the Senior Management Team's confidence in the voters' list numbers, the weight reduction strategy was not implemented for the 2006 election.

To alleviate concerns over the weight of the supply bags, the City Clerk's Office will review the weight of the supply bags with Occupational Health and Safety representatives to ensure the safety of voting place staff. In addition, staff recommend that the City Clerk's Office purchase new supply carriers with wheels for the 2010 election so that voting place staff will not be required to lift such heavy supplies.

Supply Bag Assembly

For the 2003 election, many separate Excel spreadsheets were used to create the supply checklists required for the supply bag

assembly. Because of modifications to the Staffing and Warehouse Component of TEIS (to be discussed in further detail in the "Technology" section), the supply assembly checklists were automatically generated based on four templates. Automating the supply assembly checklist process saved staff several days of work and significantly reduced the potential for an error in calculating the amount of supplies required. Originally, the supply bags were going to be assembled in five phases:

- Phase 1 – compile sundry bags (e.g. pens, rulers, tape, string)
- Phase 2 – place sundry bags into supply bags
- Phase 3 – customize supply levels based on final staffing levels
- Phase 4 – insert ballots
- Phase 5 – insert voters' lists

However, because of revisions to the quantity levels and requirements for the bags, delays in the receipt of items and staffing availability, the assembly of the supply bags became a weekly process.

Insertion and quality checks were completed on an on-going basis. Overall, the quality and accuracy of the supply bags was excellent. Post distribution to the voting place staff, the City Clerk's Office received 104 calls regarding supplies. In all but 15 cases, the actual items were in the bag, but the label did not match what was on the checklist.

Recommendations

To improve the efficiency of the supply ordering and assembly process, staff recommend:

- Creating a supply portfolio that incorporates ward specific items,
- Colour-coding the supplies with the training manuals,
- Reviewing the weight of the supply bags with Health and Safety representatives,
- Purchasing new supply carriers with wheels so that voting place staff will not be required to lift heavy supplies, and
- Ensuring that all items have consistent, clear titles or labels that match the supply checklist.

Ballots

The City of Toronto uses a composite ballot which combines all the offices for which an elector is entitled to vote onto one ballot. For the municipal election, the City produces five different types of ballots, based on school board support. The City of Toronto has ballots for the following:

- Toronto District School Board,
- Toronto Catholic District School Board,
- Conseil scolaire de district du Centre Sud-Ouest (French Public Board),
- Conseil scolaire de district catholique Centre-Sud (French Separate Board), and

- No school trustee office (for non-resident owners or tenants of commercial or industrial property).

In total, the City Clerk's Office is required to design, program, test, proofread and distribute 220 different ballot styles.

Designing and Programming the Ballots

By late Spring 2006, staff had designed a ballot with darker background colours and a border around each office. The re-design was necessary because in 2003 many electors were confused since two columns were used for the office of Mayor. The two columns were necessary because of the large number of candidates who run for Mayor (44 in 2003 and 38 in 2006). To make the ballot more user-friendly for 2006, the background colours for each office were darkened, and a black border was introduced to differentiate the three offices.

Although preliminary tests showed that neither the darker background colour nor the black border interfered with the operation of the vote-counting equipment, after extensive testing, staff decided to remove the black border from under the arrows for each candidate. Further testing was conducted to ensure the accuracy of the tabulator in reading the new ballot design.

To accommodate the large number of candidates, staff also designed, programmed and tested a 17-inch ballot. In the end, the 17-inch ballot was not required since all the candidates fit on the 14-inch ballot.

Proofing and Testing the Ballots

All 220 ballot styles were proofread between October 3 and 6, 2006. Two checklists were developed to ensure that all parts of the

ballots were checked and each ballot style was proofread three times. The ballots were proofread to double-check that all candidate names were spelled and positioned correctly, and that the proper header appeared on each ballot type.

Testing of the ballots took place at the printers over the course of 9 days. The preliminary testing ensured that each ballot type:

- contained the correct office colours,
- did not have ink marks in the timing marks or anywhere else, and
- had the read area (white boxes) centred between the head and tail of the arrow.

In addition, the cutting of the ballots was checked to ensure that the ballots were cut to specifications. (If the cut on the ballots was off, this could result in skewed ballots or missed orientation messages when the ballot was fed through a tabulator).

Once the printer delivered the ballots to the City Clerk's Office, another set of staff checked to ensure that all proper quantities of ballots were received and that there were no dust flecks on the ballots' timing marks (the black squares on the edges of the ballot).

If staff found white dust flecks on the timing marks, they removed the affected ballot(s) from the package. The "fleck-check" (e.g. dust fleck checking) process was cumbersome and labour intensive. Additional resources had to be assigned to ensure the entire checking process was completed within the appropriate deadlines.

Recommendations:

To enhance the City Clerk's Office rigorous ballot production quality controls, staff recommend:

- combining the two proofing checklists into one document, and
- determining a fleck tolerance level prior to receiving the ballots from the printer.

Technology

Technology is playing an increasingly prevalent role in the City Clerk's Office's administration of the municipal election. Specialized applications assist staff in streamlining cumbersome processes (such as the correction of the preliminary list of electors) and reporting technology dramatically reduces the amount of time staff spend manually tracking individual project elements.

Toronto Elections Information System (TEIS)

The Toronto Elections Information System (TEIS) is a comprehensive operating system that is the backbone for the administration of the municipal election. TEIS was first introduced for the 2000 municipal election. The core application and database design was originally developed externally and since 2000, a number of additional applications have been developed and incorporated into TEIS.

There currently are 8 distinct applications incorporated into the core TEIS application:

- Staffing and Warehouse (STWH),
- Candidates and Rebates (C/R),
- Voting Locations (VLOC),
- Election Night Management System (ENMS),
- Electronic Financial Filing System (EFFS),
- Electronic Financial Disclosure (EFD),
- Voters' List and Voter Cleansing, and
- Unity (ballot programming software).

During the 2006 election, the City Clerk's Office and the Information & Technology Division (IT Division) managed and modified the applications listed above. All application and database changes were tracked using a project management office that was established in 2003 for the sole purpose of monitoring all election related service requests.

Even with the development of a new application (U-Citizen application), in an extremely short time frame, all service requests were completed. Although TEIS worked well for the 2006 election, it will need to be redeveloped for 2010.

The redevelopment is necessary, because in 2000, due to time constraints, TEIS was developed externally with various applications being written simultaneously. As a result there is a lack of platform consistency, database sharing and business functionality.

Revisions to the system are needed to standardize platforms, merge databases and ensure a stable operating environment. The redevelopment will guarantee that TEIS meets Corporate and industry standards.

For the 2006 election, two major components were added to TEIS. The first was the development of the Electronic Financial Filing System and the second was the creation of a new application to address the unconfirmed voters on the preliminary list of electors.

Electronic Financial Filing System (EFFS)

The EFFS allowed municipal candidates to electronically complete contribution receipts, track contributors and the total amount of contributions received, and provided a new automated means for candidates to submit

their financial statements to the City. In addition, the application also enhanced the transparency in the reporting of revenues and expenditures by municipal election candidates, and improved public access to candidates' financial information since it can be reviewed online.

After Council passed a by-law authorizing the creation of an Electronic Financial Filing System in June 2006, the City Clerk's Office in partnership with the Information and Technology Division, worked on developing the application. The City Clerk's Office received outstanding support from the IT Division which produced the new system within the extremely tight timelines of an election year.

Unconfirmed Voter Database

Because of the 276,682 individuals whose qualifications to vote were unconfirmed on the preliminary list of electors (PLE), the City Clerk's Office and the IT Division developed an application that separated the unconfirmed individuals from the PLE and loaded them into a separate database that was accessed by the U-Citizen application.

In the U-Citizen application, users were able to perform searches for individuals by last name, first name, address and postal code. When a record was found, the user was able to change the address, spelling and eligibility status so that the individual could be merged back into the official voters' list database. The U-Citizen application was created in the span of three weeks and is a testament to the dedication and support of the City's IT staff.

Tabulators

To simplify the counting of the election results, the City of Toronto uses vote counting equipment. On election day, every voting

location is equipped with a vote counting machine (a tabulator) that tabulates all of the ballots cast during the day. When the voting locations close, the voting place staff turn a key inside the tabulator to produce a results tape. The vote counting equipment allows the City Clerk's Office to announce the results on election night much faster than if each ballot were counted by hand. The tabulators have proven to be more accurate than a hand count.

To ensure that all of the tabulators were ready for election day, the equipment was inventoried, preventative maintenance was performed, logic and accurate testing was conducted and then the machines were prepared for their deployment in the field.

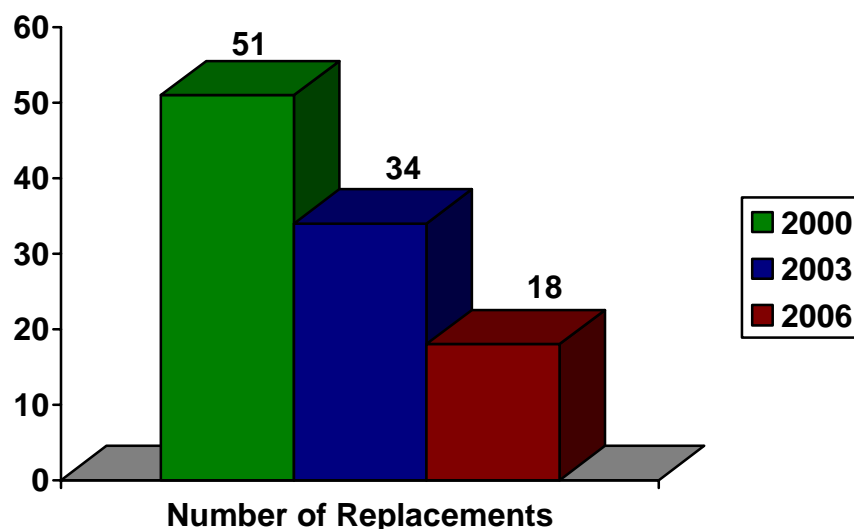
Although the preventative maintenance took longer than expected, it was important

because of the age of the machines and worthwhile since it allowed all of the tabulators to operate at their peak efficiency on election day. Due in part to the thorough preventative maintenance, on election day, the number of tabulators that required replacing dramatically decreased.

