

2014 Toronto Election Report

your city. your vote.



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About this Report

This report gives an overview of the administration of the 2014 City of Toronto Municipal Election, as well as providing recommendations for continued improvement and plans for future elections.

The 2014 City of Toronto Municipal Election was held on October 27, 2014 to elect a mayor, 44 city councillors and 38 school board trustees.¹

The City Clerk administered the election in accordance with the requirements of the Municipal Elections Act, 1996 (“MEA”) and relevant City by-laws. The principles of the MEA guide the work of the City Clerk’s Office when conducting an election. These principles state that:

- The secrecy and confidentiality of the voting process is paramount
- The election shall be fair and non-biased
- The election shall be accessible to the voters
- The integrity of the voting process shall be maintained throughout the election
- There is to be certainty that the results of the election reflect the votes cast
- Voters and candidates shall be treated fairly and consistently
- The proper majority vote governs by ensuring that valid votes be counted and invalid votes be rejected so far as reasonably possible

The report is divided into four sections:

General Overview: summarizes the main highlights, pressures and recommendations from the 2014 municipal election. This section can be read as an executive summary of the full report.

Advance Vote: provides an overview of the highly successful Advance Vote story. This “election within an election” was the product of intensive review of the 2010 service delivery model and the increased demand of voters for more options to vote.

Conducting the 2014 Election is broken down into seven sub-sections:

1. Candidates
2. Public Engagement and Communications
3. Recruitment and Training
4. Voters’ List
5. Voting Locations
6. Technology and Results
7. Election Budget

Moving Forward: explains how the City Clerk is planning for the next municipal election in 2018 and beyond. The themes of modernization and legislative change are explored; specifically, how the City Clerk’s Office plans to meet the evolving needs of Toronto voters while maintaining the integrity of the electoral process within the principles of the MEA.

¹ The office of school trustee for Conseil scolaire Viamonde, Ward 4 was acclaimed

Elections of the **future** will
embrace **modernization.**

City Clerk's Message



It is with pride and pleasure that I present this report documenting the administration of the City of Toronto's 2014 Municipal Election, the fifth general election since the City's amalgamation in 1998. This report reflects the culmination of four years of work and planning by staff; a ten-month election campaign period with more than 600 candidates vying for 84 elected offices; efforts of countless volunteers; the professional conduct of over 15,000 short term election workers; and the decision of nearly one million Toronto voters to exercise their democratic right to vote for their municipal government representatives.

Conducting an election in the fourth largest municipality in North America is much more than a complex logistical exercise. It requires

a commitment to legislative compliance, democratic principles and the equitable treatment of all candidates and voters. Every aspect of the election must be accessible to voters, from the voting locations to the design of the City's election website. A successful election requires coordination among an army of staff and short term workers from across the City and within City Hall, a vibrant civil society, strong candidates, an informed media and an engaged electorate. In 2014, we had all of these ingredients in spades. By any measure, whether it be voter participation, election campaign period, media coverage, technical delivery, or accessibility, this election was the biggest and best in our city's history.

There were many lessons learned from the challenges faced during the preparation and conduct of the election. Changing technology and legislation continues to push and pull innovation in elections. The 2018 Municipal Election will present new challenges and opportunities for which we are now planning. For instance, although our vote tabulators have served Toronto voters well since 2000, we need to assess whether they require replacement or further upgrades in order to be used in future elections. In 2014, steps were taken to introduce Internet and telephone voting for persons with disabilities; although there was not enough time to build a secure and accessible Internet and telephone voting system, we continue to investigate the feasibility of such a system and other alternative voting methods for 2018. Other changes for 2018 include new ward boundaries and revisions to the *Municipal Election Act, 1996* (MEA).

For 2018, as was the case in 2014, my staff and I are committed to modernizing our electoral process by embracing technology, planning for legislative changes and making it easier and more convenient for voters to vote while maintaining the integrity of the electoral process. We remain engaged with all stakeholders and most importantly with voters. Feedback from voters and high levels of civic engagement continue to make our municipal elections successful and meaningful.

I wish to thank all staff, City divisions, candidates and voters across Toronto for their tremendous efforts and contributions to the success of the 2014 Election.

Regards,

Ulli S. Watkiss
City Clerk

Highlights

991,754

votes cast - 19.8% increase compared to 2010

44

wards

4

school boards

220

unique ballot styles

4

new systems: MyVote, MyCampaign,
MyJob and Central Electronic Voters' List

MEA

The Municipal Elections Act, 1996 (MEA) requires the City Clerk to prepare for and conduct the City's elections for municipal council as well as local school boards on the fourth Monday of October every four years. The most recent general election took place on October 27, 2014.

Elected officials include the mayor, 44 councillors representing the City's wards, and 39 school board trustees for Toronto District School Board (22 wards), Toronto Catholic District School Board (12 wards), Conseil scolaire de district du Centre-Sud-Ouest (3 wards), and Conseil scolaire de district catholique Centre-Sud (2 wards). With over 1.8 million eligible voters, Toronto's 2014 municipal election was the fourth largest in North America.

The MEA grants authority to the Clerk to establish voting places, determine policies and procedures, hire staff and delegate responsibilities. The Clerk's role is to impartially manage a fair, open and accessible voting process in accordance with the MEA and all other applicable legislation.

Staff of the City Clerk's Office are responsible for administering the election. They plan, organize and implement the logistics of Election Day, hire and train election workers, educate and inform electors and candidates, and manage the candidate nomination process. During a four-year election cycle, staff are busy planning for the next election, maintaining voting equipment, upgrading hardware and software, testing and reviewing processes. Filing of financial reports by candidates and issuing contribution rebates to contributors will continue until early 2016.

After each election, staff also go through a formal review of current practices. These reviews allow staff to incorporate new technologies and best practices to address emerging needs and legislative changes as well as making elections more efficient. In addition, staff of the Clerk's Office must be prepared to conduct a by-election at any time to fill a vacancy in City Council or the school boards.

The 2010 post-election review focused on two issues. The first issue was the significant increase in voter turnout during Advance Vote, which stretched available resources and capacity at the voting locations.

The second issue was a court challenge that centred on the procedural error of unsigned Voters' List Change Request Forms in Ward 9. The error was attributed to high voter turnout that put additional pressure on the Ballot Officers – the staff responsible for processing revisions to

the voters' list, striking off the names on the list, and issuing ballots. Although the election results were eventually upheld by the Ontario Court of Appeals,² the case did expose a procedural weakness in the revision process.

To address the issues raised, the City Clerk reviewed the roles and responsibilities of election staff and consequently made two major changes to the service delivery model used by the City during the 2014 election:

1. Advance Vote was expanded and technology was added to more efficiently process voters. To achieve this, a Centralized Electronic Voters List (CEVL) was used so that voters would be marked as voted instantaneously, thereby ensuring that the voters' list was as accurate and up to date as possible.
2. A Revising Officer was added to every voting location during the Advance Vote and to larger voting locations on Election Day. The role of the Revising Officer was to streamline the process of amending voter information and ensure that voters' list amendment forms were completed properly. Ballot Officers were then able to focus on processing voters and issuing ballots.

² Cusimano v. Toronto (City), 2012 ONCA 907. The ruling concluded that the forms were generally filled out correctly and the act of issuing a ballot to a voter indicated that the election staff accepted or approved the voter's information.

General Overview

These changes increased capacity to serve voters on Election Day and during the Advance Vote. They also ensured effective and efficient processing of voters while maintaining the integrity of the election. However, the implementation of these changes required significantly more resources including laptop computers, a CEVL service provider, additional staff with I&T skills and I&T support and training for election staff.

While City Clerk's Office staff remain busy during the entire four year election cycle, election year itself is an extremely busy period requiring many additional staff and resources. The key dates for the 2014 election are shown in the timeline image found in Appendix A.

In addition to this report, the Clerk (as required by the MEA) has already submitted a separate report to City Council on the identification, removal and prevention of barriers that affect electors and candidates with disabilities. The *2014 Municipal Election Report on Accessibility* was submitted to Council on March 31, 2015 and is available on the Clerk's election website.

