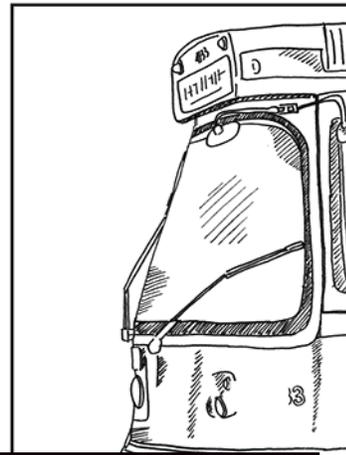
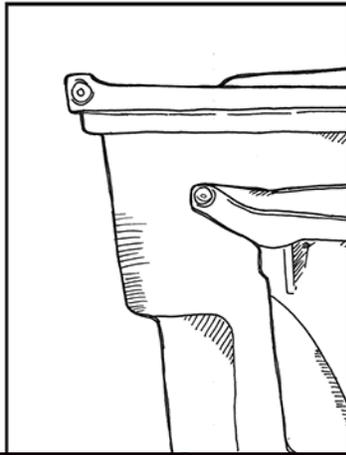
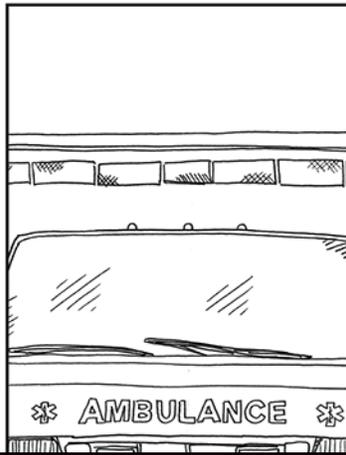
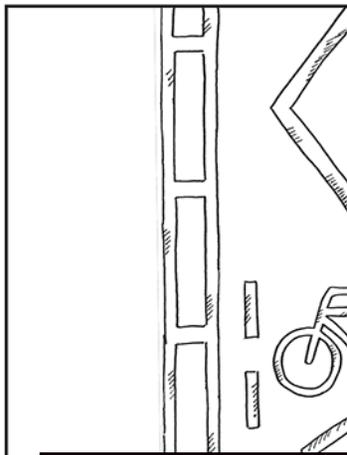
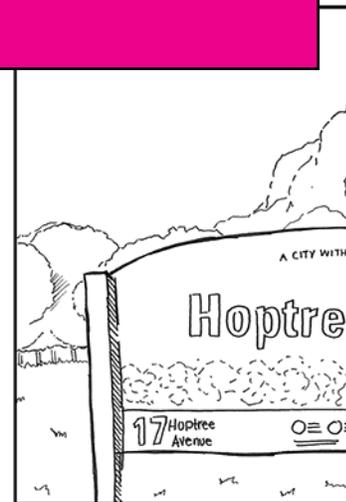
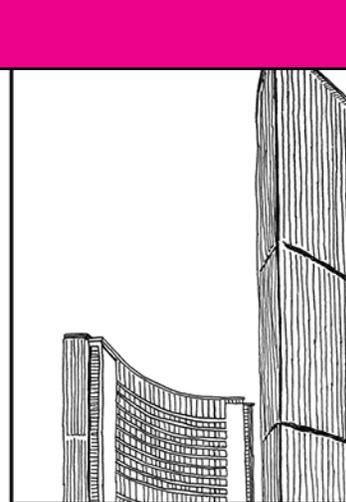
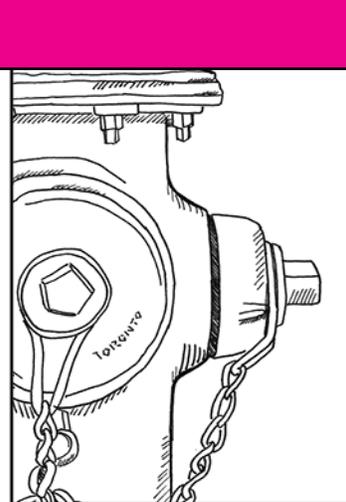
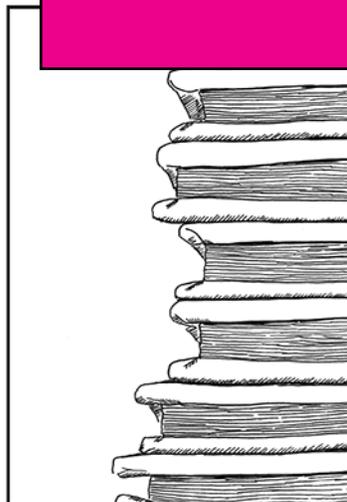


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# 2018



## MUNICIPAL ELECTION REPORT



## CONTACT US

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# MESSAGE FROM THE CITY CLERK

It is with utmost pride and gratitude that I present the City of Toronto's 2018 Municipal Election report. The 2018 election was unprecedented. It challenged our ability to adapt to unforeseeable changes. It tested our collective resiliency and strengthened our determination to deliver an election in which all Toronto electors could exercise their right to vote. I am very proud of and thankful to our Election team who, when faced with these unexpected challenges, persevered to deliver a successful election.

Between late July and mid-September 2018, provincial legislation and court decisions brought unforeseen changes to the administration of the election. The number of wards were reduced from 47 to 25 two times resulting in the need to have three separate nomination periods for the offices of Councillor and School Board Trustee.

Both legislative changes and subsequent court challenges required the preparation and implementation of numerous contingency plans to ensure that we could deliver an election that would foster trust and confidence of electors. It was critical that we were prepared for both options in this changing environment.

The City's ward boundaries are essential to Toronto's local government system and central to how our local government works. Ward boundaries are the foundation to planning an election. Toronto's election is the fourth largest in North America, with over 1.8 million eligible electors, 16,000 Election Day staff, 1,700 accessible voting places and 501 candidates.

Certainty that the election would be administered under the 25 ward model was provided on September 19, 2018, leaving only 20 days before the advance vote period and 32 days before Election Day to produce and test 2 million ballots, realign and test all systems and equipment, reassign all voting place staff and redistribute supplies.

Staff successfully administered the election within unprecedented short time lines. We provided accurate information to electors, candidates and third party advertisers, and successfully administered the election on October 22, 2018 to elect a Mayor, 25 City Councillors and 39 School Board Trustees across four school boards.

In addition to the uncertainty around the election, changes to the City's ward model had significant implications for the City's governance system, as well as the constituency and office needs of members of Council. City Clerk's staff led several cross-divisional teams to develop an interim governance system and ensured incoming members had the tools and resources required to meet their needs under the new system.

The lessons learned from the challenges we faced throughout this election will help us maintain our driving focus to continue to modernize and develop best practices. We will continue to engage the residents of the City of Toronto to ensure elections meet the needs of our diverse city with integrity, impartiality, trust and confidence.

I am very thankful for the support we received from Elections Ontario, the Municipal Property Assessment Corporation and our stakeholders and vendors who provided assistance and support throughout the ever changing environment. Electors, candidates and the media were incredibly understanding and we received an outpouring of appreciation.

A special thank you goes to the tremendous support we received from our City divisions and agencies, who were instrumental in the success of the 2018 Election and the council transition.

This report shows our commitment to delivering an election with tenacity, adaptability and transparency - all in the spirit of continuous improvement, as we move into the planning of the 2022 election.



Ulli S. Watkiss  
City Clerk



# Overview

# PREPARING FOR THE 2018 ELECTION

Toronto's municipal election is the fourth largest in North America, behind Los Angeles, Mexico City and New York, and larger than most provincial and territorial elections in Canada. Preliminary planning for the administration of an election of Toronto's size and scale begins fairly quickly after each election cycle and ramps up significantly 12 to 18 months ahead of Election Day.