Transmitting Results

On election night, 1,100 tabulators were equipped with cellular telephones to directly transmit their results to the results accumulation centre. However, as will be discussed in further detail in Section 3 of this report, only 722 of the cellular phones successfully sent their results. The 2006 election was the last election that can use the current technology, and a new method of data transmittal will have to be found for the 2010 election.

Tabulator Replacement Statistics



Mike Phones

Mike phones were an essential election component. A Mike phone is a cellular communications device that can operate both as a cell phone and as a walkie-talkie.

On the advance vote weekend and election day, staff used Mike phones, in “walkie-talkie” mode as their primary method of communication. Mike phones were also used on election night to assist with the receiving centres and result transmission sites. In addition, in the months leading up to the election, staff used Mike phones to coordinate the start and stop times of full system tests.

The logistics of coordinating the Mike phone groupings and programming the individual phones were complex. A total of 742 individual phones needed to be programmed and 51 groupings had to be established.

After the 2003 election, the City Clerk’s Office received complaints from individuals who had acted as Supervisors and Ward Managers on election day saying that the short battery life of the Mike phones made them unreliable. For 2006, the City Clerk’s Office worked with Corporate Telecom to secure newer models of Mike phones in the hopes that they would be more reliable than the phones used in 2003.

Although anecdotal evidence suggests that some Supervisors and Ward Managers were still frustrated with the newer model of the Mike phones, the Ward Centres only documented 14 complaints regarding the Mike phones on election day.

It is possible that some election day staff are not comfortable using the Mike phones and that is why there is a perception that the phones are unreliable. Staff recommend

considering additional training on the communication technology used for the 2010 election to ensure that all election day workers are comfortable with the devices. An enhanced support system to assist individuals who encounter difficulties with the technology may also be an option.

Recommendations:

To ensure that the City Clerk’s Office continues to use the most effective technology, staff recommend:

- Developing a dedicated project team to review the current TEIS application and suggest a plan for the rebuilding of the system,
- Ensuring that the QA process for each aspect of TEIS is standardized as much as possible,
- Updating the firmware in all the tabulators,
- Scheduling more time and resources for the preventative maintenance of the tabulators,
- Investigating and purchasing replacement technology for the results transmission,
- Continuing to investigate alternative communication technologies (such as Blackberries, cell phones, pagers) that may be available, and
- Arranging for assistance in troubleshooting issues that arise in the programming and usage of whatever communication technology is used in 2010.

Section Three: Conducting the 2006 Election

The City Clerk is the person designated by the *Municipal Elections Act, 1996* to conduct the municipal election and performs a statutory role in this regard, separate from the Corporation.

Under the *Act*, the City Clerk has the authority to establish policies and procedures to govern the election and is independent from Council. The City Clerk has flexibility in establishing these policies and procedures, but is guided by the following principles of democratic elections that were considered during the development of the *Act*:

- The secrecy and confidentiality of individual votes is paramount.
- The election should be fair and non-biased.
- The election should be accessible to the voters.
- The integrity of the process should be maintained throughout the election.
- There should be certainty that the results of the election reflect the votes cast.
- Voters and candidates should be treated fairly and consistently within a municipality.

Policies and Procedures

For the 2006 election, the City Clerk adopted policies or procedures relating to:

- elector strategies for disabled electors, homeless electors, nursing homes/seniors buildings and multi-residential buildings,
- identification requirements for candidates and electors,

- proxy voting,
- tabulator and touch screen procedures, and
- voting place management.

Elector Strategies

The City Clerk's Office built on the elector strategies employed for the 2003 election and worked to make the 2006 election as accessible as possible.

Disabled Elector Strategy

Key elements of the disabled elector strategy included:

- wherever possible voting places were accessible to the physically challenged,
- transfer certificates were issued to people who wanted to change voting locations for accessibility purposes – 84 electors took advantage of this opportunity (7 for accessibility reasons, 77 for religious reasons),
- i-Votronic audio ballot touch screens, with a paper-trail, were used at the weekday advance voting locations which allowed visually challenged electors to vote in privacy – although the audio ballot feature received praise from advocacy groups, only 2 electors used this feature,
- election information was sent to the Canadian Institute for the Blind (CNIB) and the Canadian Hearing Society (CHS) for placement on their websites,
- the ability for disabled electors to use the help of a "friend of the elector" was advertised on the City's website and in the election tabloid,
- Access Toronto's TTY service was available to provide information for the hearing impaired community,

- magnifying sheets were available in every voting location, and
- voting place signage was yellow with black borders to aid the visually challenged.

Homeless Elector Strategy

To make voting as accessible as possible for electors without a permanent residence, the City Clerk's Office developed a strategy to assist homeless electors in exercising their right to vote. As part of the homeless elector strategy, City Clerk's Office staff worked in conjunction with staff from Shelter, Support & Housing Administration to identify which drop-in centres and hostels should be used as voting locations. For the 2006 election, 15 locations were used, this is an increase from the 12 locations employed in 2003. Where possible, staff from the hostels and homeless shelters worked as the voting location staff on election day.

In addition, as mentioned in the voter outreach section of this report, the City Clerk's Office undertook a communications strategy to educate homeless voters on the elector qualifications, their entitlement to vote, the process of being added to the voters' list, how to vote, as well as where and when they could vote. 200 posters were mailed out to 100 locations informing residents where to vote. Each poster was customized with the appropriate advance vote weekend and election day voting locations.

In total, 2,807 homeless electors exercised their right to vote. This represented a decrease of 19% from the 2003 Election, but was in line with the general voter turnout decline experienced in the 2006 Election.

Nursing Home and Seniors' Buildings Strategy

The City Clerk is legislated to provide voting locations in nursing homes with more than 20 beds and in retirement homes with more than 50 beds on election day. Full day voting was provided to all nursing homes and senior buildings. Voting places were located in 168 nursing homes, retirement homes and seniors' buildings. In addition, there were voting locations in 112 Toronto Community Housing Corporation (TCHC) buildings, some of which are entirely or partially seniors' buildings.

Multi-residential Buildings Strategy

As mentioned in the voting location section of the report, the City Clerk established a set of criteria for determining the voting locations used for the 2006 election. Based on the criteria, 11 multi-residential voting places that were used in the 2003 election were eliminated and 22 new multi-residential locations were added, for a net increase of 11. There were voting places in 226 apartment buildings and 249 condominiums for the 2006 election.

Identification Policy

While the City Clerk has the authority under the *Act* to determine the identification requirements for candidates and electors, other provisions in the legislation, such as the ability of an elector to take the oath of qualification, make it challenging for the City Clerk to establish a clear and consistent identification policy.

For the 2006 election, all candidates were required to produce identification that showed their name and qualifying address when filing their nomination papers. Examples of acceptable identification included:

- Driver's licence
- Property tax bill
- Utility bill
- Income tax assessment
- Bank statement
- Mortgage, rental or lease agreement
- Insurance policy, or
- Current employer record.

As mentioned in the candidate section of the report, despite the fact that candidates produced acceptable forms of identification, the City Clerk's Office received complaints about the validity of the identification produced by the candidates. Because of these complaints, in some cases, the City Clerk had to request additional proof from candidates prior to certifying their nomination papers.

For the 2010 election, the identification policy should be reviewed and strengthened so that only current bills, assessments and agreements would be acceptable.

That said, the City Clerk's identification policy can only go so far to protect the integrity of the municipal election. Although the City Clerk requests that electors produce identification showing their name and qualifying address prior to receiving their ballot, the *Act* allows an elector to take an oath of qualification to receive a ballot. The City Clerk's Office received many complaints regarding the oath of qualification in the 2006 election, and heard allegations that it was being abused.

To protect the integrity of the electoral process, for the first time ever, both Elections Ontario and Elections Canada are moving towards requiring voters to provide identification. For the 2010 election, it is recommended that the Province either

reconsider its decision to continue to offer the oath of qualification to individuals without supporting documentation or introduce a cut-off date for additions to the voters' list.

Proxy Certificates

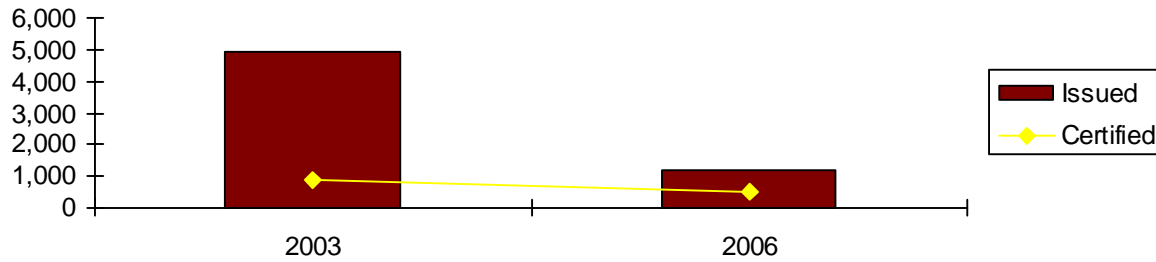
An individual who is unable to vote during the advance vote opportunities or on election day may complete a proxy application form and request that a trusted individual vote on their behalf. The *Municipal Elections Act, 1996* does not require individuals requesting proxy certificates to provide an explanation for why they are unable to attend their voting location.