Overall coordination and management of Election Day was accomplished with a decentralized multi-level election day response strategy and operational support teams that included:

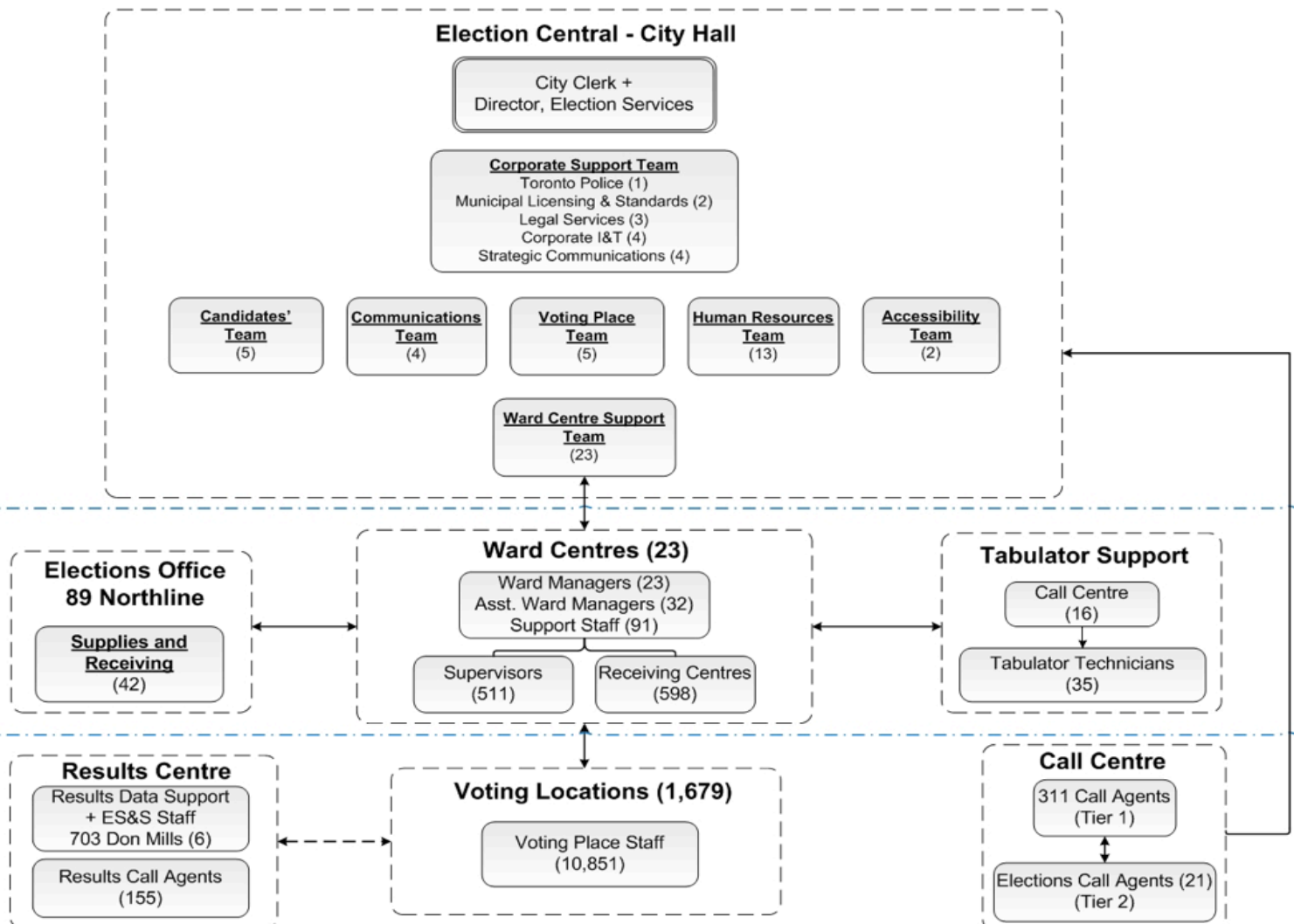
- **Election Central** comprised of the City Clerk, Election staff and senior staff from a number of City divisions including: Legal; Strategic Communications; Municipal Licensing & Standards; Information & Technology; and Police Services, in order to monitor all aspects of the election, identify trends and respond to issues.
- **23 Ward Centres** staffed by senior City staff, which oversaw 508 Supervisors who provided mobile support to the 1,679 voting places, and received voting place supplies, ballots and equipment on Election Night.
- **A Tabulator Support Team** provided technical support both over the phone and at voting places.
- **A Call Centre** paired with 311 Toronto that advised people of where to vote as well as other inquiries.
- **A Results Call Centre** with 155 agents that received results via phone.

Election Day Management Model

Event
Administration

Event
Management

Event
Support



How the election was conducted

Conducting an election is a complex administrative process with both public and behind the scenes work done on a large scale. Throughout planning and implementing the 2014 election, strict legislative parameters and accessibility requirements were met or surpassed. Key electoral functions organized by the City Clerk's Office included:

- Registering and certifying nomination papers
- Engaging, informing and educating voters
- Hiring and training thousands of Election Day staff
- Working with other City divisions and stakeholders
- Identifying, inspecting and securing accessible voting places
- Designing and printing ballots
- Testing and maintenance of all technology and systems to be used

- Performing logic and accuracy testing on all voting equipment
- Procuring, storing and disseminating tons of election materials
- Correcting the Preliminary List of Electors and distributing the voters' list
- Producing accurate and timely results

There are six main operational areas of the 2014 election discussed in this report. Each area includes a summary of the highlights, pressures and recommendations for the continued improvement and modernization of future elections. In addition, there is a brief overview of the cost of conducting the election.



Highlights

6

days of advance vote

44

advance vote locations - one per City ward

4

days of “vote anywhere” at City Hall

161,147

advance votes - 108% increase from 2010

Real-time

electronic strike-offs to the voters' list

The 2014 Advance Vote was a landmark achievement, with a record turnout of 161,147 advance voters casting ballots at 45 voting locations from October 14 to 19. Voter turnout was up 108% over the 2010 Advance Vote. Years of planning and new enhancements in staffing, service delivery, and technology meant that the Clerk's Office was able to ensure all Torontonians could exercise their democratic right to elect their local government, even if they could not vote on Election Day on October 27, 2014.

Over the past few elections, there has been a trend for more voters to cast their ballot before Election Day. The Advance Vote turnout in 2010 was 80% higher than in 2006 and this increase put pressure on the City's election staff and resources. Voters experienced significant line-ups and voting rooms in civic centres were not large enough to accommodate staff, equipment and voters. After the 2010 Advance Vote experience, it was evident that major changes were required to the service delivery model to meet the needs for increased capacity and accessibility, while maintaining the integrity of the election.

In anticipation of another record turnout, Advance Vote was expanded to six days of voting at 44 voting places, or one per ward. Voters from across the City could also vote over four days (October 14-17) at City Hall, regardless of where they resided. The "vote anywhere" initiative was challenging as voters from every ward and school support had to be accommodated. As a result, sufficient quantities of each of the 220 ballot types were required on site.³ In total, 4,231 voters cast a ballot at City Hall. Lastly, a Voter Assist Terminal (VAT) was available at each Advance Vote location, providing voters with disabilities the opportunity to vote privately and independently.⁴

In order to achieve this new service delivery model, it was necessary to have a Central Electronic Voters' List that could be accessed

and updated by election staff in real time. This was a major technological achievement as it meant that election staff in all 45 voting locations could immediately see whether someone was on the voters' list and if they had voted. To access the CEVL, 309 laptops were networked in the Advance Vote locations. As a result of these changes, voting in 2014 was a more accessible and convenient experience. The process of issuing ballots and updating the voters' list was more efficient, while the integrity of the election was enhanced. These improvements contributed to a record turnout of 161,147 during the Advance Vote - double the number of electors served in 2010 and four times the number in 2006.

³ Each ward has a unique ballot for the four different school boards (English-Public, French-Public, English-Catholic, and French-Catholic), plus a fifth ballot for non-resident owners of commercial property, who are not permitted to vote for school trustee.

⁴ The Voter Assist Terminal is an electronic ballot-marking machine that enables persons with disabilities to mark their ballot privately and independently through the use of assistive devices.



moving forward

Pressures

- **Capacity and technology.** The addition of new technology was a challenge to the set-up of Advance Vote locations. Increased logistical demands such as uninterrupted Internet hotspot connectivity, additional hardware (309 laptops and approximately 50 printers) and additional I&T support all added to voting location set-up time.
- **Staffing needs.** The new service delivery model required additional staff, more technical training and increased support from additional City departments.

Recommendations

1. Continue to provide flexible options for voting through the Advance Vote and plan for increased demand in 2018.
2. Investigate the feasibility of using technology to expand the "vote anywhere" option.

Candidates

Highlights

688

nominations processed

82

withdrawals

1

acclamation

606

certified candidates

80%

of candidates used MyCampaign

The MEA specifies the qualifications to run for office and defines the campaign period. To be eligible to run, a person must be a Canadian citizen, 18 years of age or older and reside in the City or be the owner or tenant of land and not be ineligible to be nominated or hold office. To register as a candidate, a person must complete a nomination paper, present valid identification and pay a nomination filing fee of \$200 for the office of the mayor or \$100 for the office of councillor or school board trustee.⁵ The period for filing a nomination for this election was from January 2 to September 12, 2014.

A record 688 people filed a nomination for 84 offices on city council and four school boards. Of that number, the City Clerk certified the nomination of 606 candidates -- a 27% increase compared to 2010.