Planning for the 2018 election included:

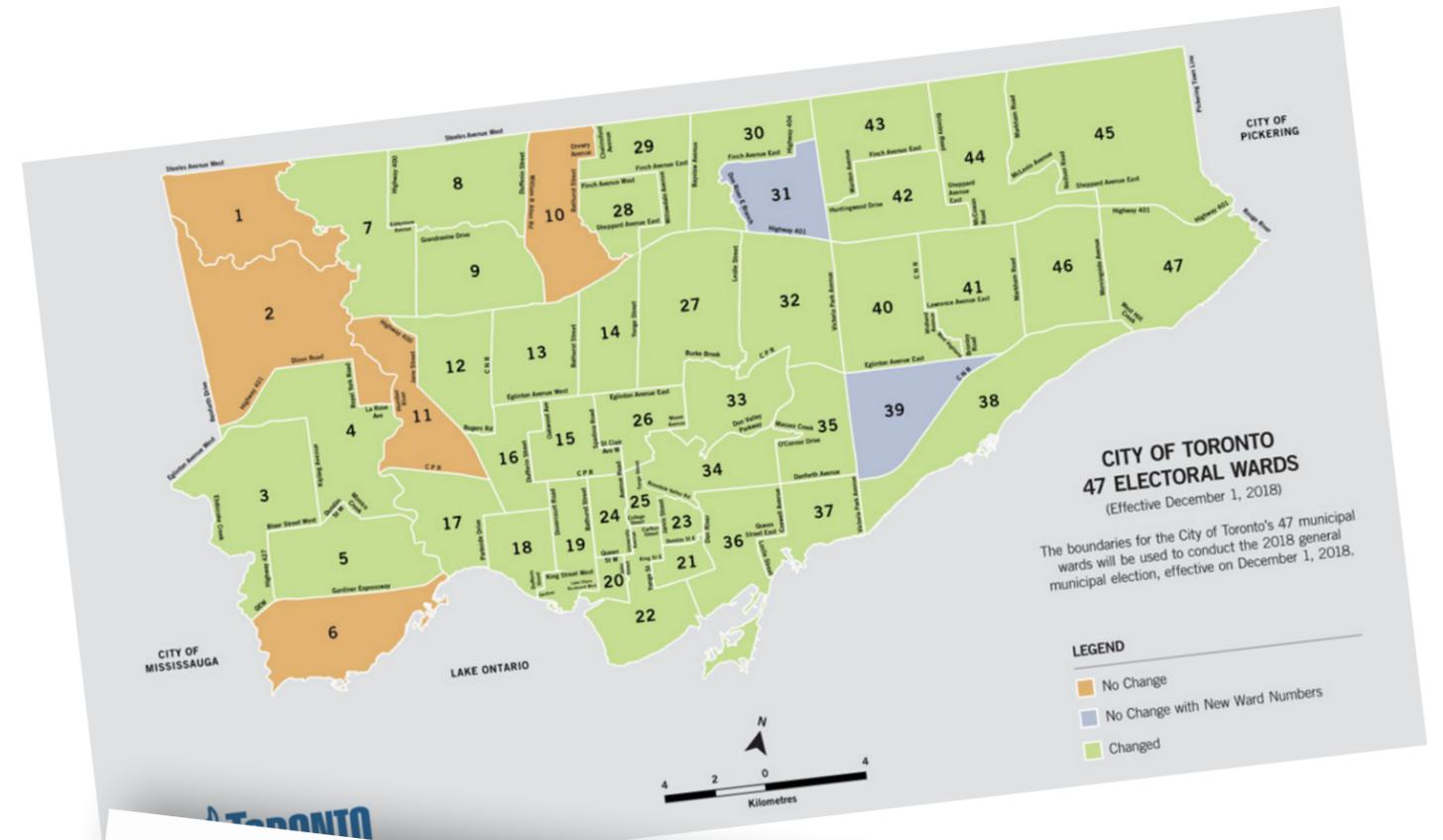
- Ward boundary changes from 44 to 47
- New programs and initiatives
- Significant changes to election legislation
- Technology development and testing

1,880,371 ELIGIBLE ELECTORS

769,044 VOTES CAST

41% VOTER TURNOUT

125 UNIQUE BALLOT TYPES



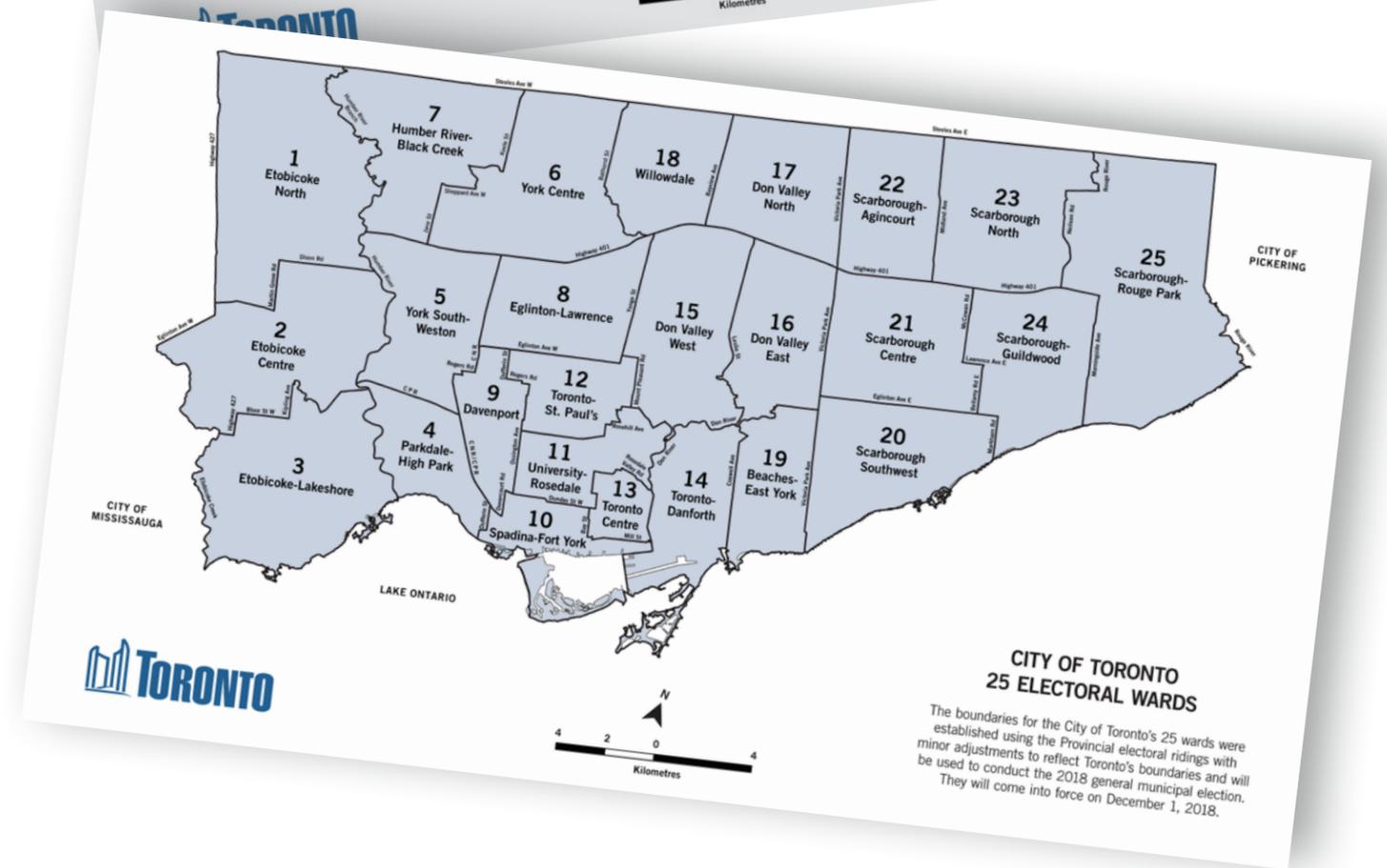
## Ward Boundary Changes from 44 to 47

The City of Toronto Act, 2006 provided authority for City Council to make changes to its ward boundaries. The Toronto Ward Boundary Review was initiated in 2014 to ensure everyone in Toronto is fairly represented at City Council, make sure the number of people in each ward is similar, preserve communities of interest and neighbourhoods, and consider each ward's history and physical/natural features. To ensure the review process was conducted in an independent manner, the City retained a team of third party consultants to undertake a two and a half year process that included research, two rounds of public and stakeholder consultation and the development of ward boundary options for City Council's consideration.