In past elections, the City Clerk's Office was concerned that the proxy certificate process was potentially open for abuse. As a result, additional controls were placed on the proxy distribution process for the 2006 election. Instead of distributing stacks of proxies to candidates and anyone who requested them, prior to issuing a proxy, the City Clerk's Office wrote the name and address of the individual requiring the proxy on the proxy application and logged the information in a tracking sheet.

Proxies were not issued unless the name and address of the person requiring the form were printed on the application. Upon request, proxies were mailed to specific individuals. Once the proxy was certified by designated Clerk's staff at City Hall, 3 Dohme Ave., Scarborough, North York or Etobicoke Civic Centres, the certification date was added to the tracking sheet.

These additional control measures appear to have been effective. In 2003, 4,902 proxies were distributed, but only 873 (18 percent) were certified. For the 2006 election, a total of 1,221 proxies were issued and 490 (40 percent) were certified by the City Clerk's Office.

Number of Proxies of Issued and Certified



Tabulator and Touch Screen Procedures

The City Clerk's Office provided written detailed instructions on the operation of the tabulators and touch screens to all candidates. The document outlined the directions given to voting place staff and the procedures that were followed in the voting locations.

- encouraging the provincial government to reconsider the option of the oath of qualification and make identification mandatory, or
- suggesting the provincial government introduce a cut-off date for additions to the voters' list.

Voting Place Management

The voting place management procedures established by the City Clerk outlined:

- the staffing and equipment required for a "small" and "large" voting place,
- the responsibilities of each voting staff position, and
- the processes to be followed in the voting place.

These policies and procedures were then incorporated into the voting place training and manuals.

Recommendations

To ensure that the City of Toronto's municipal election is as accessible and transparent as possible, staff recommend:

- continuing the special elector strategies (e.g. homeless outreach, audio touchscreen),
- maintaining the strict controls on the issuing of proxy certificates, and

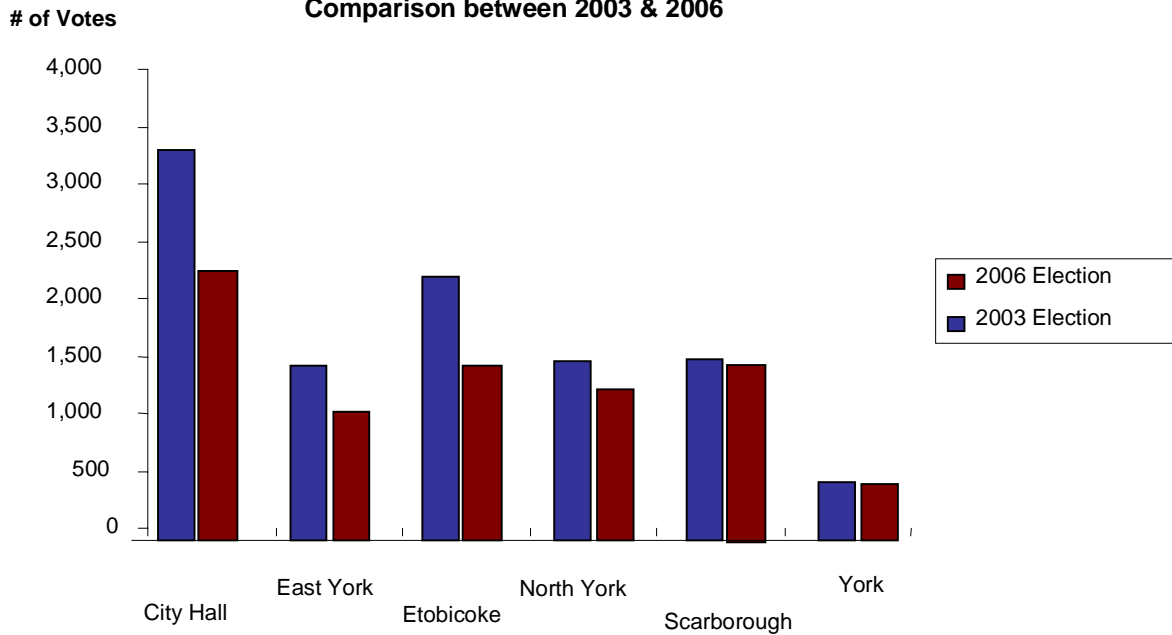
Advance Voting

Under the *Municipal Elections Act, 1996*, City Council must pass a by-law to establish advance voting dates and times. For the 2006 election, there were two types of advance voting opportunities. The first was the weekday advance vote (also known as the continuous advance vote) which took place weekdays from October 23 to November 1, 2006 from 10:00 a.m. to 6:00 p.m. at six locations throughout the City. The second was the weekend advance vote (also known as the ward advance vote) that took place on November 4 and 5 from 10:00 a.m. to 6:00 p.m. at one location per Ward – 44 locations in total across the City.

Weekday Advance Vote

Touch screen voting was used in all weekday advance vote locations. All 220 ballot types were loaded on the touch screens and that allowed electors to vote at any location across the City, which increased the convenience and accessibility of the voting process.