⁵ Municipal Elections Act, 1996, s. 29 (1)

As required by the MEA, the City Clerk established policies and procedures and disseminated information to candidates before, during and after the campaign period so that they could fully exercise their rights. The City Clerk informed candidates about relevant components of the electoral process by means of quarterly information bulletins, printed publications, email updates, information sessions and extensive website content. The enhancement of the Clerk's election website and the introduction of the MyCampaign portal were also instrumental in providing better, more timely information to candidates.

MyCampaign was developed following the 2010 election to allow candidates to more easily obtain information specific to their office. Candidates no longer had to visit the Clerk's Office during peak periods and could download information using any electronic device. Eighty per cent (80%) of candidates used the application to access information on

the election, view campaign expense limits and track their campaign expenses. The application was also used to submit candidate contact information and download the voters' list for their specific office. Election staff responded to more than 5,000 emails and 7,000 phone calls from candidates during the campaign period.

Candidates



moving forward

Pressures

- **Number of candidates.** Since amalgamation in 1998, the number of people running for office has increased every election. This trend is expected to continue, and further increases in the number of candidates will require significant changes to ballot layout and size. While the number of candidates is evidence of our vibrant democracy, it can lead to voter confusion and create challenges for accessibility with longer and more complicated ballots. More candidates will also increase the workload to administer financial disclosure and rebates for contributors.

Recommendations

1. Further enhance MyCampaign and continue to promote its use to streamline campaign finance management and the contribution rebate program.
2. Advocate for legislative changes to modernize campaign finance and to simplify the rules for compliance.
3. Explore options for accommodating larger numbers of candidates, including redesigned ballots and the use of technology so that ballots remain clear and accessible to voters.

Highlights

85

events attended

1 million

households reached with election brochure

111,670

public calls during the 2014 election

2,683

Twitter followers

1.5 million

views on our newly redesigned website

The MEA requires the Clerk to provide electors, candidates and persons who are eligible to be electors with information to enable them to exercise their rights under the Act.⁶

One of the key goals of the 2014 election was to educate and raise awareness among voters, candidates and the media. General election information on when, where and how to vote was promoted continuously throughout the year. Other messages were time sensitive including accessible voting initiatives, nomination deadlines, election day recruitment opportunities, and MyVote. Unique messaging was required for the introduction of the Municipal Property Assessment Corporation's (MPAC's) voterlookup.ca and an Internet and telephone voting pilot project.

For 2014, the Clerk's Office launched a new VOTE logo, which was a collage identifying some of the key services the City offers. The logo was used in all communication materials and was a "call to action" to visit the election website for up to date information.

⁶ Municipal Elections Act, 1996, s. 13 (2).

As Toronto's electorate is very diverse, a broad communications plan was developed to reach all voters, including tenants, ethno-cultural groups, new Canadians, students and youth, educators, the homeless, people with disabilities, seniors, and long term care residents. The scope of the advertising plan included out-of-home, online media, print ads and the introduction of radio Public Service Announcements (PSAs). To ensure accessibility for people with disabilities, alternative formats were available including Braille, large print, electronic format, videos with American Sign Language (ASL) and captioning. Election information was provided in 24 languages in addition to English.

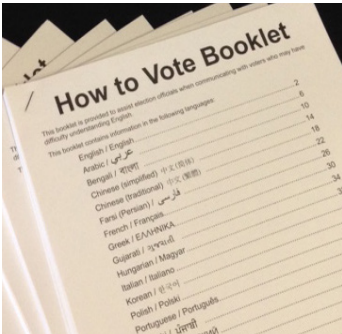
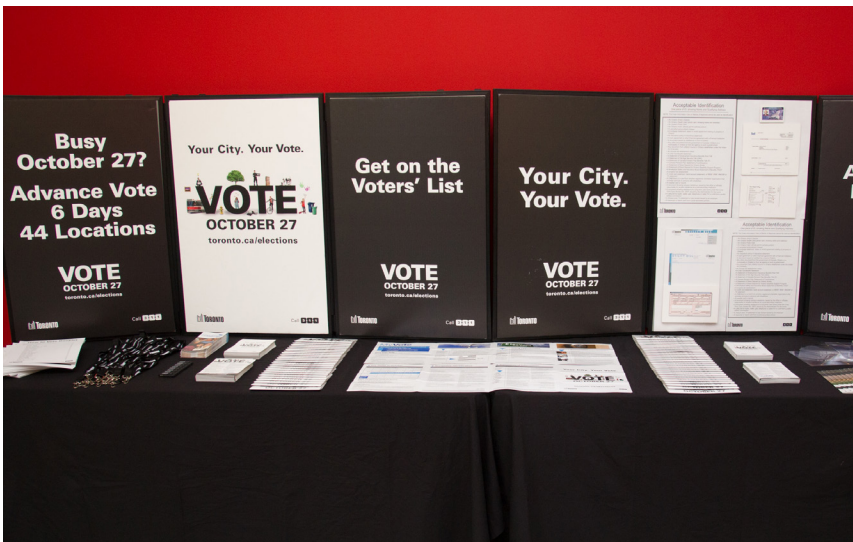
The media relations plan included news releases and advisories that were created to complement the advertising plan and support key election messaging. Emphasis was placed on a social media campaign using Twitter and Facebook – both cost effective media for quick and concise messaging. The election Twitter account, @torontovotes, had 2,683 followers, while the Toronto Votes Facebook page had 1,460 fans.

An outreach strategy was used to raise awareness and educate Toronto residents.

Staff attended 85 events and distributed more than 107,000 pieces of promotional materials to target audiences. Several initiatives were created in partnership with MPAC, Toronto Community Housing Corporation and the City's Social Development and Finance Division, including: the Election Outreach Network; the Accessibility Outreach Network; the Youth Poster and Video Contest; and Animator programs.

The strategy also involved working closely with 19 internal city divisions and communicating directly with 634 community organizations. An election toolkit was created to provide community partners with tools and information they would need to educate their communities about the election.

Public Engagement



moving forward

Pressures

- **Evolving social media tools and technology.** Election staff will embrace the challenge of adapting to rapidly changing social media in order to remain relevant and responsive especially when appealing to younger and first time voters.
- **Potential legislative changes.** Consistent and prolonged outreach campaigns are required to keep voters informed of possible electoral reforms.

Recommendations

1. Continue to build awareness and engage electors by increasing the use of social media.
2. Continue to build relationships with community partners and city divisions.
3. Continue to make election information available through multiple channels and in accessible formats.

Recruitment & Training

Highlights

15,000+

positions filled for advance vote & election day

5,192

election workers accessed MyJob

1,269

students were hired

46

schools participated in student connect

18

different training programs developed

The main objective of the election recruitment process was to ensure sufficient qualified staff were hired and trained to work at voting places on Election Day. For most voting place staff, Election Day begins at 8:30 a.m. with the set up of a voting location and ends up to 15 hours later after the results have been transmitted, the voting place closed, and the election supplies returned to the Ward Centres. Recruitment and training helps ensure that voting place staff provide the highest level of customer service possible while following policies and procedures that protect the integrity of the election. The success of the election and the confidence of the voters depend on the hard work of the voting place staff.

In 2014 voting place staff requirements increased by 25% due to additional Advance Vote days, more voting locations and the addition of a Revision Officer to all voting locations. Changes to procedures and the addition of new technology meant that more election workers required computer skills. These technological advances made it more challenging to recruit, select, hire and train qualified election workers.

To reflect Toronto's multicultural population, additional efforts were made to attract and recruit staff from diverse backgrounds with multiple language skills to work at voting locations.

In 2013, a new online recruitment system MyJob was implemented to streamline the hiring of voting place staff. The new system allowed applicants to apply, complete a pre-employment assessment and schedule an interview – all online. A total of 5,192 voting place staff accessed MyJob to view their assignment, training schedule and work place details.

Another recruitment success was the increased participation of Toronto schools and students in the Student Connect Program. This program provided youth with the opportunity to participate in the democratic process by working in a voting place in their community on Election Day. Offered to schools across Toronto since 2001, Student Connect gives students the opportunity to experience first-hand the democratic process by placing participants in voting place jobs during an election.


To ensure the successful training of election workers, each trainer went through an intensive

train-the-trainer program and was provided with standardized lesson plans and presentation materials. In total, 57 trainers delivered 941 training sessions totalling 2,970 hours to more than 15,000 election workers at the five civic centres, city hall and the Clerk's Office at 89 Northline Road. Training was enhanced by 18 online courses that were accessed over 7,000 times. This entire training program took months to prepare and was delivered in only three weeks.


Recruitment & Training



Handbook for Election Staff

 **Toronto**

toronto.ca/elections





moving forward

Pressures

- **Finding sufficient staff.** Filling so many positions in such a short period of time is always a challenge for election administrators.
- **Changing skill requirements for election workers.** As the election process continues to modernize and make greater use of technology, the skills required of election workers are evolving rapidly and the traditional workforce will have to adapt.
- **Filling staff cancellations.** Approximately 20% of all election workers hired withdrew from their work assignment in the days and weeks before the election, with 800 cancellations in the last week of hiring alone.
- **Event pay.** Given the changes in roles and responsibilities and the difficulty in attracting and retaining qualified workers, the pay scale for election workers will be reviewed.
- **Recruiting staff with second language skills.** The increasing diversity of electors in the City of Toronto requires voting place staff with additional language skills.