The Final Report on Toronto's Ward Boundary Review was considered by City Council at its meeting on November 8 and 9, 2016, where Council adopted a 47 ward model.

Toronto City Council's decision to change its ward boundaries was appealed to the Ontario Municipal Board (OMB) and upheld with one minor adjustment to a boundary between two wards. The OMB's decision was appealed to the Superior Court of Justice and in March 2018, the court dismissed the challenge and upheld City Council's decision to change from 44 to 47 wards. Given that wards are the geographic basis for election planning, the final decision by the Superior Court of Justice occurring 6 months prior to the election necessitated extra effort and resources to make the necessary changes to administer the 2018 municipal election on the basis of 47 wards.

Changes to the City's ward boundaries affected the City's governance structure, as well as Council members' offices and support staff, all of which needed careful planning that started well in advance of the new Council taking office.



## New Programs and Initiatives

Every election cycle, continuous improvements to election administration are identified based on lessons learned, best practices, case law, and feedback from stakeholders, staff and electors.

Coming out of the 2014 municipal election, a number of improvements were identified:

- **Integrate Technology** - continue to innovate and investigate how technology can best be used to enhance the voting experience and election processes.
- **Make Voting Easier** - providing more ways and opportunities to vote, meeting or exceeding accessibility requirements, working with partners to provide more convenient ways for electors to update their information on the voters' list and piloting new technologies to explore the feasibility of voting online.
- **Adapt to Legislative Changes** - implement ward changes coming out of the Toronto Ward Boundary Review and the review of the Municipal Elections Act, 1996.

As a result, new programs and initiatives were developed with a view to pilot them in the 2018 municipal election and then evaluate considering effectiveness, scale and cost.

These programs and initiatives included:

- A **Home Visit Pilot Program** for eligible electors unable to leave their home due to illness, injury and/or disability that ran during the five-day advance vote period.
- A **redesigned ballot** to improve accessibility and make the process of marking the ballot easier.
- Adding **new features to MyVote**, an accessible online tool for electors, including the ability to view and print the Voter Information Card and piloting online registration for electors to edit their own information or add themselves to the Voters' List.
- **Adopt a Poll**, a recruitment program to encourage City and agency staff to adopt a voting location on election day.



## Significant Changes to Election Legislation

The Municipal Elections Act, 1996 (MEA) is the governing statutory authority that regulates the conduct of municipal and school board elections in Ontario, and sets out roles and responsibilities for municipal clerks, councils, school boards, candidates and electors. The MEA provides broad discretion and independence to municipal clerks to administer an election, including the power to establish forms, develop policies and procedures for use during an election, set advance vote dates and provide for any other matter the Clerk deems necessary to discharge their statutory responsibilities.

On June 9, 2016, Bill 181, Municipal Elections Modernization Act, 2016 received Royal Assent, amending the MEA. This Bill established the most extensive changes to the MEA in the last 20 years and significantly altered the election landscape in Ontario.

The provincial government also passed Bill 68, Modernizing Ontario's Municipal Legislation Act, 2017 which changed the beginning of the term of office from December 1 to November 15 effective for the 2022 term. It also increased the maximum contribution limit for a Councillor candidate, School Board Trustee candidate and third party advertiser from \$750 to \$1,200.

Major changes to Toronto's election systems, applications, policies, procedures, forms and business processes were required in order to implement these significant legislative changes in time for the 2018 municipal election.

See Appendix A: Changes to the MEA for more information.

## Technology Development and Testing

Toronto's elections are administered through an integrated technology system that involves 14 inter-dependent information systems that support secure, accurate and efficient service delivery including generation of election results.

Major technology changes and development were required in preparation for the 2018 municipal election arising from the ward boundary changes and significant changes to the MEA. A number of systems and applications were also replaced through a combination of vendor products and in-house development. To ensure the integrity of the election and reliability of results, and in light of recent global cyber security threats, rigorous privacy and security testing was undertaken.

# **BILL 5, BETTER LOCAL GOVERNMENT ACT, 2018**

On July 30, 2018 the Province of Ontario introduced legislation to amend the City of Toronto Act, 2006 (COTA) and the MEA to reduce the number of Toronto wards from 47 to 25, with the boundaries aligned with the current federal and provincial electoral ridings.

Bill 5, Better Local Government Act, 2018 (Bill 5) received Royal Assent and became law on August 14, 2018 extending nominations for the offices of City Councillor and School Board Trustee until September 14, 2018. Nominations for the office of the Mayor were not extended and closed on July 27, 2018. The Minister of Municipal Affairs and Housing enacted three Regulations under the Education Act, MEA and COTA that provided further details for implementation.

## **Court Challenges, Bill 5 and Bill 31**

### **Superior Court of Justice Decision**

On September 10, 2018, the Superior Court of Justice set aside the provisions in Bill 5 resulting in the administration of the election changing back to 47 wards and closing nominations for all offices effective July 27, 2018.

### **Bill 31, Efficient Local Government Act, 2018 (Bill 31)**

On September 12, 2018, the Ontario Government introduced Bill 31, which included similar amendments to Bill 5 and declared that these amendments operate notwithstanding certain sections of the Canadian Charter of Rights and Freedoms.

### **Ontario Court of Appeal Decision**

On September 18, 2018, the Ontario Government appeared before the Ontario Court of Appeal to request a stay of the September 10, 2018 Superior Court of Justice decision.

On September 19, 2018, the Ontario Court of Appeal rendered its decision to stay the Superior Court of Justice decision resulting in the 2018 municipal election being administered on the basis of 25 wards.

### **Ontario Court of Appeal Hearing**

The Ontario Court of Appeal heard the case on June 10 and 11, 2019 respecting whether to uphold the order of the Superior Court of Justice when it struck down Bill 5. As of the publishing of this report, the court decision has not yet been rendered.

See Appendix B: Chronology of Events for more information.

## **Impact of Bill 5 on the 2018 Municipal Election**

The introduction of Bill 5 led to uncertainty as to whether the election would be administered on a 47 or 25 ward model. This uncertainty required the preparation and implementation of numerous contingency plans to ensure that the election would be delivered with the trust and confidence of electors.

It was critical that the City Clerk and Elections staff prepared for all options during this rapidly changing environment. Bill 5 and the resulting court challenges required the City Clerk to plan to administer the election on the basis of either 47 or 25 wards.

Key activities were required to be completed in a very short time period for election readiness on both ward models including:

- Revising the geography (wards and subdivisions) and assessing and re-assessing all voting places.
- Adjusting election information systems, applications and vote counting equipment to administer the election on revised geography and undertaking additional quality assurance and cyber security testing.
- Producing two separate voters' lists involving data loading, data cleansing and voters' list corrections.
- Undertaking additional communications, advertising and outreach about the changes and how, where and when to vote.
- Assessing advance vote and election day voting places including securing new locations that meet the accessibility requirements outlined in legislation.
- Assessing staffing models and re-assigning staffing.
- Amending and reprinting training materials and contracts for over 16,000 Election Day staff.

## **Principles of the MEA**

Guiding the City Clerk through the introduction of Bill 5 and the magnitude of the ward changes were seven principles established through case law that underpin the MEA. The principles shaped the decision making in the administration of the 2018 election.

The principles are:

- 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 are counted and invalid votes are rejected so far as reasonably possible.