Weekday Advance Vote Comparison between 2003 & 2006

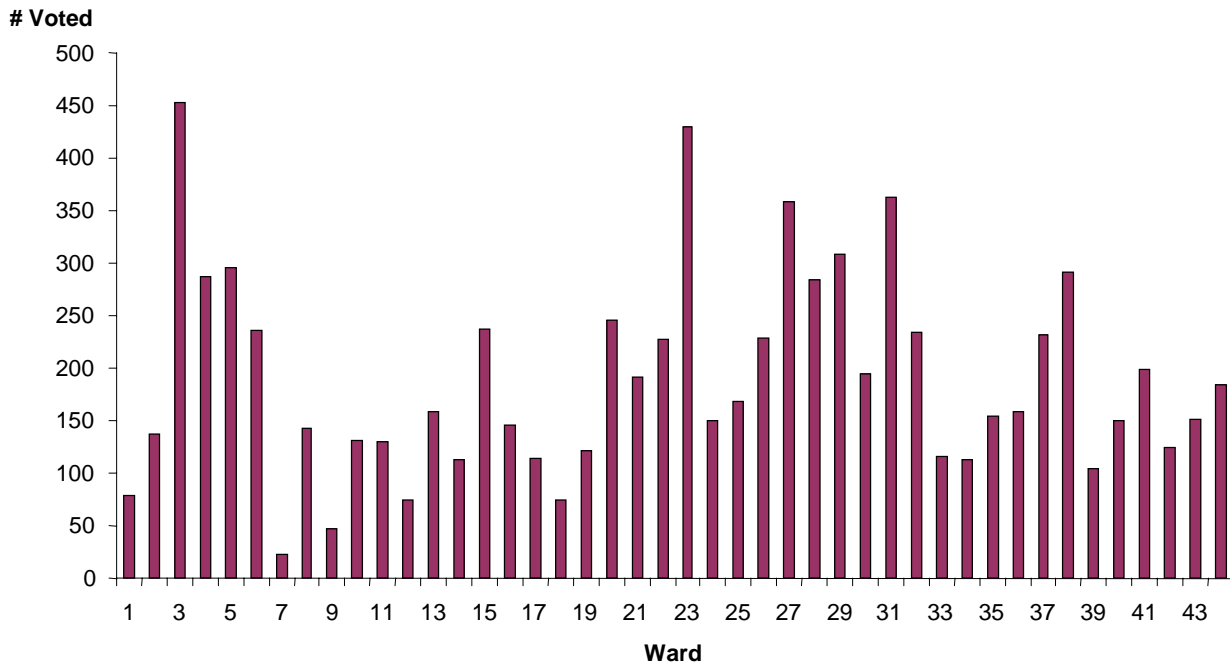


Location

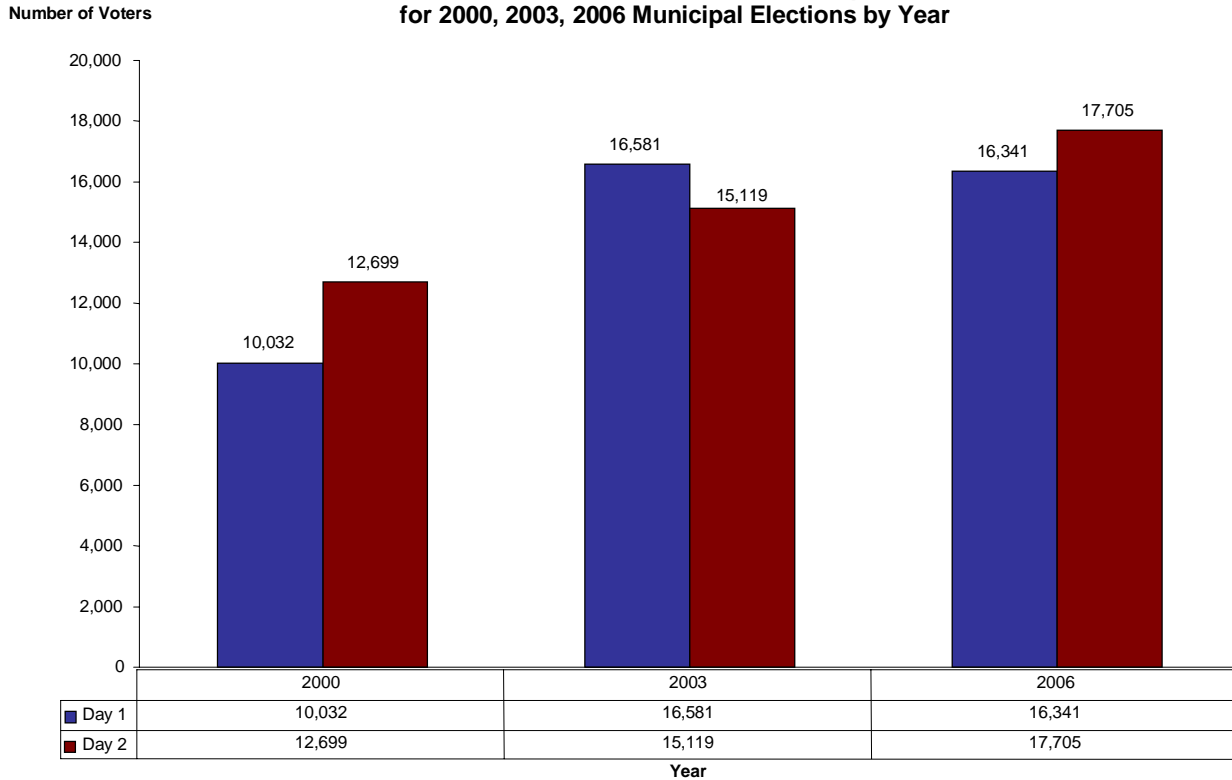
A laptop in each voting location was connected via the City's network to the voters' list information. The voters' list was updated electronically as each elector was processed. In addition, each voting location had one touch screen equipped with an audio ballot feature. This feature allowed visually challenged electors to use a headset

to listen to the ballot being read and vote without assistance. In total, 8,367 electors took advantage of the weekday advance vote opportunity. In 2003, a total of 10,899 individuals voted at the weekday advance vote. The weekday advance vote is more popular for residents of some wards in the City than other areas.

2006 Weekday Vote by Ward



**Weekend Advance Voter Turnout Comparison
for 2000, 2003, 2006 Municipal Elections by Year**



Although the touch screen voting allowed electors to vote at any location across the City, there were some people who were surprised when they arrived at the voting location and discovered that they would be issued an electronic ballot instead of a paper ballot. For 2010, advertisements about the weekday advance vote should make it clear that touch screens will be used in place of a paper ballot.

Weekend Advance Vote

In many ways, the weekend advance vote is a “mini-election” since there are 44 voting locations operating throughout the City. The events that occur and issues that arise throughout the course of the weekend advance vote can be a precursor to what will happen on the actual election day. In addition, the weekend advance vote is a final “check” for City Clerk’s Office staff since it provides them with the opportunity to monitor

and fine-tune voting place procedures before election day.

Before the weekend advance vote, City Clerk’s Office staff expected voter turnout to decline and follow a similar pattern to the weekday advance vote. The opposite occurred. 34,046 people voted over the course of the advance vote weekend, compared to the 31,700 electors who voted in the 2003 advance vote weekend.

Vote tabulators were used in each of the 44 voting locations and computers were used to electronically update the voters’ list in real-time. In order to update the voters’ list immediately, a telephone line needed to be installed in each voting location. Coordinating the installation of the analog telephone lines was a challenging and involved process that required the cooperation of the City’s Facilities’ Division, the Toronto District School Board, the Toronto District Catholic School

Board, the Toronto Library Board and Bell Canada. Each of the telephone lines that were installed were tested in advance of the weekend advance vote by City of Toronto Desktop Support. Bell Canada was asked to return to a few locations where the Desktop Support staff were unable to find a dial tone. With the exception of one location, where the analog line was switched to a digital line on the Saturday of the advance vote, all of the voting locations had operational lines.

The advance vote weekend was used as a training opportunity for the 23 Ward Managers. For the weekend, each Ward Manager acted as a Supervisor and was responsible for managing the voting locations in the wards that they would be overseeing on election day. The Ward Managers unanimously agreed that the advance vote weekend was excellent training and greatly assisted in preparing them for their election day responsibilities.

Ward 8 Issues

Over the course of the weekend advance vote, election officials were inundated with complaints about incidents that allegedly occurred at the Ward 8 voting location. The City Clerk's Office heard complaints that individuals were harassed when they attempted to enter the voting location.

There were reports that individuals were campaigning inside of a voting place and accusations that some people were attempting to intimidate voters. The City Clerk also received complaints that individuals who were not entitled to vote in Ward 8 were deliberately voting there and that some individuals were going door to door throughout the Ward impersonating election officials.

To address these allegations and complaints, additional staff were sent to Ward 8 to assist with crowd control and processing voters throughout the advance vote weekend. Two senior election officials spent all of their time trying to maintain peace and order in Ward 8 throughout the advance vote weekend. A police officer was also present to assist election staff.

After the weekend advance vote, the City Clerk and the Director of Elections and Registry Services held a meeting with the candidates in Ward 8 to discuss the allegations and inappropriate campaign staff behaviour. At the meeting, the City Clerk reiterated the candidate's rights and responsibilities and outlined the policies and procedures that are followed in the voting place.

Recommendations:

To maintain the accessibility and integrity of the advance voting opportunities, staff recommend:

- continuing to offer both weekday and weekend advance voting,
- including information about the touch screens in communications pieces, and
- requesting the Province to amend the *Municipal Elections Act, 1996* to include an independent enforcement mechanism to investigate alleged contraventions of the *Act*.

Election Day Response Strategy

An election the size and complexity of Toronto's bears a number of inherent risks. To minimize these risks and manage the 1,637 voting locations on election day, the

City Clerk's Office employs a multi-level response strategy to oversee operations through the City.

As mentioned in the training section of this report, although voting place staff are trained and provided with a number of reference materials to assist them in the performance of their duties and responsibilities on voting day, many need assistance to implement the complex procedures to process electors and to accurately complete all the required paperwork.

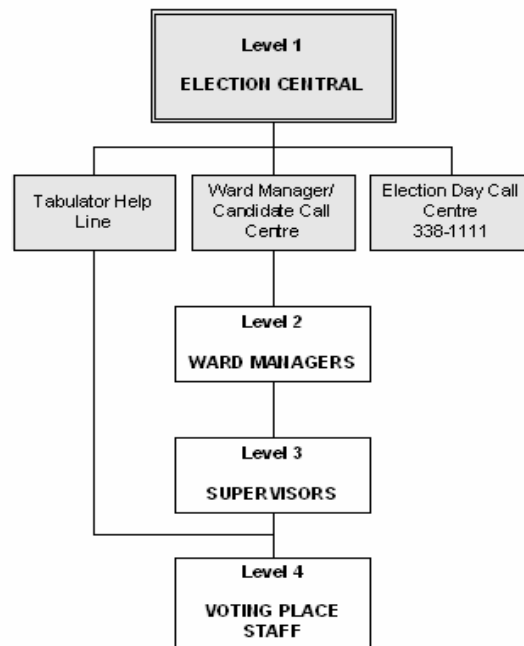
To assist the voting place staff in exercising their responsibilities, the City Clerk's Office implements a network of key management staff (Ward Managers, Ward Centre Coordinators and Supervisors) to monitor, problem-solve and provide continuous training on the correct procedures.

Election Central

For the 2006 election, Election Central was once again located at City Hall in the Council Chamber. From Election Central, the City Clerk and senior election staff were able to monitor all aspects of the election and respond quickly to any issues that developed across the City.

Special teams of staff were dedicated to complaint management, voting location management and telephone support. In addition, other Corporate staff such as legal, communications, by-law enforcement, and police services were stationed in Election Central to provide quick responses and support.

Election Day Response Strategy



Issue	#'s Recorded in 2003	#'s Recorded in 2006
Voting Place Location	63	46
Voting Place Staff (Human Resources Issues)	81	80
Voting Place Procedures	N/A	6
Where do I vote	23	4
Scrutineer Issues	16	49
Signs	3	15
Voter Access/Line-ups	36	3
Tabulator Issues	8	10
Furniture	N/A	2
Supplies	11	15
Candidate Issues	26	51
Voting place staff cancellations	134	47
Other Issues: Mike Phones (4), Media (7) & Language Issues (11)	N/A	39

On November 13, 2006 from 6:30 a.m. to 11:00 p.m., the Election Central telephone agents responded to 913 calls from the ward centres and the public in addition to 304 calls related to election recruitment. A total of 367 issue tracking sheets were completed in Election Central. The number of issue tracking sheets completed because of calls relating to problems with scrutineers increased by 67 percent and the number of candidate complaint calls doubled when compared to 2003.

The project lead responsible for candidates spent most of their time on election day listening to candidates' complaints and relaying the problems to the Ward Centres. Some examples of the complaints received were: scrutineer issues (not allowed in location, talking to voters), election signs, campaigning, candidates or scrutineers wearing coloured ribbons, and canvassing on voting location property.

While Election Central was available as the upper level of support, throughout the City there were 23 Ward Centres located in close proximity to the assigned wards that were able to provide direct assistance to the Supervisors and their voting place staff.