Recommendations

1. Continue the highly successful Student Connect Program and work closely with Toronto school boards to encourage greater participation.
2. Continue to develop and promote the online recruitment process to streamline the hiring of voting place staff.
3. Review roles, responsibilities and pay scales to attract and retain qualified staff.
4. Increase recruitment of election workers with multiple language skills in order to better serve voters who speak English as a second language.

Voters' List

Highlights

1,813,915

electors on the voters' list

2,668

proxy voter applications issued

1,605,864

voter cards mailed across the city

219,897

voters' list amendments - 42% increase

86%

increase in proxy applications processed

One of the key elements providing legitimacy to an election is an accurate voters' list. The voters' list includes each eligible elector's name, address and school support.⁷ A person is entitled to be an elector in the municipal election and included on the voters' list if on Election Day he or she,

- a) Resides in the City of Toronto, or is the owner or tenant of land, or the spouse of such owner or tenant
- b) Is a Canadian citizen
- c) Is at least 18 years old, and
- d) Is not prohibited from voting by law⁸

Municipally, unlike our counterparts at the federal and provincial levels, there is no single organization responsible for the voters' list. Rather, the list is a shared responsibility between Municipal Property Assessment Corporation (MPAC) and the City Clerk. Both entities are responsible for different aspects of the list at various times in the process.

⁷ School support options are: English Public, English Catholic, French Public, French Catholic or Non-Resident. Non-resident commercial property owners or their spouses are not eligible to vote for school board trustee and can only vote for Councillor and Mayor.

⁸ Municipal Elections Act, 1996, s. 17 (2)

The legislative framework places responsibility for the collection of elector information with MPAC, and the responsibility to revise the voters' list with the Clerk. The MEA requires MPAC deliver a Preliminary List of Electors (PLE) broken down into wards and voting subdivisions, to the Clerk on or before July 31 of an election year. The PLE is derived from MPAC's database of municipal property owners and tenants.

After receiving the PLE, the Clerk has one month to correct the list for obvious errors. For the 2014 election, 971 records were removed. This total consisted of: duplicate records (541); incorrect street index (190); missing street number (143); invalid birth date (81); or missing municipality (16).

Once corrected, the PLE became the "Voters' List". Toronto electors could check to see if their name was on the voters' list by:

- using the online application MyVote
- visiting the City Clerk's Offices at City Hall, Scarborough, North York, and Etobicoke
- calling the City Clerk's Office at 416-338-1111

Toronto electors could add themselves to the voter's list or make changes to their information during the Revision Period, from September 2 until October 27. During this period, an elector could complete the **Voters' List Amendment Application** form at any of the Clerk's offices, or download and mail it in.⁹ However, most electors chose to make these changes when voting during Advance Vote or on Election Day, which increased the time required to vote.

⁹ Municipal Elections Act, 1996, s. 24 (2)

Voters' List

For 2014, the City Clerk's Office took a number of steps to improve the quality of the voters' list, including:

- Partnering with MPAC to promote Voterlookup.ca, a tool that allowed eligible electors to check that they were on the list and add themselves if they were not.
- Partnering with the Toronto Community Housing Corporation (TCHC), the Tower Renewal Program and MPAC to encourage tenants to check that they were on the list.
- Launching MyVote, an online application that allowed voters to verify they were on the list, beginning September 2, 2014.
- Providing a call centre and counter staff at five Clerk's Office locations across the city, allowing electors to verify/update their information in person.

In total, 219,897 revisions (additions or corrections) were made to the voters' list. Of those revisions, only 3,769 (1.7%) were made during the revision period that began on September 2. The majority of revisions (216,128 or 98.3%) were completed at the voting place. The total number of electors on the voters' list grew to 1,813,915, a 13.2% increase over 2010.

Proxy Voting

If electors were unable to vote in person on Election Day or during the Advance Vote, they could appoint a proxy to vote on their behalf. Proxy voter applications could be requested by e-mail, regular mail, or in person at one of the City Clerk's offices. In order to be certified, a proxy voter was required to present their application in person and show identification. Proxy voters were also required to be eligible voters in the City of Toronto.¹⁰ A record 2,668 voter proxy applications were issued (an increase of 86% over 2010) and 1,224 proxies certified.

¹⁰ Municipal Elections Act, 1996, s. 44 (7)

moving forward

Pressures

- **Accuracy of voters' list.** Despite the best efforts of the Clerk's Office and MPAC, the accuracy of the voters' list continues to be a challenge.
- **Increase in voters' list revisions on Election Day.** The majority of electors request revisions to the voters' list at Advance Vote and on Election Day resulting in a longer processing time.
- **Process for proxy voting.** Despite certifying a record number of proxy voters, many voters expressed frustration with the lengthy and complicated proxy voter application.

Recommendations

1. Continue to work with MPAC to increase the accuracy of the voters' list prior to Election Day.
2. Investigate ways that voters can update their voter details through online self-service applications.
3. Continue to work with community organizations to raise awareness of how to get on the voters' list.
4. Request the Province to review the proxy process and requirements to make it easier to use and access.

Highlights

1,679
voting places

3,358
facility inspections conducted

65
transition strips/ramps installed

37
custom door handles installed

1,005
accessibility officers hired for voting places

Under the MEA, the Clerk is required to establish the number and location of voting places that are both convenient and accessible to electors with disabilities. As the Clerk cannot compel building owners to install accessible amenities, finding voting places that are convenient, accessible and available continues to be a significant challenge. The MEA requires the Clerk to establish voting locations in the following locations:

- Institutions for the reception, treatment or vocational training of members or former members of the Canadian Armed Forces.
- Institutions in which, on nomination day, 20 or more beds are occupied by persons who are chronically ill or infirm.
- Retirement homes in which, on nomination day, 50 or more beds are occupied.¹¹

In addition to the above, the Clerk established the following criteria when selecting voting locations:

- That electors are not required to travel a distance greater than an 800 metres radius from the voting place;

¹¹ Municipal Elections Act, 1996, s.45 (7)

- Space for a voting location be provided in residential buildings containing 300 or more dwelling units, or fewer units where the area facility does not have the infrastructure to accommodate the increased number of electors from the building;
- That electors not be required to cross major arterial roads, valleys, rivers or other man-made or natural boundaries, unless pedestrian access is available via a traffic light, crosswalk, pathway, or bridge; and
- Consideration be given for buildings with residents with special needs and buildings with a high percentage or number of senior residents where feasible.

Based on experience and feedback from the 2010 Election, Clerk's staff recognized the need to physically inspect each voting place on multiple occasions and meet with on-site representatives to ensure their accessibility and availability on Election Day.

In the spring of 2013, three Clerk's staff with a background in building science inspected more than 1,850 potential voting places. Each potential voting place was assessed to ensure that the follow accessibility criteria were met:

- Accessible parking with appropriate signage. If there was no accessible parking space a regular parking space would be designated as accessible use only.

- A barrier free route of travel from the parking lot/sidewalk to the building's accessible entrance. The route had to be firm, slip-resistant, level, and clear of obstructions such as pre-mounted signs, cement blocks, parked cars, garbage dumpsters, etc.
- At least one accessible entrance connected to an accessible route. The entrance was required to be wide enough to accommodate scooters and wheelchairs.

Other general criteria for voting places included:

- adequate interior lighting
- adequate heat
- on-site washroom for use by election staff
- unencumbered access
- a minimum space of 40 m²
- preferably, access to a telephone
- electrical outlet within 15 m

Voting Places

Where necessary, modifications were made to existing voting places to make them accessible. However, it is becoming more difficult every election to identify sufficient accessible voting places that do not require substantial modifications.

Of the 1,850 voting places inspected, 1,679 were deemed to be available and accessible, or could be made accessible through the installation of a temporary ramp, transitional strip, custom door handle or by assigning an Accessibility Officer. In total, 37 temporary door handles and 65 temporary ramps or transitional strips were installed and 1,005 Accessibility Officers were hired for locations without automated power door openers or to operate an elevator or direct voters to the accessible entrance, if it differed from the main entrance.

Each of the 1,679 voting places was re-inspected in spring of 2014 and again in the fall to ensure their availability and accessibility.

The 1,679 voting locations used in 2014 represented an increase of 117 locations, or 7.5%, from the 2010 election. The need for additional voting places was due to the number of newly occupied condominiums as well as a review of the 2010 voter turnout figures.



moving forward

Pressures

- **School concerns about security.** Principals are increasingly wary of hosting a voting place due to security concerns over the public having open access to school buildings during the school day. The lack of a permanent solution to this challenge will continue to make it difficult to coordinate with school boards and principals on the use of schools.
- **Planned school closures.** School closings will put further pressure on the Clerk to find accessible voting locations in our communities as there is heavy reliance on the use of schools as voting places.
- **Lack of accessible locations.** Aging infrastructure and a lack of renovations meant that many potential voting locations were not accessible to AODA standards.