**The Administration  
of the 2018 Municipal  
Election**

# ACCESSIBILITY

The MEA requires the City Clerk to have regard for the needs of electors and candidates with disabilities and to ensure that voting places are accessible to all. The MEA also requires the City Clerk to report on the identification, removal and prevention of barriers that may affect electors and candidates with disabilities.

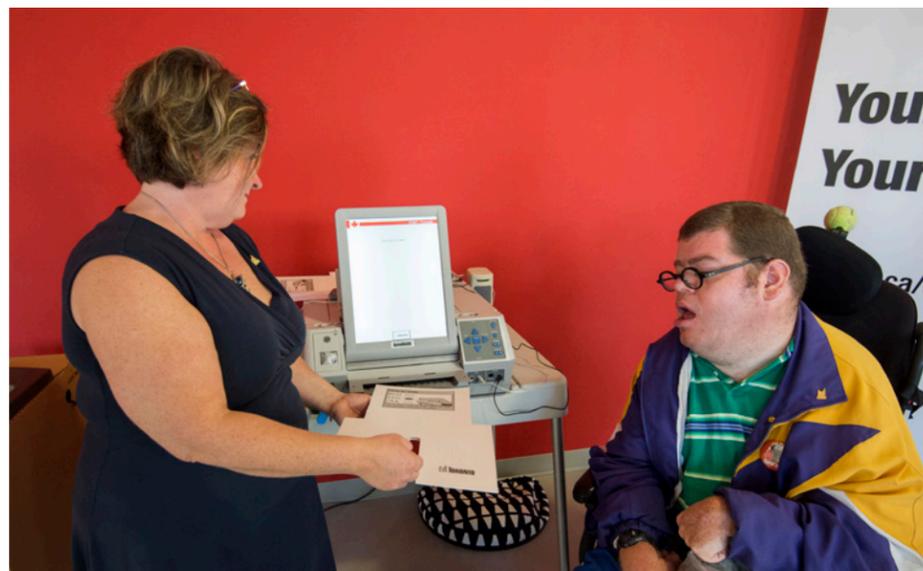
Accessibility is one of the top priorities for the City Clerk. To ensure that the election was accessible to electors and candidates, Election staff worked with members of the Accessibility Outreach Network and community organizations to improve election accessibility and to develop a plan that went beyond the legislative requirements.

## New for 2018

The 2018 municipal election saw great strides in accessibility through added voting options, public consultation on key operational decisions, and improved access to election information. The highlights of some of the new initiatives that were introduced this election include:

- A Home Visit Pilot Program for eligible electors who were unable to leave their home due to illness, injury and/or disability that ran during the five-day advance vote period.
- A redesigned ballot to improve accessibility and make the process of marking the ballot as simple as possible. The new ballot reflected feedback from persons with disabilities and saw many improvements including changing the way people mark their ballot from connecting an arrow to filling in an oval.
- MyVote, an accessible online tool had new features added including viewing and printing the Voter Information Card and piloting online registration for electors to edit their information or add themselves to the voters' list.

The City Clerk's report on the accessibility of the 2018 election is available at: [toronto.ca/elections-AccessibilityReport](https://toronto.ca/elections-AccessibilityReport)



## NEW FOR 2018 - HOME VISIT PROGRAM

In the 2014 Municipal Election Report on Accessibility, the City Clerk committed to providing more accessible voting options, including investigating options for home-bound and hospital-bound electors.

In April 2017, City Council authorized the establishment of a home visit pilot program for electors who are unable to leave their home due to illness, injury and/or disability to be introduced in the 2018 municipal election. To support the development of this new program, Election Services consulted with members of the Accessibility Outreach Network and internal and external organizations that provide home services and care in order to develop a pilot program.

As part of this program, a team of two Home Visit Officers brought a ballot to the elector's home during the five-day advance vote period. Proactive recruitment efforts were made to find highly-qualified staff with previous experience working with vulnerable populations and people that require home services. Home Visit Officers received a full day of training, which covered topics such as accessible customer service, health and safety, and election principles such as secrecy of the vote and fair treatment of all electors.

The home visit pilot program enabled 350 electors who could not attend a voting place due to illness, injury and/or disability, to vote from home.

# CANDIDATES

The 2018 municipal election was challenging for candidates. As a result of changes to the MEA, made both before and during the election period, candidates were subject to new nomination requirements, a shortened nomination period, and numerous ward boundary changes throughout the year.

657 NOMINATIONS  
PROCESSED

156 WITHDRAWALS

501 CERTIFIED  
CANDIDATES

## Nomination Periods

Prior to the passing of Bill 5, the nomination period was from May 1 to July 27, 2018. When Bill 5 became law, there were ward changes and subsequent court orders, which subjected Councillor and School Board Trustee candidates to multiple nomination periods before finally closing on September 21. The nomination period for mayoral candidates remained unchanged and closed on July 27. The three nomination periods included:

- May 1 to July 27 (under a 47 ward model)
- August 14 to September 7 (under a 25 ward model)
- September 20 and 21 (under a 25 ward model)

## Final Certified Candidates

A total of 657 nominations were filed under both a 47 and 25 ward model – a minor decrease of 4.5% from 2014. Of that number, there were 156 candidates who withdrew, which is a substantial increase from number of withdrawals in the previous election. These withdrawals included many candidates who had filed a nomination under the 47 ward model and did not wish to run in the 25 ward model.

The total number of certified candidates under each ward model are summarized below by office.

Office	25 Ward Model	47 Ward Model
Mayor	35	35
Councillor	242	292
School Board Trustee	224	217
<b>Total</b>	<b>501</b>	<b>544</b>

## Candidate Information

Five candidate information sessions were held to provide an overview of candidate requirements and processes, a summary of MEA changes, and to answer questions about becoming a candidate. A sixth session was held in March 2019 to provide information to candidates on financial filing requirements and the Contribution Rebate Program.

Information to candidates was provided primarily through broadcast email communications, a regularly updated website and a redesigned MyCampaign portal.

The portal provided a range of tools to candidates including online submission of forms and required documents. In addition, the portal enabled candidates to download their copy of the voters' list and add their contact information to the Elections website. Along with MyCampaign, candidates had access to a dedicated candidate information telephone line and email address.

# NEW FOR 2018 – THIRD PARTY ADVERTISING REQUIREMENTS

Effective April 1, 2018, amendments to the MEA set out rules for third party advertising in municipal elections. Among other requirements, individuals, corporations and trade unions were required to register with the City Clerk in order to accept contributions or spend money on advertisements to support, promote or oppose a municipal candidate during an election period.

For the 2018 municipal election, the City of Toronto had the highest number of registered third party advertisers among Ontario municipalities, with 12 in total (6 corporations, 5 individuals and 1 trade union registrant).



## ENGAGEMENT AND COMMUNICATIONS

It is the City Clerk's duty to provide election information to electors, candidates and third party advertisers so that they may exercise their rights under the MEA. This included timely information such as the nomination period, key dates, where and when to vote as well as, accessible voting options.

### Advertising

Election information was delivered through various channels: website, online applications, mail, social media, public call centre and the City's 24 hour information hub 311. To reach Toronto's diverse electorate, a combination of online, out-of-home, radio, TV, print and social media advertising was used. Social media ads engaged youth and specifically targeted multiple languages across Toronto.

Radio and television advertisements were also increased to reach individuals who identify with having a disability. The use of news releases complemented advertising, with media outlets broadcasting information related to key election dates and legislative changes.

1,601,735 ELECTION  
WEBSITE PAGE  
VIEWS

1,259,799  
ELECTION  
BROCHURES WERE  
MAILED TO EVERY  
HOUSEHOLD

84,276 PUBLIC  
CALLS RECEIVED



### Outreach

Community relationships, collaboration with City divisions and public outreach activities engaged residents and provided targeted information to specific groups such as, new Canadians, students, youth, educators, tenants, the homeless, people with disabilities, seniors, and long term care residents. Concentrated efforts were also made to reach non-binary electors who may face barriers in voting.