Ward Management

Across the City, there were 23 Ward Centres which operated under the direction of 23 Ward Managers and 25 Ward Centre Coordinators. Each Ward Manager was responsible for overseeing the operations of two of the City's 44 wards.⁶

⁶ The exceptions were Wards 27 and 28. Because of their large size, each had their own Ward Manager and Ward Centre Coordinator. An additional Ward Centre Coordinator was placed in the Ward Centres for Ward 8 and Ward 26 to assist in managing candidate issues and anticipated high voter turnout levels.

Ward Centres were staffed and equipped so that most election day issues could be addressed at the ward level. Standby staff and extra supplies were housed and dispatched, as required, from the Ward Centre.

Working as a team, the Ward Manager and Ward Centre Coordinator were responsible for anticipating, preventing and resolving the difficult problems and situations that arose on election day. For example, together they were in charge of:

- managing staff cancellations and performance issues,
- dispatching and tracking replacement workers, where needed,
- providing advice to voting place staff and Supervisors about election procedures, and
- addressing complaints about scrutineers and candidates.

To assist the Ward Management team in ascertaining what was happening in the field, each Ward Centre had approximately 20 Supervisors who monitored and supported the voting places. Supervisors were responsible for delivering and setting up the vote tabulators, ensuring that proper procedures were being followed and resolving issues with voting place staff, voters, scrutineers and candidates.

Communication between the Ward Centres and the Supervisors was conducted primarily through Mike phones. This essential technology allowed the Ward Managers and Coordinators to broadcast critical messages to all Supervisors and provided instantaneous communication for Supervisors seeking advice or reporting on critical issues in the voting place. Supervisors and voting place staff could also access the Ward Centres

through regular telephones since each Ward Centre was equipped with four telephone lines.

Election Day

Election day got off to a successful start with all of the City's 1,637 voting locations opening on time.

The Ward Centres completed a total 1,216 incident reports on election day.

Approximately 25 percent of the calls that the Ward Centres received were voting place staff clarifying procedures. Human resource issues, such as staff cancellations, accounted for 20 percent of the calls.

The number of incident reports on candidate issues increased dramatically. In 2003, candidate complaints accounted for less than 2 percent of the calls, whereas in 2006, approximately 11 percent of the incidents documented by the Ward Centres related to candidate and scrutineer issues.

The dramatic increase in the number of incidents involving candidates and scrutineers illustrates the need for an

independent enforcement mechanism that has the power to investigate alleged contraventions of the *Act*.

On average, each Ward Centre completed 28 incident reports. However, in Ward 8, the Ward Centre logged 92 issues on election day. 25 percent of the calls to the Ward Centre relating to Ward 8 were from candidates to file complaints regarding other candidates' behaviour.

The Ward Centre documented allegations of canvassing in voting locations, inappropriate scrutineer behaviour (such as wearing coloured ribbons), and accusations that some campaigns were transporting individuals from outside the ward to vote in that ward.

Because of the allegations and incidents that occurred on the advance vote weekend, a uniformed police officer was stationed at the entrance of every voting location in Ward 8. The City Clerk took this unprecedented step so that eligible electors could vote without harassment or intimidation.

Ward Management Incidents Documented

Issue	Percentage of Incident Reports
Voting Place Procedures	25
Human Resources Issues	20
Where Do I Vote?	13
Supplies	8
Candidate Issues	7
Tabulator Issues	7
Voter Access/Line-ups	6
Scrutineers	4
Signs	2
Furniture	2
Line-ups	2
Other Issues: Mike Phones (14), Media (18) & Language Issues (24)	5

In addition, staffing levels in the Ward Centre for Ward 8 were dramatically increased. Six election personnel were seconded from Elections Ontario for the day to act as roving emergency response officials and the Ward Centre in Ward 8 was equipped with an additional Ward Centre Coordinator. The additional staff that the City Clerk assigned to Ward 8 for election day were kept busy and an essential component of the response team. The Ward Centre had to respond to a major incident in Ward 8 approximately every 10 minutes throughout election day.

Although the City Clerk had the authority on election day to maintain peace and order, the Clerk did not have access to an independent enforcement mechanism that could have investigated the complaints received and if the allegations were proven, enforce the penalties set out under the *Municipal Elections Act, 1996*.

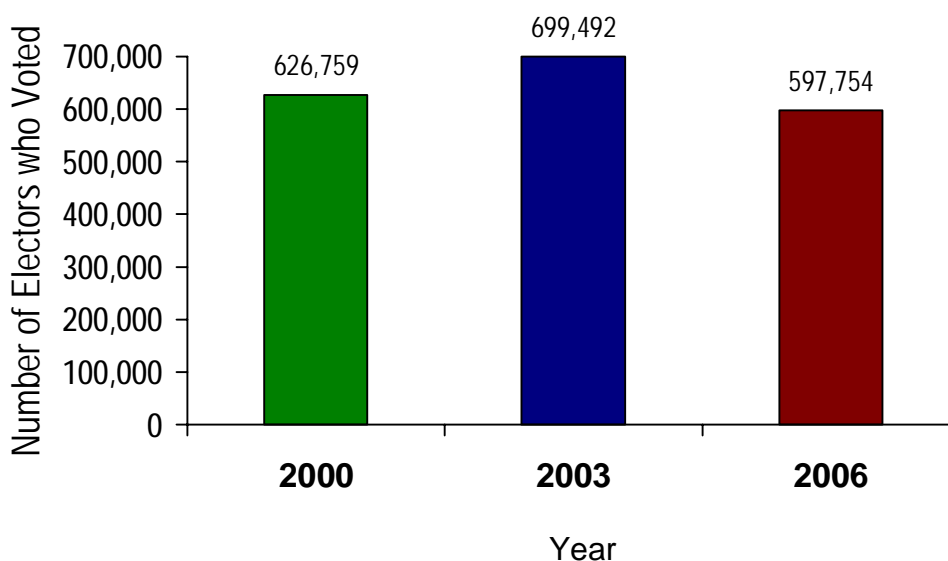
It is important to note though that Ward 8 was an exception and that the vast majority of the City's wards were managed without serious incidents. While voting place staff were kept busy throughout the day, the number of voters who cast ballots in the 2006 municipal election was lower than in 2003. A total of 597,754 eligible voters cast ballots in the 2006 municipal election compared to the 699,492 electors who participated in the 2003 municipal election.

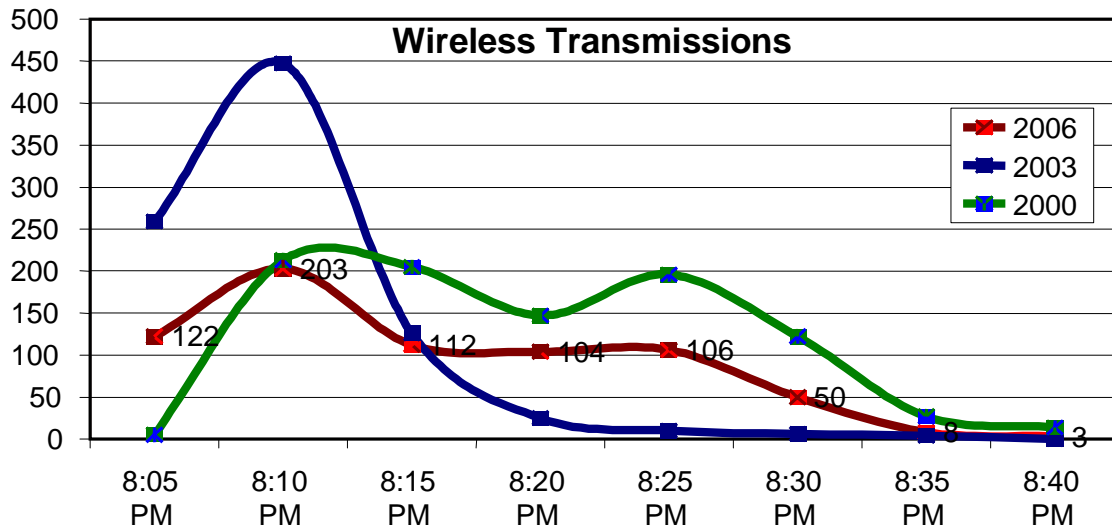
Election Night Results Accumulation

By 9:00 p.m., an hour after the voting locations closed, 90 percent of the election results had been received. Few jurisdictions can provide election night results as quickly and as accurately as the City of Toronto. In order to guarantee a high level of results reporting, on election night, three methods were used to transmit the results:

- Modem transmission,
- Telephone transmission, and
- Memory card transmission.

Number of Voters who Cast Ballots





1,100 cell phone modems were distributed by Supervisors to voting locations and attached to the tabulators to wirelessly transmit the election results after the voting locations were closed. Overall, 722 of the cell phone modems successfully transmitted their results. When compared against the 2003 election, the transmission success rate had fallen by 10% and the reduction is likely due to the aging of the equipment and infrastructure. The cell phone modems are five generations old, and the 2006 election was the last election where the technology would be supported by the telecommunications provider. As a result, staff will have to undertake a complete assessment and investigate new technologies for the 2010 election.

As a back up to the wireless method, voting location staff were also able to telephone into an election call centre. Approximately 190 telephone agents were available to receive the results and manually input them into a database.

The telephone results were considered to be “unofficial results”. The official results were the records from the memory card located in each tabulator. After the voting places were closed, the voting place staff returned the tabulators and election supplies to one of 20 receiving centres located throughout the City.