Recommendations

1. Continue to lobby the school boards and the provincial government to have a Professional Development (PD) day on Election Day.
2. Continue to conduct multiple inspections of voting places beginning in early 2017.
3. Whenever possible ensure voting locations are accessible by public transit.

Voting Equipment & Results

Highlights

98%

results received by 9 p.m. on election day

1,900

tabulators prepared, tested & deployed

50

VATs prepared, tested & deployed

100%

accuracy of results delivered by tabulators

574

technical support calls on election day

Every voting location was equipped with a vote tabulator.¹² The vote tabulators scanned the paper ballots marked by voters and recorded the votes onto a memory card. When voting locations closed at 8 p.m., voting place staff turned a key inside the tabulator to produce results, which were both printed and sent wirelessly to the City Clerk's Office via modem. This technology allowed the City Clerk to announce the unofficial results on election night quickly and accurately.

A tabulator call centre was established to provide tabulator technical support to staff on Election Day.

¹² By-law 79-2000 was enacted to authorize the use of vote-counting equipment for municipal elections.

The call centre received 574 calls between 7 a.m. and 9 p.m. The issues included: ballot feed/paper feed/printing problems (38.9%); operator/procedural problems (36.4%); technical errors (14.3%); and missing supplies (3.3%). The remaining 7.1% of the calls were classified as “other”. About 86% of the issues were resolved over the phone. The remaining issues were resolved by tabulator technicians deployed to specific locations as required.

In addition to the tabulators, 50 Voter Assist Terminals (VATs) were prepared and deployed during Advance Vote and on Election Day. The Voter Assist Terminal is an electronic ballot-marking machine that enables persons with disabilities to mark their ballot privately and independently through the use of assistive devices including audio, Braille keypad, sip/puff devices and rocker paddles. A VAT was available at every Advance Vote location and at one location in each ward on Election Day. A total of 654 voters used the VAT in 2014, an increase of 160% over 2010.

Immediately after the close of polls at 8 p.m. on election night, election staff at each of the 1,679 voting locations began processing and reporting results from the vote tabulators. Results were communicated by modem transmission within minutes of the polls closing from 88% of voting locations. The remaining locations phoned in their results by 9 p.m. (one hour after the close of polls). All results were later verified by downloading the data from tabulator Smart Cards.

Voting Equipment & Results



moving forward

Pressures

- **Aging tabulators.** The City's vote tabulators were procured in 1999 and have been used in five municipal elections (2000, 2003, 2006, 2010, and 2014), four by-elections and 45 contract elections.¹³ The tabulators' current 2G modems will not be supported by mobile network providers in 2018. These modems must be upgraded, to enable the tabulators to wirelessly transmit the election results in 2018.
- **Changes to the electoral system.** The current review of the MEA may lead to changes in the municipal electoral system as early as 2016. These legislative changes may require modifications or even replacement of existing vote tabulators.

Recommendations

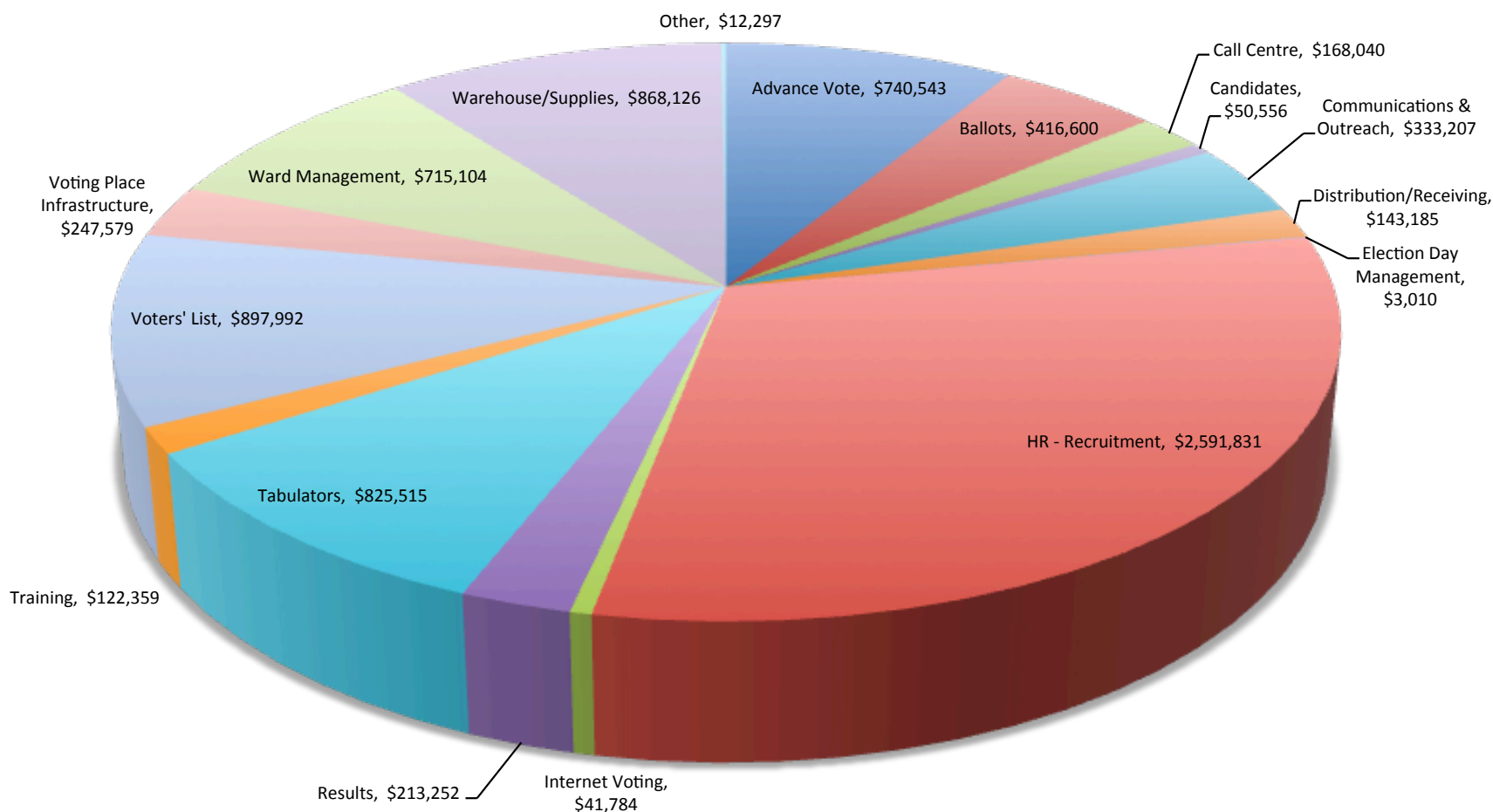
1. Investigate the feasibility of upgrading or replacing existing tabulators for the 2018 municipal elections in order to meet challenges of changing technology and a potential change to the method of voting and tabulating results.
2. Investigate new technology that allows people to vote anywhere, including the capability to print ballots "on demand" and mark voters as voted on a centralized electronic voters list.

¹³ Figure includes elections for both jurisdictions and organizations.

Election Budget

The overall expenditure for the 2014 Municipal Election was \$8,390,900, which increased by 21% over 2010, due to an expanded Advance Vote model, increased number of voting locations and additional staff requirements.

As shown in the chart below, the biggest cost, as in most elections, was human resources. Staffing needs increased significantly over 2010 due to the expansion of Advance Vote (number of days and locations), the addition of a Revision Officer at each voting location and an increase in the number of voting locations.



Other areas where there were cost increases included:

- **Ballots** – Printing costs increased as more ballots were printed due to the increased number of voters, expanded Advance Vote and the addition of a “Vote Anywhere” location at City Hall. The ballot size also increased from 14” to 17” to accommodate the increased number of candidates.
- **Advance Vote** – The increased number of locations, operational days, and the addition of technology increased the cost of this program. The new Advance Vote model allowed Election Services to meet the demands of a voter turnout that doubled from 2010.

moving forward

Pressures

- **Increasing voting population.** The number of voters in Toronto will continue to increase for each election. More voters requires more voting locations, staff, ballots and associated technology.
- **Changes to ward boundaries.** Changes to ward boundaries, and possibly the number of wards, will require the identification of new voting locations, ward management offices and the hiring of additional support staff.
- **Increases to service level.** The public demand for more convenient ways to vote will require more technology and voting methods to be explored and piloted. Staffing and technology costs are expected to increase accordingly.