### Election Brochure

One of the key ways we provide voting information to the public is through our election information brochure, which is delivered to every household across the city. However, due to a potential Canada Post strike and the uncertainty of the ward changes, we had to adjust our communication strategy. In order to deliver the election brochure in a timely manner, the ward language was neutralized and the public was directed to the Election Services website and call centre where they could find the most up to date information.

### MyVote

Electors could also use MyVote to find personalized information based on their address, including where to vote, ward maps, who was running, and a sample ballot. For 2018, electors could add themselves to the voters' list as well as edit or change their information on the voters' list.



## RECRUITMENT AND TRAINING

The size of Toronto's election requires a significant workforce to staff voting places during advance vote and on election day.

For the 2018 municipal election, over 16,000 individuals were recruited and trained to assume their responsibilities on the City Clerk's behalf to assist in the administration of the election.

Approximately 1,000 additional staff were hired to accommodate an increase in the number of voting places and higher volumes of additions to the voters' list as compared to 2014.

### Training

Training was expanded in 2018 from 941 sessions to over 1,100 to accommodate the increase in staffing. Training materials were modernized, with an increased focus on inclusivity and accessibility. Those hired were trained to provide quality customer service to electors while adhering to policies and procedures that protect the integrity of the election. Classroom training was complemented by online courses that provided visual representations of voting place processes and interactive learning modules.

### Students

The Student Connect Program was implemented again in 35 schools to provide high school students with the opportunity to participate in the democratic process before they are of voting age. A total of 1,182 students took part in the program and were assigned as information, accessibility and tabulator officers in voting places in their communities.

16,157 POSITIONS  
FILLED FOR  
ADVANCE VOTE AND  
ELECTION DAY

1,182 SECONDARY  
SCHOOL STUDENTS  
PARTICIPATED  
IN THE STUDENT  
CONNECT PROGRAM

1,100 TRAINING  
SESSIONS  
DELIVERED

## NEW FOR 2018 – ADOPT A POLL

The Adopt a Poll Program encouraged City divisions and agencies to work in a voting location in the downtown area, as downtown voting places are difficult to staff.

The program enabled public servants to become engaged in the democratic process and provided a positive team development opportunity by working together in a voting place. A total of 32 divisions and agencies participated involving over 500 staff adopting 66 voting places.

**Get Your  
Public  
Service On.**

**VOTE**  
October 22

## Adopt a Poll

We're recruiting, and we need **YOU** TPS.

- **Election Services** is looking for teams from across the City
- **Teams** will register to "adopt" a 2018 voting location
- **Registration** closes March 2, 2018
- **Contact US** - [elect-hr@toronto.ca](mailto:elect-hr@toronto.ca) or 416-338-1111

**Great team building experience!**

 **TORONTO**

[insideto.toronto.ca/elections](https://insideto.toronto.ca/elections)





## VOTING PLACES

Under the MEA, the City Clerk is required to establish the number and location of voting places that are both convenient and accessible to electors. Election staff undertook multiple site inspections of almost 1,800 facilities to secure voting places considering a variety of factors including distance from residence to voting place, access to transit and arterial roads, number of dwelling units in apartment buildings, and accessibility.

There were a total of 1,700 voting places used in the 2018 municipal election – an increase of 21 locations compared to 2014 mostly due to newly occupied condominiums.

With the introduction of Bill 5, a considerable amount of time and effort was required to realign the geographic boundaries within each ward, as well as to change the identification numbers of the 1,700 voting places from the 47 ward model to the 25 ward model.

In selecting the 2018 voting places, the following criteria were used:

- Electors are not required to cross major arterial roads, valleys, rivers or other human-made or natural boundaries, unless pedestrian access is available via a traffic light, crosswalk, pathway, or bridge.
- Electors are not required to travel more than an 800 metre radius to the voting place.
- Space for a voting place should be provided in residential buildings containing 300 or more dwelling units. Buildings with fewer units may also be considered as a voting place if they are in an area where the primary voting place does not have the infrastructure to accommodate the increased number of electors from the said building.

### Accessibility of Voting Places

Temporary building modifications including transition strips, ramps and door handles were installed in a small number of buildings to ensure the voting place was accessible. A total of 689 Accessibility Officers were recruited to mitigate voting place accessibility issues that included: opening doors without automated power door openers, operating elevators and directing eligible electors to the accessible entrance.

Election Services uses a variety of buildings as voting places, including: schools, civic centres, community centres, libraries, religious buildings, condominiums/apartments and long term care facilities. Schools make up over a third of voting places as they are accessible, convenient locations that are well-known to electors.

Maintaining a comprehensive inventory of potential voting places and positive working relationships with building owners or administrators enables the City Clerk to provide equal and fair access to electors.

1,700 VOTING  
PLACES

5,100 FACILITY  
INSPECTIONS  
CONDUCTED

689 ACCESSIBILITY  
OFFICERS  
RECRUITED

## VOTERS' LIST

An accurate voters' list is a vital part of delivering an election. The voters' list includes each eligible elector's name, address and school support. Unlike the federal and provincial governments who produce and manage their own voters' list, the municipal voters' list is a shared responsibility between the Municipal Property Assessment Corporation (MPAC) and the City Clerk.

In a municipal election year, the City Clerk is responsible for creating voting subdivisions and for providing this information to MPAC. MPAC in turn uses the ward and subdivision information along with their database of municipal property owners and tenants, to produce the Preliminary List of Electors (PLE) which must be delivered to the City Clerk on or before July 31 in an election year. After receiving the PLE, the City Clerk has one month to correct the list for obvious errors. The corrected PLE becomes the "voters' list" at which time, electors are able to check if their name is on the voters' list or correct their information. From September 24 to October 22, 2018, electors were able to correct their information by phone, in person or by email during the revision period.

1,880,371  
ELECTORS ON THE  
VOTERS' LIST

1,828,004 VOTER  
INFORMATION  
CARDS MAILED

119,611 VOTERS'  
LIST AMENDMENTS  
COMPLETED

## NEW FOR 2018 – ONLINE REGISTRATION

An online registration tool was piloted that enabled electors to check the voters' list and update their information online during the last week of September 2018.

A total of 7,279 online registrations were received.

### Data Sharing Agreement with Elections Ontario

Prior to the introduction of Bill 5, the City Clerk produced a voters' list based on the 47 ward model and then created a new voters' list based on a 25 ward model when Bill 5 received Royal Assent. With a shortened revision period, additional data quality options were sought. Accordingly, the City Clerk entered into a Data Sharing Agreement with Ontario's Chief Electoral Officer to leverage data and information including their voters' list which had been recently updated for the June 2018 Provincial election.

The revised data from the voters' list was used to send a Voter Information Card (VIC) to each eligible elector in Toronto providing information on when and where to vote during advance vote and election day. Due to the ongoing ward changes arising from Bill 5, contingency measures were implemented, by printing and storing VICs for either ward model. Over 1.8 million VICs were delivered successfully to Toronto households.

### Reduced Revisions in 2018

Access to the Provincial voters' list added 150,000 additional eligible electors and reduced the number of revisions by 45% compared to 2014 (219,897 in 2014 to 119,611 in 2018). A large percentage (92.3%) of revisions were completed at the voting place.



# TORONTO ELECTION MANAGEMENT AND INFORMATION SYSTEM

Toronto's elections are administered through an integrated technology system that involves 14 inter-dependent information applications that support secure, accurate and efficient service delivery including generation of election results.

The Toronto Election Management and Information System (TEMIS) includes technology infrastructure, platforms, portals, databases and applications to automate administrative processes, store data and transmit information for functions including: election employment, voting technologies, voters' list data and updates, subdivision mapping, election results, and tools for the public, voters, candidates and third party advertisers.

## TEMIS Development and Testing

TEMIS involved major technology development in preparation for the 2018 municipal election including extensive quality assurance, risk, security, and privacy testing to ensure system integrity and accuracy. TEMIS provides a strong technology foundation for election administration that will allow any future system enhancements to easily integrate with the next iteration of TEMIS and potential deployment of any new vote counting equipment.