At each receiving centre, the memory cards were removed from the tabulators and the data was sent to a central database where all the results were being accumulated. Overall, there was a 228 percent increase in memory cards results reporting before 9:00 p.m. when compared with 2003. The increase in the memory card reporting is likely due to the additional receiving centres located across the City. More locations meant that M/DROs had less driving distance and could return their supplies faster.

The results from all three sources – modem, telephone and memory card – were received by TEIS and displayed on the City’s website. In addition, media outlets had access to the results via a central database supported by TEIS. In order to ensure the accurate transmission, accumulation and display of these results, three significant functional tests were conducted prior to the election.

Results “Hold Back”

After the close race and recount of the Ward 25 Councillor race in 2003, the City Clerk’s Office revised its “hold back” strategy. Since telephone results have the inherent risk of human error, a certain percentage of the results are held back until they are verified by the “official” results (either the modem or memory card transmission). For the 2006 election, the Senior Election Management Team, decided to also hold back the advance vote results.

Unfortunately, holding back the advance vote results caused some confusion in close races on election night.

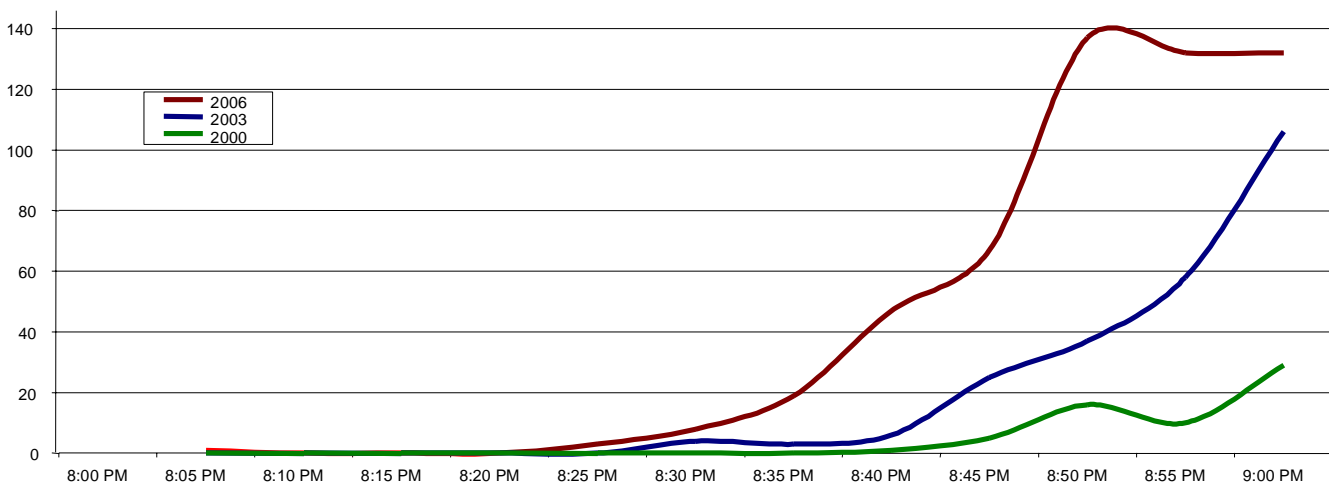
In Ward 29, for much of the evening, the incumbent, Case Ootes, was behind the challenger, Diane Alexopoulos.

Unfortunately, one MDRO did not follow proper procedure and failed to return his supplies to the receiving centre. This led to a delay in releasing the results for Ward 29.

When the advance vote results were added to the previously released results, there was a dramatic change in the balance of the votes. The advance vote results were largely in favour of Case Ootes and ended up providing him with the additional votes that he needed to win the race.

The delay in the release of the Ward 29 results highlights the need for the City Clerk’s Office to recruit reliable, qualified individuals to work in the voting places.

Remote Transmission Sites



Election Supply Retrieval

On election night, all of the vote tabulators, ballots, documentation and supplies that were used in the voting locations across the City need to be returned, inventoried, loaded onto trucks and sent to the election warehouse for secure storage.

In 2003, there was a total of 9 receiving centres across the City with a staff compliment of 478 at the receiving centres and 70 staff at the election warehouse. To improve the efficiency of the supply retrieval process and minimize line-ups at the receiving centres, the number of receiving centres used in 2006 dramatically increased.

Increasing the number of receiving centres to 20 and increasing the number of receiving centre staff to 599 was very successful and resulted in 80 percent of the supplies being returned between 8:20 p.m. and 9:30 p.m. In addition, there was a reduction in the number of line-ups and the maximum wait time for voting place staff returning supplies was 10 minutes. In 2003, some staff had to wait more than an hour to return the supplies.

Unfortunately, it was not possible to recruit enough staff to oversee the receiving of all of the supplies at the election warehouse. In 2003, 70 staff were able to unload the trucks and re-shelve the ballots, bags and tabulators by 1:00 a.m. on election night.

In 2006, there were only 30 staff, who had been working in the warehouse since 6:00 a.m. to complete the same task. At 2:00 a.m. on election night the staff were sent home after unloading all of the trucks. For 2010, the receiving strategy should be re-evaluated to determine which critical supplies need to be dealt with on election night and whether some tasks can wait for the following day.

Election Day Snap Shot

Number of voting locations – 1,637
Number of voting locations to open on time – 100%
Number of electors who voted - 597,754
Number of people who worked on the election – 10,686
Number of supplies – over two million

Recommendations:

To maintain the City of Toronto's status as a leader in the field of democratic administration, staff recommend:

- Continuing to use a multi-level response strategy to respond to election day issues,
- Maintaining the comprehensive testing of the results accumulation process,
- Using the November 2007 election review to determine the most effective role for the Ward Management Team and whether additional duties and responsibilities can be decentralized,
- Investigating new wireless technologies for both election day communication and results accumulation purposes,
- Re-evaluating the supply receiving strategy and looking for ways to automate the process, and
- Requesting that the provincial government amend the *Municipal Elections Act, 1996* to provide an independent enforcement mechanism.

Section Four: Post-Election Work

For the public, the 2006 municipal election ended at 8:00 p.m. on November 13. For the City's permanent election staff, the clean-up work for the 2006 election is still on-going. Following the election, staff are responsible for:

- Payroll Documentation,
- Supply Inventory,
- Project Reviews,
- Candidate Financial Filings,
- Rebate Contribution Program, and
- Compliance Audit Committee.

Payroll Documentation

The election is not over after voting day passes. In the two weeks immediately following the election, staff need to input the attendance records for 10,000 staff and send the payment requests to payroll for City staff and to accounts payable for external election day staff to ensure that election workers are paid in a timely manner.

Supply Inventory

All of the 2,100 election supply bags need to be emptied and the 2 million supplies need to be inventoried.

While emptying the supply bags, as quickly as possible, staff also need to conduct a manual count of the applications to amend that were completed in the 1,637 voting places to determine the final number of eligible electors. In 2006, there were 74,746 applications completed on election day.

Project Reviews

Once the warehouse is organized and inventoried, the permanent election staff turn

their attention to completing their individual project reviews.

The project reviews allow the permanent election staff to reflect on the administration of the election. Every aspect of the election is evaluated and documented.

In order to obtain a complete picture of the effectiveness of the election administration, staff hold consultations with a variety of relevant stakeholders (e.g. voting place staff, trainers, Supervisors, Ward Management team, candidates, other City divisions).

The results of the consultations are analyzed along with the actual election day documentation and are incorporated into the project reviews.

The written reviews provide an overall description of the project, outline what worked well and suggest improvements for next time.

The project reviews serve as the foundation for the project planning for the next election cycle.

Candidate Financial Filing

In late November, each candidate received a financial filing notice and copies of Form 4 (financial statement), Form 5 (financial statement and auditor's report) and Form 6 (campaign extension request). An additional notice was sent to all candidates reminding them to ensure that the calculations on their financial statement balanced.

It is the responsibility of each candidate to correctly complete their campaign financial statements. Even though in many cases these financial statements are prepared by third parties, candidates are required to sign a formal declaration that "to the best of my

knowledge and belief that these financial statements and attached supporting schedules are true and correct.”

Candidates also require an auditor's report to be filed with the financial statements when the total expenses or contributions exceed \$10,000 or if they are participating in the City's contribution rebate program. The responsibility of the auditor is to provide an opinion on the financial statements and certify that the statements comply with the *Municipal Elections Act, 1996*. While the auditor has a specific role in the financial statement process, the ultimate responsibility for the completion and accuracy of the financial statements rests with each candidate.

At its meeting of September 28, 29, 30 and October 1, 2004, Council considered the recommendations of the Toronto Election Finance Review Task Force. As a result of these deliberations, City Council recommended:

“That should the Province fail to enact the appropriate changes to the *Municipal Elections Act, 1996* prior to the 2006 election, The Auditor General, as part of his 2006/2007 work plan, review the financial statements filed by Members of Council after the 2006 election and report to Council, through the Audit Committee, on any other irregularities or inconsistencies contained therein.”

Consequently, in the spring of 2007, the Auditor General's staff reviewed the financial statements for the members of Council and produced a report. The objectives of the review were to determine whether the financial statements filed by Members of City of Toronto Council were in compliance with

the *Municipal Elections Act, 1996* and report on irregularities or inconsistencies noted during the review of the financial statements. The Auditor General's review found errors and inconsistencies in a number of the financial statement filings.