Recommendations

1. Continue to pursue cost effective strategies of maximizing the life of the current vote tabulators. For example, by upgrading the modems of the vote tabulators.
2. Embrace technologies that reduce the numbers of election staff requirements. For example, doing more recruitment and training on line and pushing services such as the contribution rebate program and voters’ list updating to an online self-service model.

moving **forward** to 2018

Preparations for the 2018 Municipal Election are well underway. The City Clerk remains committed to modernizing the electoral process, while at the same time increasing the level of service and accessibility for all voters and adapting to legislative changes. The Clerk is aware of the increased risks to the integrity of the election that new technology can bring. In addition to complexity and risk, new technology can also increase the cost of an election and require more resources to integrate with other systems used by the City. Therefore, the Clerk will seek to balance the convenience that new technology brings with the principles of the Municipal Elections Act, while controlling the cost of administering municipal elections. In order to maintain this balance between convenience, integrity and cost while preparing for 2018, the City Clerk and the staff of the Clerk's Office will follow three guiding principles.

1.Integrate Technology. The Clerk will continue to innovate and investigate how technology can best be used to enhance the voting experience and election processes including:

- Looking at what additional election services can be provided online to increase customer service and realize efficiencies
- Working with partners to increase the accuracy of the voters' list
- Educating voters and candidates on changes to legislation, campaigning and voting
- Disseminating election material and information through a variety of media
- Making greater use of technology to allow voters to choose when and where to vote
- Engaging voters of all ages
- Enhancing online tools for candidates to manage their campaigns



VOTE HERE

2. Make Voting Easier. In response to the demand for convenience of stakeholders and the growth in voter turnout observed during the past two election cycles, the Clerk is committed to finding ways to making voting easier, including:

- Providing more ways and opportunities to vote
- Continuing to demonstrate a commitment to accessibility by meeting or exceeding AODA requirements
- Working with partners to provide more convenient ways for voters to update their information on the voters' list
- Piloting new technologies and continuing to explore the feasibility of voting online

3. Adapt to Legislative Changes. Two potential legislative changes are on the horizon that could radically alter how the Clerk's Office administers the election, how voters vote and how candidates campaign.

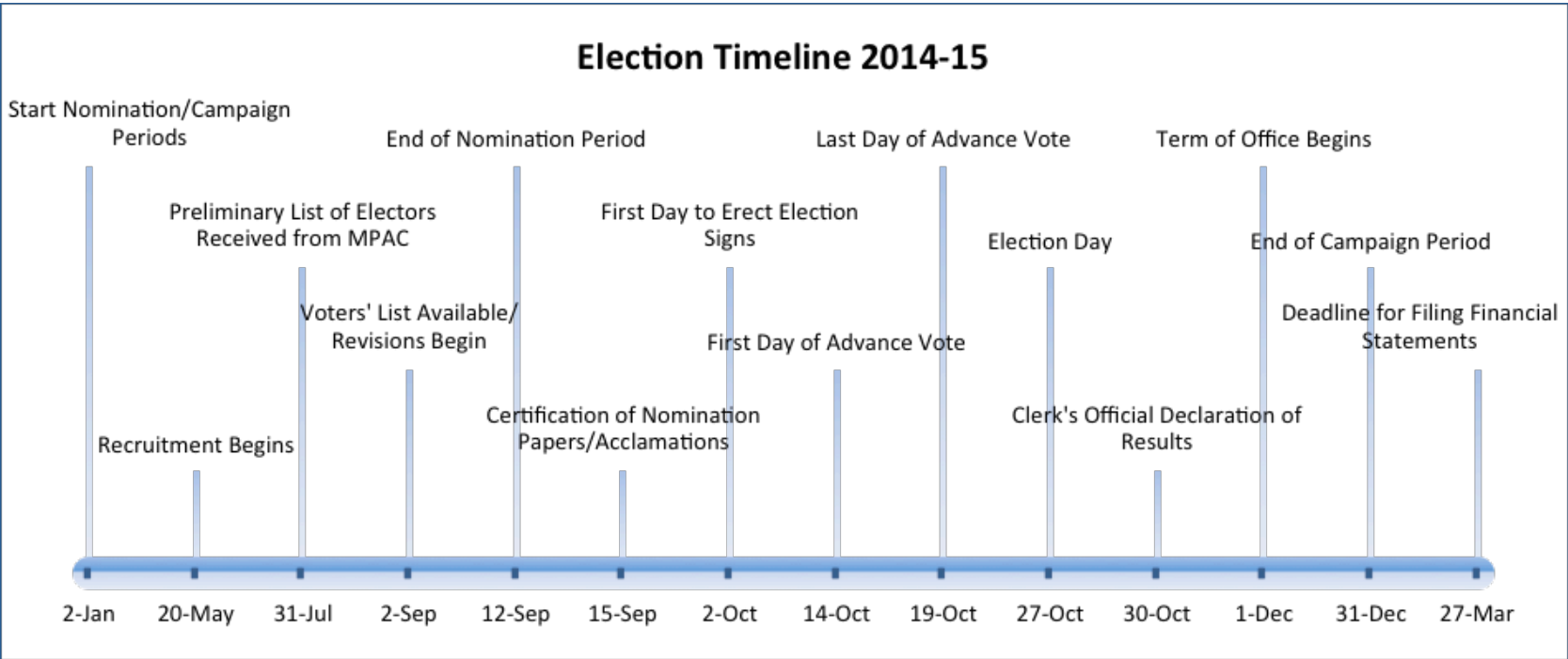
- The on-going **Toronto Ward Boundary Review** will result in changes to ward boundaries and possibly the number of

wards and elected offices in the City of Toronto. These changes will impact on the location and number of voting places, the design of ballots and the number of staff needed to administer the election.

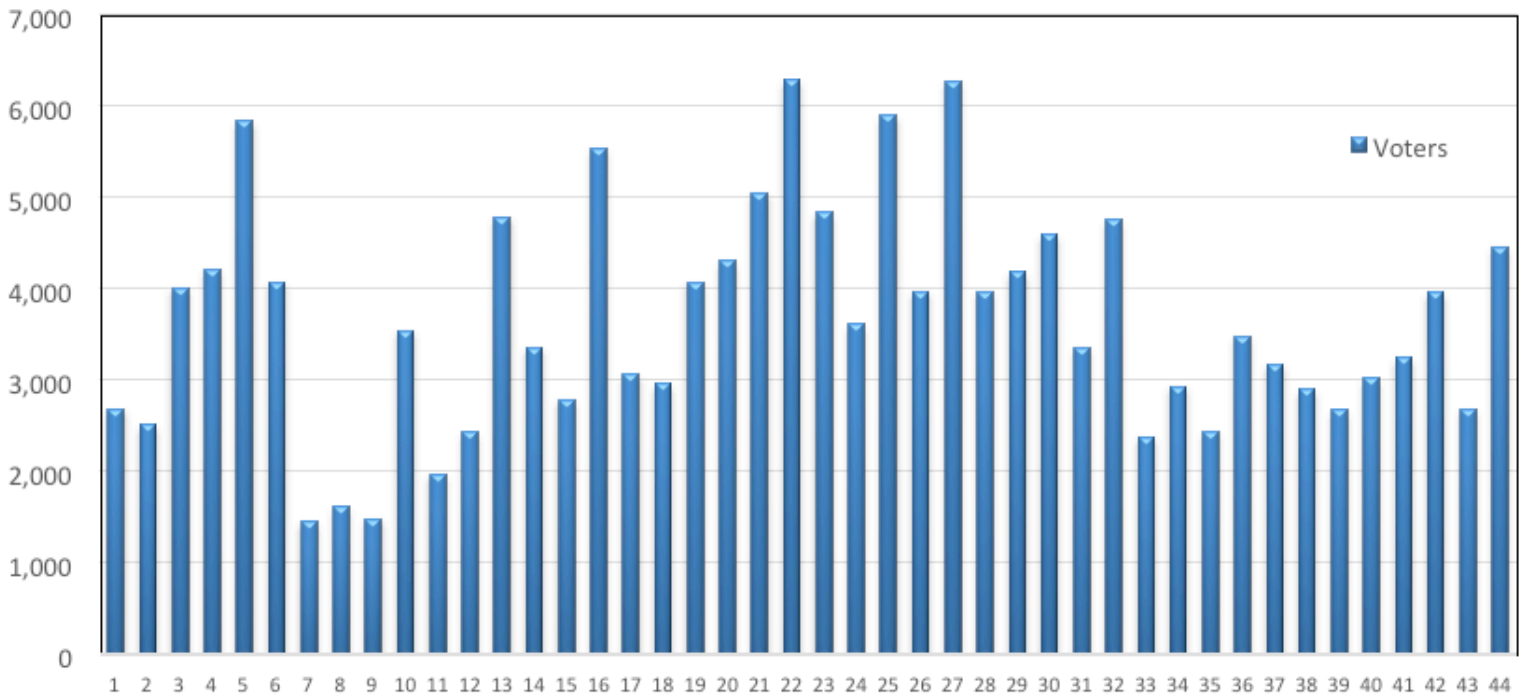
- **The review of the Municipal Elections Act.** Although we do not yet know the extent of changes to the MEA, we anticipate legislative changes will affect our processes, systems and education.