All development and testing was scheduled to be fully completed on the 47 ward model by August 1, 2018. The introduction of Bill 5 on July 26 necessitated a major reset requiring a re-start and re-test of all election systems.

14 INTER-DEPENDENT  
ELECTION SYSTEMS

HIGH-LEVEL OF  
RESILIENCY &  
REDUNDANCY  
APPLIED IN SYSTEM  
IMPLEMENTATION

SECURITY &  
PRIVACY BY DESIGN  
PRINCIPLES  
DEPLOYED

10 NEW ELECTION  
SYSTEMS

# VOTING TECHNOLOGY

Each voting place was equipped with a vote tabulator that optically scans the paper ballot marked by a voter and records the votes onto a memory card. The modems in the tabulators were upgraded from 2G to 4G, as support for 2G technology had been discontinued. This modem upgrade ensured election results could continue to be received wirelessly.

## Accessible Voting Equipment

A Voter Assist Terminal (VAT) was available at all voting places during advance vote and two voting places per ward on election day. The VAT enables electors to mark their ballot privately and independently. An elector can navigate the ballot while adjusting features such as font size customization, contrast level, or the pace and volume of audio. The VAT can also accommodate the use of assistive tools such as a touchscreen or directional/Braille key pad, sip and puff tube, and a rocker paddle. Once marked, the ballot is then scanned and counted using the tabulator.

## Logic and Accuracy Testing

The City's 1,850 tabulators and 51 VATs were extensively prepared and tested prior to deployment during advance vote and election day including logic and accuracy testing to ensure that votes were counted as intended.

Prior to the 25 ward change, it was projected that the Logic and Accuracy testing of the vote counting equipment would be completed by 12 staff within regular business hours, over a period of approximately 10 weeks. The ward change required that additional staff be hired to meet deadlines and reduced testing to 10 days.

In addition, ballot production required the Clerk be in a position to produce ballots for either ward model. Our vendors programmed for both models and had ballot paper available for two full elections totaling 5.6 million potential ballots.

The election time lines continued to advance even though we had no clarity on the final number of wards. Due to this uncertainty and in order to be prepared we had to plan and run two separate general elections simultaneously. Our normal end-to-end testing was delayed and resources were diverted to maintain and test both models for potential deployment.

With the significant effort of staff, the testing was completed by the scheduled lockdown date of October 1. The proactive and diligent focus on security, threat risk, privacy impact and vulnerability assessments, gave us confidence the systems could withstand the changes and protect the integrity of the election.

2,710,000 BALLOTS  
PRODUCED

1,850 TABULATORS  
PREPARED, TESTED  
& DEPLOYED

51 VOTER ASSIST  
TERMINALS  
PREPARED, TESTED  
& DEPLOYED



## ADVANCE VOTE

Electors were able to cast their ballot ahead of election day at one of two locations in their ward, or at City Hall regardless of where they lived in Toronto, from Wednesday October 10 to Sunday October 14, 2018, between the hours of 10 a.m. and 7 p.m.

To be prepared to administer the election under either ward model, simultaneous preparation of two separate advance vote plans were developed. This included selecting and securing different advance vote locations: one location per ward for the 47 model and two per ward in the 25 model. In each scenario, careful consideration was required to ensure voting locations were as centrally located as possible, large enough to accommodate advance vote numbers, fully accessible and located on transit routes.

With nominations closing on September 21, 2018 under the 25 ward model, advance vote days were changed from 9 to 5 days to ensure adequate time for ballot production and the completion of logic and accuracy testing on all vote counting equipment.

### New Technology

New Ballot-on-Demand technology at City Hall improved the efficiency of the voting process to accommodate electors regardless of where they lived in the city. The technology allowed voting place staff to instantly print a ballot based on a voter's ward and school support, eliminating the need to store and use pre-printed ballots. City Hall served 8,500 electors over the five-day period – an increase of 108% over 2014.

### Voters' List

The use of an electronic voters' list with real-time updating was deployed at all 51 locations which allowed staff to monitor voting efficiency and turnout. Used in conjunction with a new Election Day Management System dashboard, staff were able to monitor and address voting place issues in a timely manner by dispatching additional voting place staff to high volume polls and connecting voting place staff with subject matter experts or technology support, as needed.

124,299 ADVANCE  
VOTES OVER 5 DAYS OF  
ADVANCE VOTE

51 ADVANCE VOTE  
LOCATIONS AND VOTE  
ANYWHERE AT  
CITY HALL

350 HOME VISITS  
CONDUCTED



# ELECTION RESULTS

The City's election results are received three ways for accuracy and redundancy purposes: secure wireless modem transmission from each voting place, a memory card in each tabulator and finally results from each voting place are called into a call centre. Printed results are also posted at each voting place for candidates or scrutineers to view.

## Generating Results

The generation of election results by wireless modem allows the unofficial results to be reported on election night quickly and accurately.

- 90% of election results were received by modem transmission within minutes of polls closing with the remaining received by telephone before 9 p.m.
- 98% of all results were processed and posted publicly by 9 p.m.
- All results were later verified by uploading the data directly from each of the tabulator memory cards, within the City's network.
- Toronto Election Results Application was built for the public display of results on the City's website and provided high availability and failover capabilities by being completely hosted in the cloud on Amazon Web Services.

The City Clerk certified results on October 25, 2018 and they can be found at [toronto.ca/elections/results](https://toronto.ca/elections/results) along with poll by poll information and election statistics.

## New MEA Requirement

With the passage of Bill 181, Municipal Elections Modernization Act, the MEA requires the City Clerk to report on the number of declined and rejected ballots. This can be found at [toronto.ca/elections-BallotStatement](https://toronto.ca/elections-BallotStatement).

A declined ballot occurs when an elector returns a ballot to the election official and indicates that the elector declines to vote. While declining a ballot was always available to an elector, the processes on how to report the number of declined ballots required changes to voting place procedures.

The Clerk is required to reject all ballots that do not comply with the rules set out in the MEA. In order to report the number of rejected ballots significant system modifications were required.

# ELECTION COSTS

The cost to administer the 2018 municipal election was \$11.9 million, with \$1.95 million directly attributed to the ward boundary changes resulting from Bill 5 becoming law on August 14, 2018 and subsequent court orders.

## Operating Budget

Production and Logistics	\$ 6,455,444
Recruitment and Training	\$ 2,959,340
Voting Technology and Results	\$ 1,413,248
Engagement and Communications	\$ 920,490
Candidate and Third Party Advertisers	\$ 186,885
Total	\$ 11,935,407

## Capital Budget

A total of \$5.8 million in capital funds were dedicated to complete the development and testing of TEMIS, including replacing 10 applications and undertaking vigorous quality assurance, security and privacy testing.

In addition, a total of \$1.9 million capital funds were dedicated to Election Services purchasing and installing new secure 4G internal modems and associated software for the City's 1,850 vote counting equipment units, using the latest secure wireless technology.

Of the total capital budget, \$365,000 was attributed to the ward changes to ensure the election could be administered under either ward model.

See Appendix C: Costs Related to Ward Changes for more information.



**Moving Forward**

## **KEY PRIORITIES FOR THE 2022 ELECTION**

**PROVIDE MORE OPPORTUNITIES AND  
WAYS TO VOTE**

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**LEVERAGE TECHNOLOGY IN ELECTION  
ADMINISTRATION**

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**ENHANCE SECURITY OF ELECTION  
ADMINISTRATION**

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**EXPLORE NEW METHODS TO RECRUIT  
AND TRAIN VOTING PLACE STAFF**

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**PROPOSE AMENDMENTS TO THE  
MUNICIPAL ELECTIONS ACT, 1996**

### **Implementing a 25 Ward Model for the 2018 to 2022 Term of City Council**

The Mayor and 25 Councillors assumed office on December 1, 2018. The reduction in City wards resulted in City Councillors now serving wards of significantly larger geographic size and up to double the number of constituents. Consequently, the City Manager and City Clerk prepared a Governance Report for the first meeting of City Council to recalibrate City Council's governance system for 26 members with City Council adopting the following:

- An interim governance structure with four standing committees.
- The establishment of a special committee on governance to consider the impacts on the governance structure and processes arising from the reduction in the size of City Council and recommending further governance changes to City Council.
- The establishment of new Community Council boundaries to align to the 25 wards.
- The reduction of the number of Council member appointments to City boards, committees and external organizations to better manage demands on Council members' time for meetings.
- New processes for screening, interviewing and recommending public appointments.