The Auditor General's June 14, 2007 report states that “It was clear that in a number of cases inadequate attention and scrutiny had been given to the preparation of financial statements. Certain mathematical errors were evident, many of which were basic in nature, and should have been identified and corrected either by the candidate or most certainly by the respective Councillors' auditor prior to the filing of the financial statements. Examples of these errors were as follows:

- Several instances where the financial statements and supporting schedules were not mathematically correct;
- Various amounts in the summary schedules not agreeing to supporting schedules;
- Various instances where income, contributions and/or expenses were omitted from the financial statements;
- Various schedules which were incomplete; and
- In cases where Councillors also submitted financial statements electronically, certain of the financial statements did not reconcile with the official hard copy filings.

A number of errors, in certain cases, resulted in the incorrect final reporting of campaign contributions received, total campaign expenses and the final surplus or deficit.”

In light of the Auditor's Report, Council may wish to revisit some of the recommendations it

made when considering the findings of the Election Finance Review Task Force.

A separate report on legislative amendments will be presented at Council's November 2007 meeting.

Rebate Contribution Program

For the 2006 election, Toronto City Council authorized a contribution rebate program for individuals who made contributions to councillor and mayoralty candidates. 160 candidates participated in the program.

The rebate program allowed individuals who donated to participating candidates' campaigns to apply to receive some of their donation back from the City. Donations of goods and services and contributions from corporations and trade unions were not eligible for a rebate.

As applications for rebates are returned to the City Clerk's Office, staff are required to enter the information into the system and verify the application against the candidate's information.

As of October 1, 2007, staff processed 9,468 rebate applications that totalled \$1,832,635.91.

The number of rebates issued will increase as candidates file their supplementary statements.

Compliance Audit Committee

At its meeting held on June 27, 28 and 29, 2006, Toronto City Council approved the establishment of a Compliance Audit Committee.

To enhance transparency and provide a check and balance to the candidates' financial

filing requirements, Section 81 of the *Municipal Elections Act, 1996* allows any eligible elector who believes that a candidate has contravened a provision of the *Act* relating to election campaign finances to file a request with the Compliance Audit Committee for the candidate's financial statements to be subject to a compliance audit.

The application for a compliance audit can be made within 90 days of:

- the financial filing date
- candidate's last supplementary filing date, if any
- the end of the candidate's extension for filing, if any.

As of October 1, 2007, the Compliance Audit Committee received five requests for compliance audits. The Committee dismissed three of the applications, although one of those requests is currently under appeal. The Committee granted the other two requests. One of these requests the City is proceeding with legal action based on the auditor's findings and the Committee is waiting for an auditor's report for the other request.

Conclusion

The 2006 municipal election presented the City Clerk's Office with many challenges. Despite an increase in the number of complaints about candidates (especially in Ward 8), receiving a preliminary list of electors that listed individuals with unconfirmed voter eligibility and difficulties recruiting qualified staff, the City Clerk's Office rose to the challenge and successfully administered the 2006 election.

Between now and 2010, the City Clerk's Office will undertake an extensive review of its election management model and will continue to investigate methods (such as those employed by Elections Ontario and Elections Canada) to improve the transparency and accessibility of the municipal electoral process for Toronto's voters.

The City's current permanent election staffing structure is insufficient and it is not sustainable for the long term. There is too much knowledge concentrated in very few permanent staff. On average, the 12 full-time, permanent election staff put in 340 hours of overtime between August and election day. That is the equivalent of working an extra two and a half weeks a month for three straight months.

If even one staff member had become seriously ill or had to take a leave for a family emergency, the City's ability to deliver the election would have been compromised. Moreover, the City Clerk needs to be mindful of the provisions of the *Employment Standards Act, 2000* when requesting staff to work so many extra overtime hours in such a short time-frame.

To remove the risk to the Corporation, and enhance the level of service provided to voters and candidates, additional resources will be required for the 2010 election. A revised management model and increased resources will allow the City Clerk's Office to establish an on-going civic engagement strategy to ensure that all eligible electors are aware of their rights and responsibilities to participate in Toronto's municipal election.

In addition, the City Clerk's Office hopes that the province will consider enacting Toronto-specific election legislation as recommended in the City Clerk's legislative amendment report.

The 2006 election demonstrated the need for the Province to:

- create an effective, independent enforcement mechanism,
- extend flexibility to the manner of preparation of the voters' list, and
- clarify issues relating to election finance reform.

The City Clerk's Office will do its utmost to continue delivering high quality services to Toronto's voters, while maintaining the integrity and accessibility of the electoral process.

Section Five: Administrative Improvements for 2010

Project Management Office

Adopt a more integrated approach to the election master plan by:

- Establishing task dependencies across projects,
- Creating a shared resource pool and assigning resources across multiple projects, and
- Employing the base-line component of Microsoft Project to track changes to the master plan.

Candidates

Staff recommend the following changes to the candidate project for the 2010 election:

- Updating the identification policy to ensure that only current bills, employment records, etc. are used to determine a candidate's qualification,
- Working with staff from MLS to amend the Election Sign By-law so that candidates will know the amount they will be charged for illegal sign removal prior to the close of the campaign period, if this is not possible, suggesting MLS send out a preliminary letter, prior to the end of the year that would inform candidates as to whether or not they will be getting a refund, and
- Changing the contribution rebate by-law so that any candidate participating in the City's rebate program must file their financial statement electronically.

Voter Outreach

For 2010, staff recommend a complete transformation in the manner in which "voter outreach" is conceptualized, including:

- Changing the focus from a "communications" project to a "civic engagement" project,
- Exploring alternative options for delivering key election messages (e.g. purchasing banners on media related websites, blogging, additional "direct marketing" strategies, holding election seminars, and placing election information in alternative public spaces such as grocery stores and shopping malls),
- Continuing to work with community, cultural, youth and tenant groups to promote the municipal election,
- Integrating the election call centre with 311, providing training and support as well as establishing a call escalation process, and
- Determining whether it is necessary to send a voter information card to every eligible elector and examining the feasibility of sending one card to every household.

Recruitment

To enhance the recruitment efforts for the 2010 election, staff recommend:

- Investigating the feasibility of on-line recruitment,
- Continuing to invite election staff who perform well to work again,
- Continuing to share potential election worker information with the provincial and federal government,
- Reviewing election staff pay rates and adjusting them to keep pace with inflation and other orders of government,

- Mailing the Student Connect information packages directly to the schools, and
- Implementing the Internal Auditor's recommendation of actively recruiting City staff for voting place management roles.

Training

Staff recommend building on the work done to date in providing accessible and effective training programs. For 2010, these efforts can be enhanced by:

- Having one Corporate contact person for the booking of City facilities,
- Incorporating technology into the delivery of the training programs (such as on-line, web-based training and DVDs or videos),
- Reducing the trainer to "trainee" ratio by recruiting more Corporate trainers,
- Emphasizing process training in the voting place staff training programs,
- Increasing the content of the Supervisor training sessions, and
- Adding an additional training workshop for the Corporate trainers.

Voting Locations

In determining where to establish voting locations for 2010, staff recommend:

- Examining the Federal and Provincial voting locations to see if the City can move towards a single voting location for elections for all three levels of government,
- Reviewing the current distribution of voting locations and determining whether locations currently in religious facilities can be accommodated elsewhere, and

- Ensuring that the voting location rental fee keeps pace with inflation and other jurisdictions.

Supplies

To improve the efficiency of the supply ordering and assembly process, staff recommend:

- Creating a supply portfolio that incorporates ward specific items,
- Colour-coding the supplies with the training manuals,
- Reviewing the weight of the supply bags with Health and Safety representatives,
- Purchasing new supply carriers with wheels so that voting place staff will not be required to lift heavy supplies, and
- Ensuring that all items have consistent, clear titles or labels that match the supply checklist.

Ballots

To enhance the City Clerk's Office rigorous ballot production quality controls, staff recommend:

- Combining the two proofing checklists into one document, and
- Determining a fleck tolerance level prior to receiving the ballots from the printer.

Technology

To ensure that the City Clerk's Office continues to use the most effective technology, staff recommend:

- Developing a dedicated project team to review the current TEIS application and suggest a plan for the rebuilding of the system,

- Ensuring that the QA process for each aspect of TEIS is standardized as much as possible,
- Updating the firmware in all the tabulators,
- Scheduling more time and resources for the preventative maintenance of the tabulators,
- Investigating and purchasing replacement technology for the results transmission,
- Continuing to investigate alternative communication technologies (such as Blackberries, cell phones, pagers) that may be available, and
- Arranging for assistance in troubleshooting issues that arise in the programming and usage of whatever communication technology is used in 2010.

Policies and Procedures

To ensure that the City of Toronto's municipal election is as accessible and transparent as possible, staff recommend:

- Continuing the special elector strategies (e.g. homeless outreach, audio touchscreens),
- Maintaining the strict controls on the issuing of proxy certificates, and
- Encouraging the provincial government to reconsider the option of the oath of qualification and make identification mandatory, or
- Suggesting the provincial government introduce a cut-off date for additions to the voters' list.

Advance Vote

To maintain the accessibility and integrity of the advance voting opportunities, staff recommend:

- Continuing to offer both weekday and weekend advance voting,
- Including information about the touch screens in communications pieces, and
- Requesting the Province to amend the *Municipal Elections Act, 1996* to include an independent enforcement mechanism to investigate alleged contraventions of the *Act*.

Election Day

To maintain the City of Toronto's status as a leader in the field of democratic administration, staff recommend:

- Continuing to use a multi-level response strategy to respond to election day issues,
- Maintaining the comprehensive testing of the results accumulation process,
- Using the November 2007 election review to determine the most effective role for the Ward Management Team and whether additional duties and responsibilities can be decentralized,
- Investigating new wireless technologies for both election day communication and results accumulation purposes,
- Re-evaluating the supply receiving strategy and looking for ways to automate the process, and
- Requesting that the provincial government amend the *Municipal Elections Act, 1996* to provide an independent enforcement mechanism.