Moving forward to 2018 and beyond, the City Clerk and staff of Clerk's Office will continue to innovate and refine the election process. The lessons learned from 2014 and previous elections will be built on and technology will be further integrated to enhance voter experience and streamline the administration of elections. External pressures such as evolving technology, new legislation and the changing demographics of the electorate demand that the planning and administration of elections continually adapt, while at the same time remaining true to the principles of democracy and universal franchise.

Appendix A: Charts & Graphs

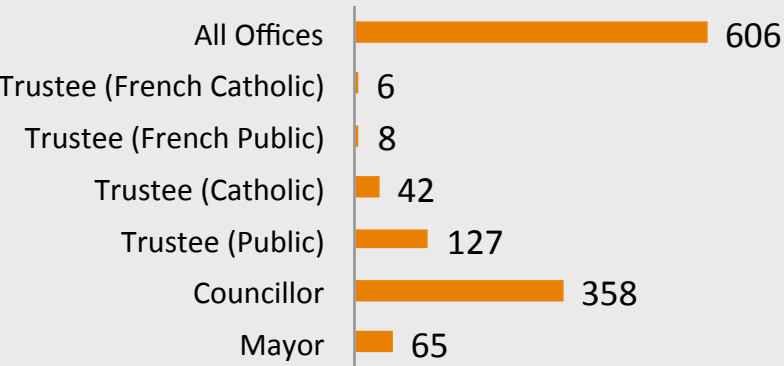


2014 Advance Vote Turnout by Ward



Candidates

Certified Candidates



Nominations and Certifications

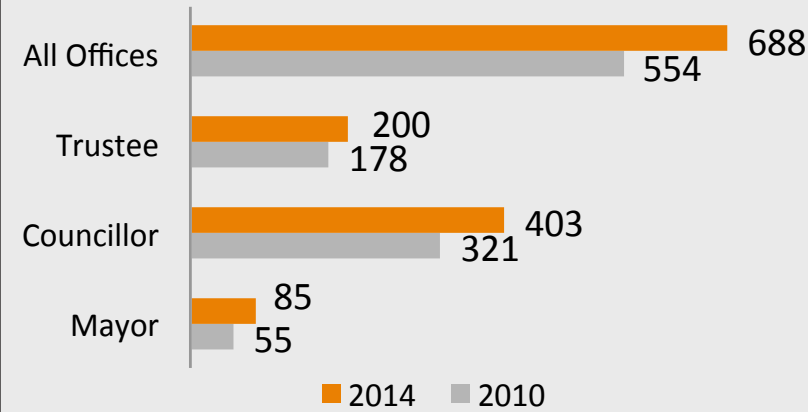
A record number of nominations were filed of which 606 were certified, a 27% increase over 2010.

82 withdrawals were received before the deadline on Nomination Day.

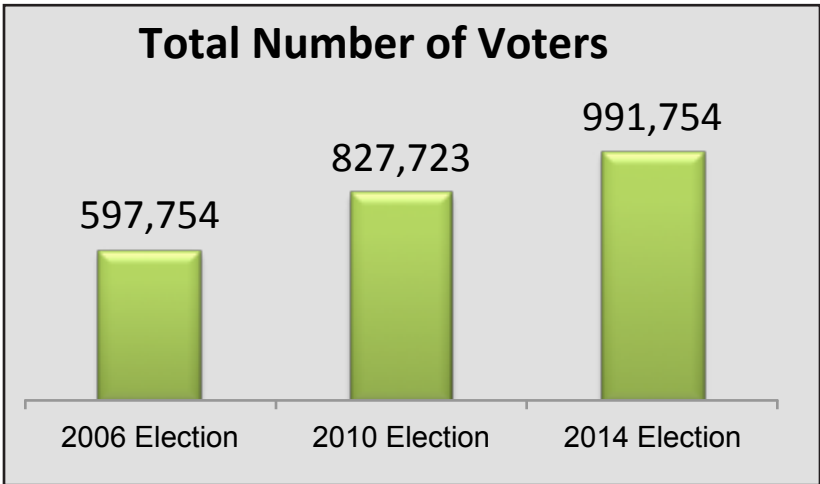
Number of Calls to Candidate Info Line - 2014



Nominations Filed

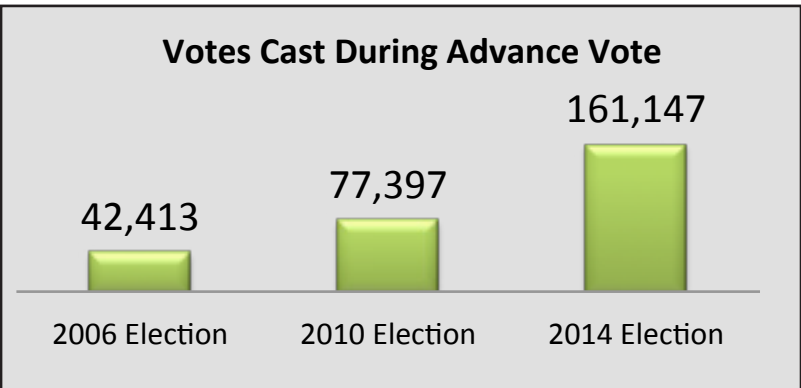
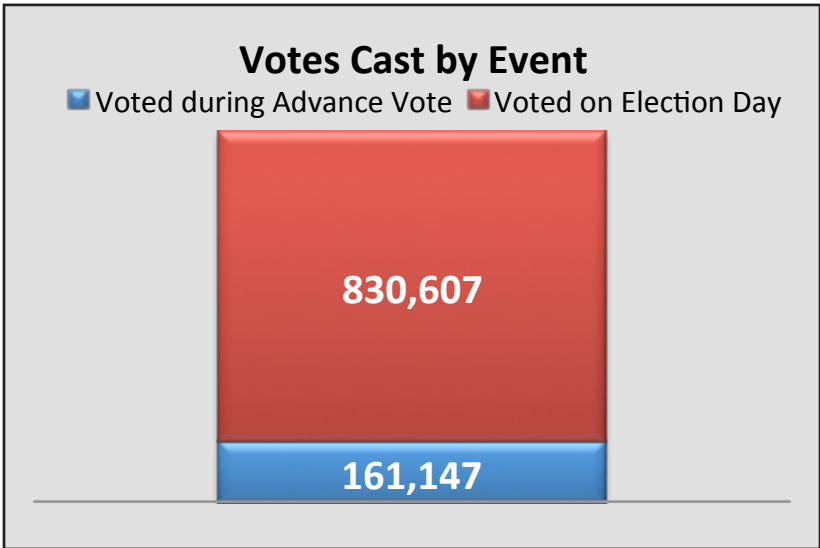
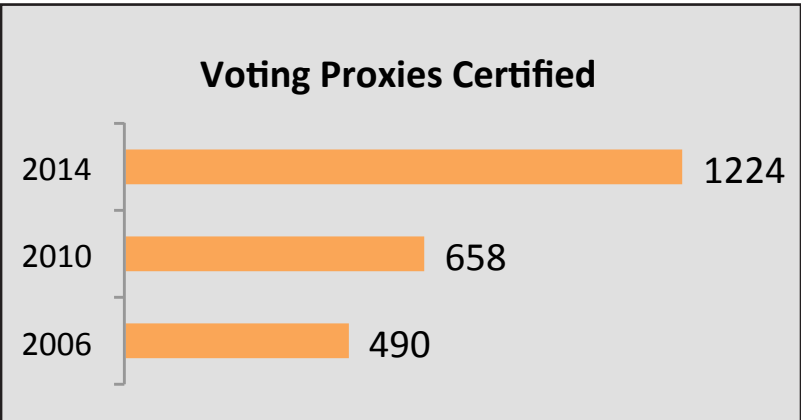


Voting Trends

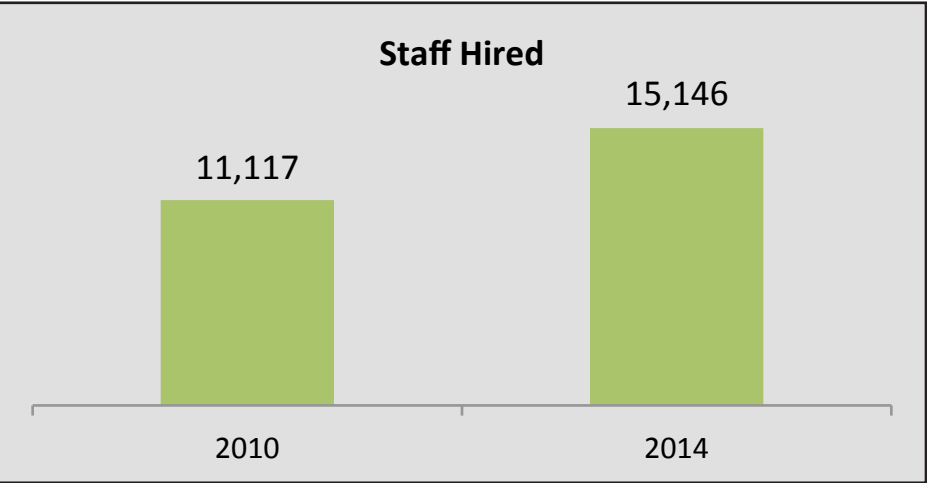


There were 219,897 revisions to the voters' list, with 1.7% completed through Election Services and 98.3% completed at the voting place.