City Council also doubled City Councillor salary budgets to reflect the doubling of many of the ward sizes and increased the office budget of each Councillor to \$50,000.

### **Review of the 2018 Municipal Election**

The City Clerk has undertaken a review of the administration of the 2018 municipal election including debriefs with staff, vendors, stakeholders and administered a range of surveys to evaluate processes and identify areas for improvement. The review identified key priority areas for continuous improvement efforts moving forward in the planning for the administration of the 2022 municipal election.

### **Provide More Opportunities and Ways to Vote**

Each general election provides more opportunities and ways to vote to meet the continued expectations of electors, and this will continue to be a priority moving forward to the 2022 election.

Election planning will focus on the number and ways to vote including continuing a home visit program to enable electors who are unable to leave their home due to illness, injury and/or disability to vote from home. The number of advance vote days, including vote anywhere opportunities, and other voting methods will be assessed for possible implementation in future years.

Both City staff and security experts continue to be confronted with evidence that Internet voting is not secure and introduces significant risks that may compromise election integrity. Research related to Internet voting will continue over the next several years to monitor technological and security advances including the use of block chain technology.

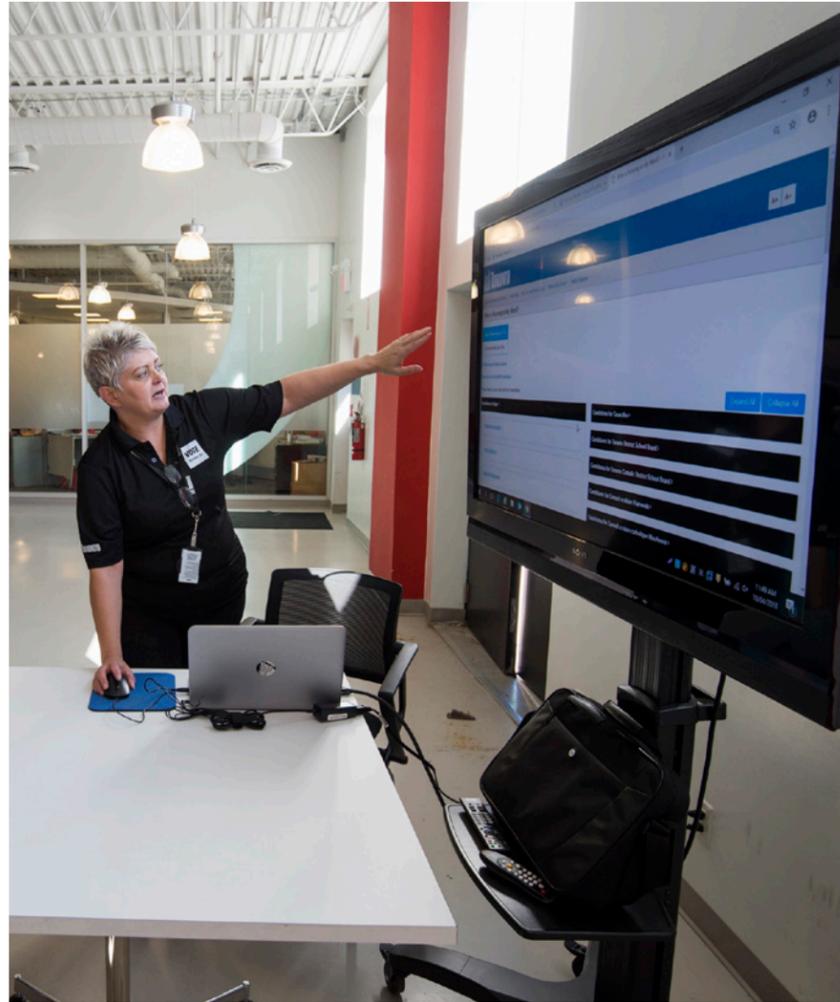
The City Clerk has recommended that the Province of Ontario develop standards for the use of technology in elections, including Internet voting. Currently, Internet voting, unlike voting by paper ballot, has no legislative requirements that municipal clerks must follow in administering the ballot. Elections Ontario recently released their 2018 election report and recommended that Ontario establish common evaluative standards and a certification process for technology used in the electoral process to maintain public trust and confidence in election systems.

## Leverage Technology in Election Administration

Election Services has made great strides in leveraging technology to automate internal business processes, provide additional self-serve options for electors, candidates and third party advertisers and integrate the use of technology in the voting place to make it more efficient.

Leveraging technology will continue to be a priority moving forward including determining the feasibility of:

- Offering electors the ability to register themselves on the voters' list and edit their information for a longer period of time through the online MyVote application.
- Automating the Contribution Rebate Program to enable contributors to apply online for their rebate.
- Expanding the use of ballot-on-demand in voting locations to enable electors to vote at certain voting locations during advance vote regardless of where they live.



Election Services is also undertaking a review to replace its vote counting tabulators as they are almost 20 years old and in need of upgrade. This analysis will include a cost and risk assessment of buying, building or renting new vote counting equipment. New tabulators must also have the ability to count votes in a ranked ballot election as the MEA provides City Council with the authority to direct this vote counting method for the offices of Mayor and Councillor.

## Enhance Security of Election Administration

Significant resources were invested in technology security for the 2018 municipal election including undertaking security and threat risk assessments of election technology infrastructure, systems and applications.

Technology security will continue to be a focus for the 2022 municipal election to ensure that election technology is not vulnerable to external threats and risks. Additionally, election staff are undertaking due diligence on supply chain management to improve the security during the distribution and return of key election supplies including vote tabulators and ballots.

## Explore New Methods to Recruit and Train Voting Place Staff

Retaining and training over 16,000 voting place staff to work during advance vote and election day is challenging and needs improvement.

A priority for the 2022 municipal election is identifying new methods and tools to recruit and train voting place staff including exploring untapped pools of potential staff, including post-secondary students. Additionally, a focus will be put on increasing self-serve options during the recruitment process and offering more online training.

## Propose Amendments to the Municipal Elections Act, 1996

At the conclusion of every general municipal election, the City Clerk undertakes a review of election legislation to identify opportunities for improvement based on Toronto's experience with the legislation, as well as jurisdictional and legal research. Opportunities for continued improvement of election legislation are submitted to the Province of Ontario for their consideration.

The City Clerk undertook a similar process in preparation for the 2018 municipal election and identified a number of specific legislative amendments that will provide further clarity for candidates, electors, municipal councils and election administrators in the areas of election governance, accountability and transparency, election administration and third party advertising. A number of broad amendments to the MEA were also identified that include:

- Require Ontario school boards to designate election day as a professional development day to improve access to schools as voting places as well as address security concerns of principals.
- Codify the election principles identified through case law in the MEA to ensure consistency of application across municipalities.
- Establish a permanent voters' list for municipal elections to improve its quality, particularly related to tenants and students.
- Develop standards and guidelines for municipalities when implementing election technology including online voting, given the number of municipalities that are using these in the absence of legislative requirements.

# APPENDIX A: CHANGES TO THE MUNICIPAL ELECTIONS ACT

## Changes to the Election Calendar

- Shortened nomination period from 37 to 13 weeks.

## Additional Eligibility Requirement for City Council Candidates

- Candidates seeking office for Mayor or Councillor must submit 25 endorsement signatures from eligible electors with their nomination paper.