Section Six: Appendices

Appendix 1 – Election Statistics

Advance Vote

- 10 days of advance voting opportunities
- 8,367 electors voted during the weekday advance vote, a decrease of 23 percent compared to the 2003 election
- 34,046 voters participated in the weekend advance vote, a 7 percent increase over 2003
- 42,413 electors voted during the weekday and weekend advance voting; in 2003, 42,599 electors took advantage of the advance voting opportunities

Ballots

- 220 different types of ballots for the City of Toronto
- 1.98 million ballots were printed

Budget

- \$6.45 million budget
- \$5.58 million actuals

Call Centre

- call centre answered 97 percent of incoming calls compared to 88 percent in 2003
- 80,646 calls received, a 37 percent decrease in calls compared to 2003
- 7,205 calls received on election day, compared to 13,508 calls on election day in 2003, a 47 percent decrease
- 199 calls, representing 20 languages, transferred to Language Line

Candidates

- 456 candidate names on the ballot
- 498 nominations received, a 21 percent increase compared to 2003

Office	2000 Election	2003 Election	2006 Election
Mayor	26	44	38
Councillor	141	199	275
Toronto District School Board	65	54	97
Toronto Catholic District School Board	46	41	38
Conseil scolaire de district du Centre-Sud-Ouest	5	3	5
Conseil scolaire de district catholique Centre-Sud	2	4	3
Withdrew Nomination/Changed Office	26	50	42
Total	311	395	498

Communications

- Decrease in visits to the election website:

	Vote 2000		Vote 2003		Vote 2006	
	Users	Pages	Users	Pages	Users	Pages
September	6,296	18,284	45,563	68,841	15,321	135,350
October	15,259	53,373	103,040	151,964	118,722	242,779
November	43,481	526,109	214,426	1,444,974	236,566	632,631
Election Day	12,503	297,993	96,272	846,151	47,691	179,246
Totals	77,539	895,759	459,301	2,511,930	418,300	1,190,006

Election Day Response

- 913 calls received by the Election Central Call Centre

Proxy Certificates

- 1,221 proxies issued and 490 were certified by the City Clerk's Office

Recruitment

- 42 percent of the election day staff had previously worked the municipal election
- 12,710 interviews conducted
- approximately 10,000 staff were recruited for election positions
- 18.5 percent decrease in the number of City employees recruited to work the election

Results

- 1,100 cell phone modems were attached to the vote tabulators to transmit results
- 722 cell phone modems successfully transmitted results
- 228 percent increase in memory card results reporting before 9:00 p.m. when compared to 2003

Special Strategies for Electors

- written election information was available in 17 languages
- a touch screen voting unit was equipped with the audio ballot feature at all weekday advance vote locations
- 15 drop-in centres and hostels were used as voting locations, an increase of 3 locations compared to 2003

Supplies, Distribution and Receiving

- 2,100 supply bags containing over 2 million items were distributed to election day staff
- 80 percent of all supplies were returned between 8:20 p.m. and 9:30 p.m.
- 20 receiving centres were available for the receipt of supplies, a dramatic increase compared to 2003 when only 9 receiving centres were used

Training

- 42 trainers conducted 610 training sessions over the course of 15 days
- 97 percent of the voting place staff thought the training was easy to understand
- 96 percent of the voting place staff thought that the reference materials were easy to read

Vote Counting Equipment

- Tabulator help line received 392 calls on election day, and 79 percent (308) of the issues were resolved on the phone. This is similar to 2003, when 78 percent of the calls to the tabulator call centre were resolved over the phone.

Voter Information Cards

- 1,437,335 voter information cards were printed
- 936,856 packages were mailed

Voters' List

- 1,521,121 electors on the final voters' list

Voters' List Statistics	2000	2003	2006
Population	2,529,300 ^A	2,456,735 ^A	2,503,281 ^B
No. of Electors on the Preliminary List of Electors	1,615,210	1,654,382	1,699,787
No. of Unconfirmed Electors on Preliminary List	N/A	N/A	(276,682)
No. of Confirmed Unknown Eligibility Records Added Back	N/A	N/A	30,170
Additions/Corrections During Revision Period	1,932	3,203	3,873
Deletions During Revision Period	(58)	(2,643)	(409)
MPAC Supplementary List	45,549	(9,656)	(14,039)
Elections Ontario ^C	0	91,060	0
Continuous Vote Additions	N/A	2,107	962
Continuous Vote Deletions	N/A	(12)	N/A
Advance Vote Additions	N/A	2,472	2,913
Advance Vote Deletions	N/A	(24)	N/A
Revisions at Voting Place	72,909 ^D	84,250	74,746
Total	1,735,542	1,825,139	1,521,121
Number of Voters	626,759	699,492	597,754
Number of Revisions at Voting Place as % of Those Who Voted	11.6%	12.7%	13.2%
Number of Revisions before Voting Days as % of Those Who Voted	0.31%	0.46%	0.56%
Voter Turnout	36.1%	38.3%	39.2% ^E

^A – 2001 Census data, Statistics Canada

^B – 2006 Census data, Statistics Canada

^C – In 2003, a provincial election was held in early October. Elections Ontario provided the City with the provincial revision information so that those individuals could be added to the City's voters' list

^D – This number contains both the additions at the Weekday and Weekend Advance Vote

^E – The voter turnout percentage will vary depending on the denominator.

Voting Locations

- 6 weekday advance vote locations
- 44 weekend advance vote locations

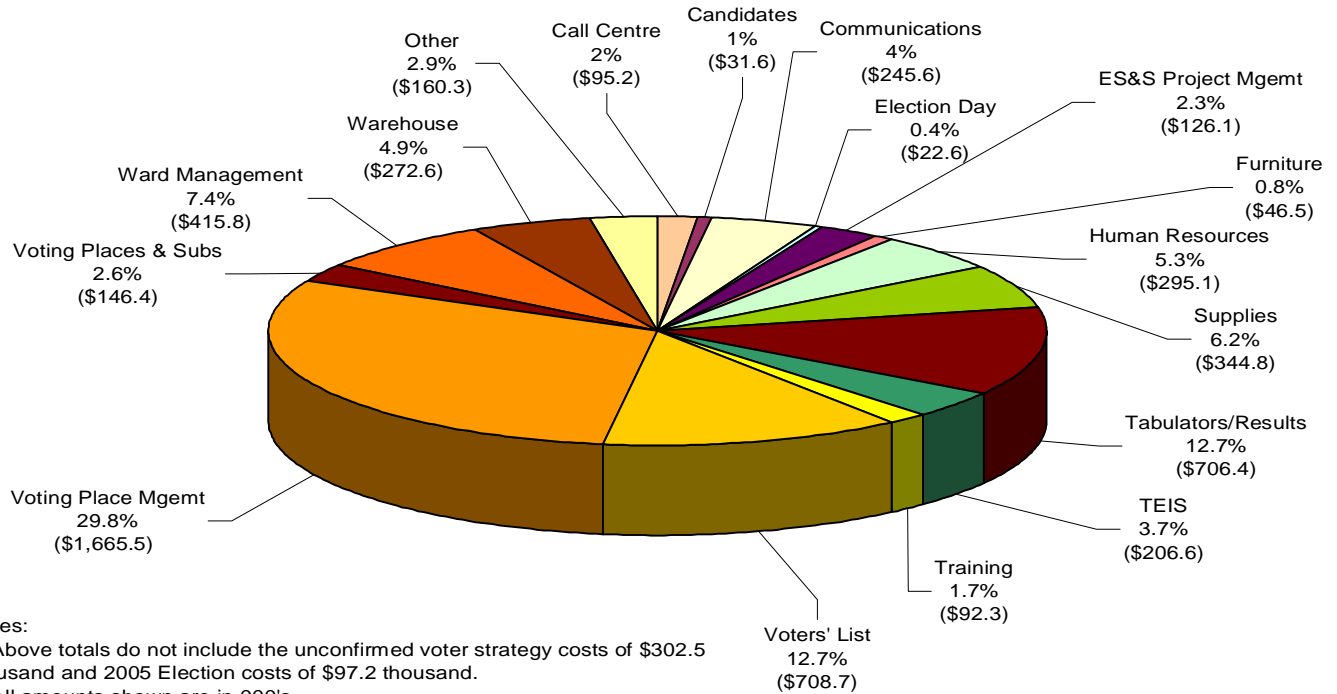
Total number Election Day voting places	1,637
Apartment / Condominiums	475
Public Schools	444
Catholic Schools	142
Religious Buildings	133
Toronto Community Housing Company	112
Nursing Homes	103
Recreation Centres / City-owned buildings	80
Seniors Homes	65
Legions, Private Schools, Private Community Centres, Universities	50
Public Libraries	24
Hostels	9

Voter Turnout

Although voter turnout increased from 38.3 percent in 2003 to 39.2 percent in 2006, there was a decrease in the number of electors who cast ballots in the 2006 election. In total, 597,754 eligible electors cast ballots in the 2006 municipal election, which is a 15 percent decline when compared to the 699,492 electors who voted in 2003.

Appendix 2 – Election Budget

**2006 Municipal Election
Gross Expenditures by Project
as a percentage of Total Actuals (\$5,582.1 thousand)**



**2003 Municipal Election
Gross Expenditures by Project
as a percentage of Total Actuals (\$5,103.6 thousand)**