The number of voting proxies certified has increased 150% over the last 3 elections, with 1,224 certified in 2014.

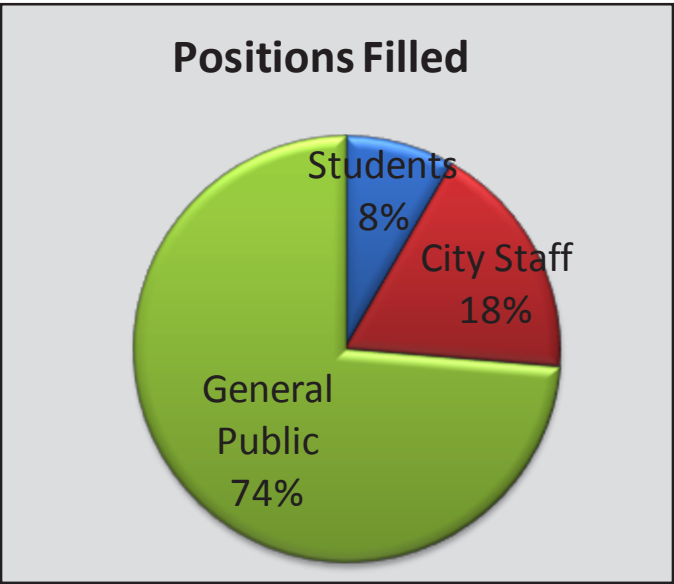
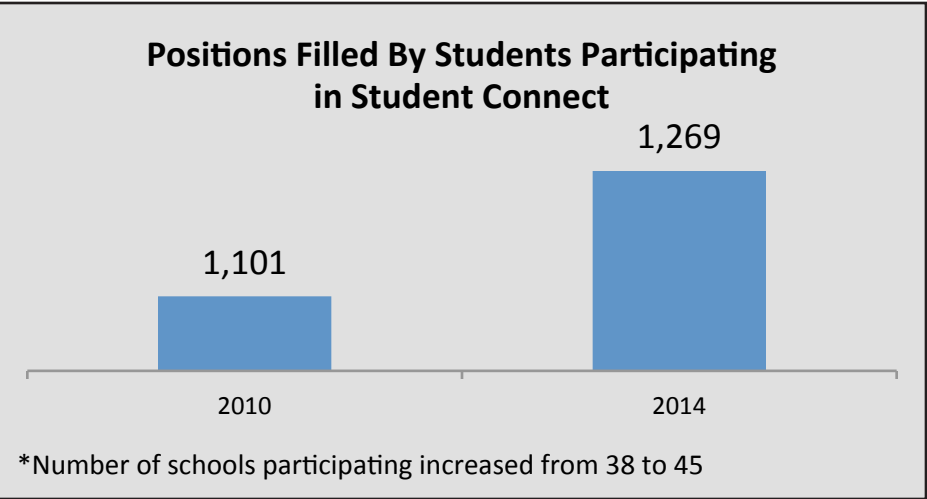


Employment Trends

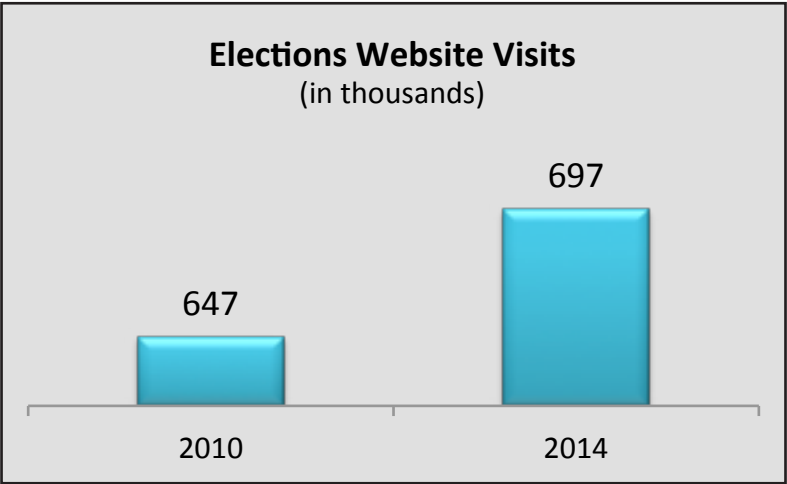
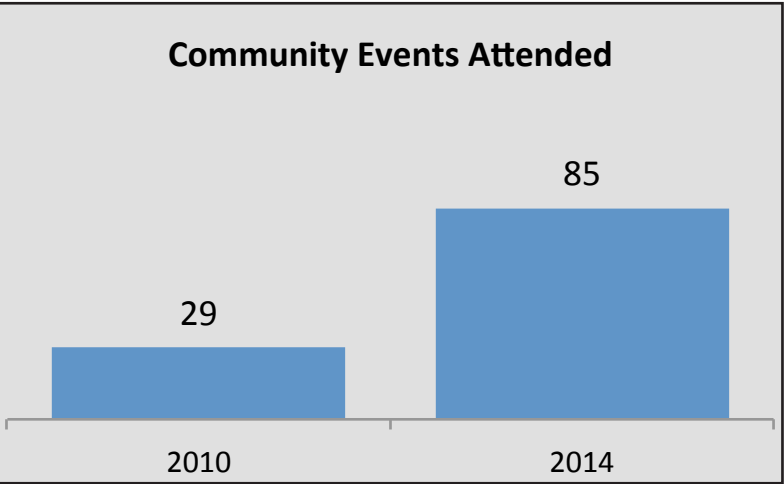
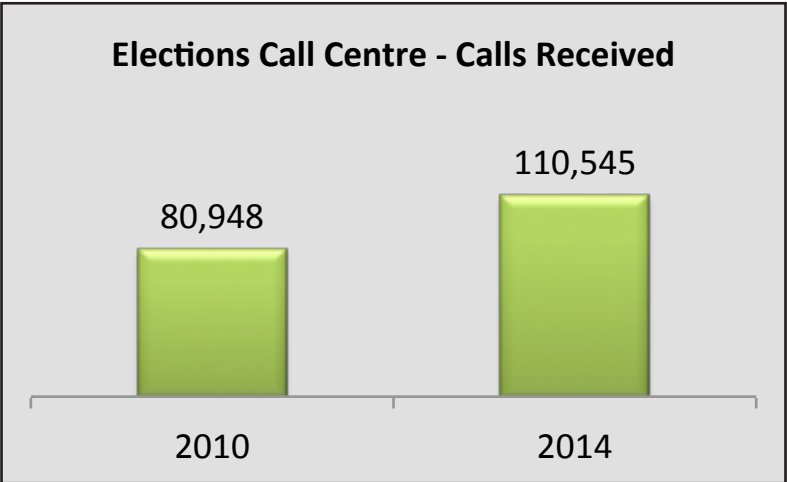
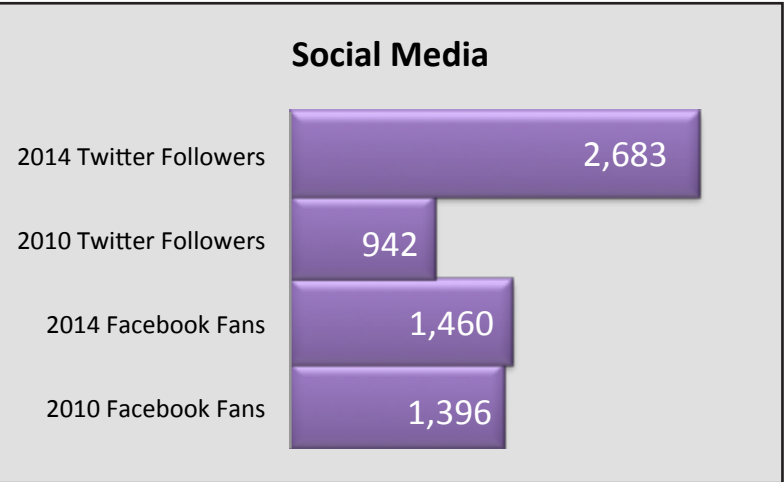


Training
941 training in-class sessions totalling 2,970 hours, were conducted by 57 trainers from across the City.

Training was enhanced with 18 online courses reinforcing training messages and election processes. The online courses were accessed 7,069 times.



Communications and Outreach



toronto.ca/elections