## Changes to Campaign Finance Rules

- Contributions by corporations and trade unions to City Council candidates are banned, however, corporations and trade unions can contribute to third party advertisers.
- A candidate who misses the financial statement filing deadline may file within a 30 day grace period provided they pay a \$500 late filing fee to the City Clerk.
- A new spending limit for parties and expressions of appreciation after voting day was established.
- Rules for the maximum amount a candidate and their spouse can contribute to the candidate's own campaign.
- A candidate's nomination fee will be refunded if the candidate files their financial statement by the required deadline.
- The City Clerk is required to publicly identify the candidates and third parties who filed or did not file a financial statement.

## Rules Regulating Third Party Advertising

- A framework to regulate third party advertisers, including contribution and spending limits was established. This came into effect on April 1, 2018.

## Election Advertising Requirements for Broadcasters and Publishers

- Broadcasters and publishers are required to ensure that certain information is included in third party advertisements and are also required to maintain records of the advertisement for four years for public review.

## Greater Authority and Responsibilities Given to the City Clerk

- Determining advance vote dates and hours.
- Authorizing electronic financial filing for candidates and third party advertisers including conditions and limits.
- Reviewing candidate and third party advertiser financial statements to identify any contributions in excess of the prescribed limits and reporting these to the Compliance Audit Committee.

## City Council Given Authority to Adopt a Policy Determining Automatic Recounts

- City Council may pass a by-law indicating when an automatic recount will be conducted in circumstances other than those permitted by the MEA. A by-law adopting the policy must be passed on or before May 1 in the year of the election.

## Municipalities Given the Option of Conducting Ranked Ballot Elections

- City Council must conduct a public education and consultation process to ensure electors understand ranked ballots and their implications before passing a by-law authorizing the use of ranked ballot elections for offices of Mayor or Councillor.

## APPENDIX B: CHRONOLOGY OF EVENTS

The City of Toronto, through an independent consultant, undertook a Ward Boundary Review between 2014 and 2017 that resulted in City Council adopting a 47 ward model at its November 2016 meeting.

From late July to mid-September 2018, Provincial legislation and court decisions changed the number of wards that the 2018 municipal election would be administered on from 47 to 25, and then back to 47 before finally ending at 25.

The chronology of key events related to these ward changes is summarized below.

### May 1 to August 13:

#### 2018 Election is required to be administered under 47 Wards

- **May 1** - Nominations opened for the offices of Mayor, Councillor and School Board Trustee.
- **July 26** - One day prior to nominations closing under a 47 ward model, the Government of Ontario announced its intention to introduce legislation to reduce the number of wards in Toronto from 47 to 25.
- **July 27** - Nominations closed and on July 30, the City Clerk certified 544 nomination papers under a 47 ward model for the offices of Mayor, Councillor and School Trustee.
- **July 30** - Bill 5, Better Local Government Act, 2018 was introduced and received first reading in the Legislature. The Bill proposed to amend the City of Toronto Act, 2006 and the Municipal Elections Act, 1996 to eliminate City Council's authority to establish, divide, re-divide or configure its wards or determine Council composition and set the number of Councillors at 25 with one Councillor per ward for the 2018 election.
- **July 31** - Candidate R. Achampong filed an application with the Superior Court of Justice with respect to the change in wards.
- **July 31 to August 13** - The City Clerk began contingency planning to administer an election under 25 wards in the event that Bill 5, Better Local Government Act, 2018 received Royal Assent. At the same time, the City Clerk continued to administer the election under 47 wards.

### August 14 to September 9:

#### 2018 Election is required to be administered under 25 Wards

- **August 14** - Bill 5, Better Local Government Act, 2018 received Royal Assent.
- **August 14 to September 9** - Nominations re-opened under a 25 ward model for the offices of Councillor and School Trustee.
- **August 15** - The Minister of the Ministry of Municipal Affairs and Housing filed a Regulation under the City of Toronto Act, 2006 to number and name the 25 wards; and a Regulation under the Municipal Elections Act, 1996 outlining the extension periods for nominations, voters' list distribution and proxy applications.
- **August 20** - Special City Council Meeting held to consider a report from the City Solicitor on Legal Options to challenge Bill 5, Better Local Government Act, 2018 and a supplementary report from the City Clerk on the Impact of Bill 5 on the 2018 Municipal Election. City Council instructed the City Solicitor to challenge the legality of Bill 5 and exhaust all legal avenues.
- **August 31** - Superior Court of Justice heard legal arguments with respect to Bill 5, Better Local Government Act, 2018 in the City of Toronto v. Ontario Attorney General; Achampong v. Ontario.

### September 10 to September 18:

#### 2018 Election is required to be administered under 47 Wards

- **September 10** - Superior Court of Justice rendered decision and court order that set aside provisions of Bill 5, Better Local Government Act, 2018.
- The court decision and order reinstated the 47 ward model for the 2018 election resulting in nominations for all offices closing on July 27.
- **September 12** - Bill 31, Efficient Local Government Act, 2018 was introduced in the Legislature including the notwithstanding clause to exempt the Bill from certain provisions of the Canadian Charter of Rights and Freedoms.
- **September 13** - Special City Council meeting held to consider a report from the City Solicitor on Discussion of the reintroduction of a bill to reduce the size of Toronto City Council and the use of Section 33 of the Canadian Charter of Rights and Freedoms. City Council instructed the City Solicitor to challenge the legality of Bill 31, Efficient Local Government Act, 2018.
- **September 16** - City Clerk was granted intervenor status in the Court of Appeal hearing and filed a factum with the court.
- **September 17** - Bill 31, Efficient Local Government Act, 2018 received second reading in the Legislature.
- **September 18** - Ontario Court of Appeal heard legal arguments with respect to Bill 5, Better Local Government Act, 2018 in the City of Toronto v. Ontario Attorney General; Achampong v. Ontario.

### September 19 to September 21:

#### 2018 Election is required to be administered under 25 Wards

- **September 19** - Ontario Court of Appeal rendered its decision to stay the Superior Court of Justice decision and order, requiring the 2018 municipal election to proceed on the basis of 25 wards.
- **September 20** - Ontario Court of Appeal issued a court order re-opening nominations for two additional days and outlined the dates for voters' list distribution and proxy applications.
- **September 20 to 21** - City Clerk re-opened nominations for the offices of Councillor and School Board Trustee and on September 21, the City Clerk certified 501 nomination papers under the 25 ward model.

## APPENDIX C: COSTS RELATED TO WARD CHANGES

### Operating Budget

The **1.95 million** attributed to the ward changes included the following costs:

- **\$1,419,320** in vendor and City staff costs to produce an additional voters list, an additional set of Voter Information Cards and extra costs to distribute the Voter Information Cards due to condensed time frames.
- **\$112,589** in vendor costs to prepare two separate sets of ballots, including programming vote counting equipment, purchase and storage of ballot paper and print production preparation.
- **\$137,254** in City staff costs to perform logic and accuracy testing on vote counting equipment under condensed time lines.
- **\$42,547** for additional advertising and communications about the reduction of advance vote from 9 days to 5 days and to increase the promotion of MyVote, an online tool for electors to find their ward, candidate information and how and where to vote.
- **\$184,086** to update the staffing system of wards and assignments, reprint election worker contracts and training materials, accommodate changes to advance vote locations and dates and pay unanticipated overtime costs to Election Services full time staff that would otherwise have not been incurred.
- **\$55,351** in legal costs to provide advice to and represent the City Clerk as an intervenor in legal proceedings.

### Capital Budget

A total of \$365,000 in capital costs were attributed to the ward changes to ensure the Election Information System could administer the election under either ward model. Work included programming a new data set, extensive code changes, system configuration and further quality assurance and security testing. The Election Information System includes 14 different applications, and tabulators that support the administration of the election and generation of results.

**Your City.**  
**Your Vote.**

