



**Your City.  
Your Vote.**

**2022  
Municipal Election  
Report**



# Land Acknowledgement for Toronto

We acknowledge the land that our work takes place on is the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples and is now home to many diverse First Nations, Inuit and Métis peoples. We also acknowledge that Toronto is covered by Treaty 13 with the Mississaugas of the Credit, and the Williams Treaty signed with multiple Mississaugas and Chippewa bands.

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# Message from the City Clerk

I am delighted to share the post-event report for the 2022 Toronto general election.

Our fundamental mission is to uphold the confidence and trust of Torontonians in their local government through the delivery of inclusive, transparent, and accountable public services. While this work takes many different forms and extends long before and after any given electoral event, elections provide a special opportunity to engage electors in a meaningful democratic experience.

Our team at Toronto Elections is committed to continuously advancing a modern strategy that responds to the needs and expectations of our diverse communities and stakeholders. Early into our planning cycle for 2022, it became clear that this election would be different. Sweeping societal changes brought about by the COVID-19 pandemic would give way to a need to reshape our operational environment. These new challenges tested our collective resilience and our ability to remain agile against an ever-shifting landscape.

Leveraging several modernization initiatives, we were able to minimize the most severe impacts of the pandemic on our business. Drawing on our own experience and that of other jurisdictions tasked with running elections in the early days of the pandemic, we identified best practices for supporting safe and accessible voting. Together, these led to a series of operational and customer service enhancements that were piloted in the 2021 Ward 22 By-Election. These enhancements were then fully implemented at a city-wide scale for the 2022 general election. All the while, we remained determined to deliver a fair and accessible election and ready to adapt as needed in order to maintain operational readiness.

I want to express my sincere gratitude for the hard work and dedication of our staff at Toronto Elections, in addition to the more than 10,000 voting place staff who worked with us during the advance vote and on election day. I also want to thank the numerous individuals from across the Toronto Public Service and our partner agencies, who

provided us with invaluable support throughout the election cycle and made this event possible.

Looking ahead to 2026 and beyond, we are excited to continue building on our achievements and to keep improving the local democratic experience for all Toronto electors.

John D. Elvidge  
City Clerk





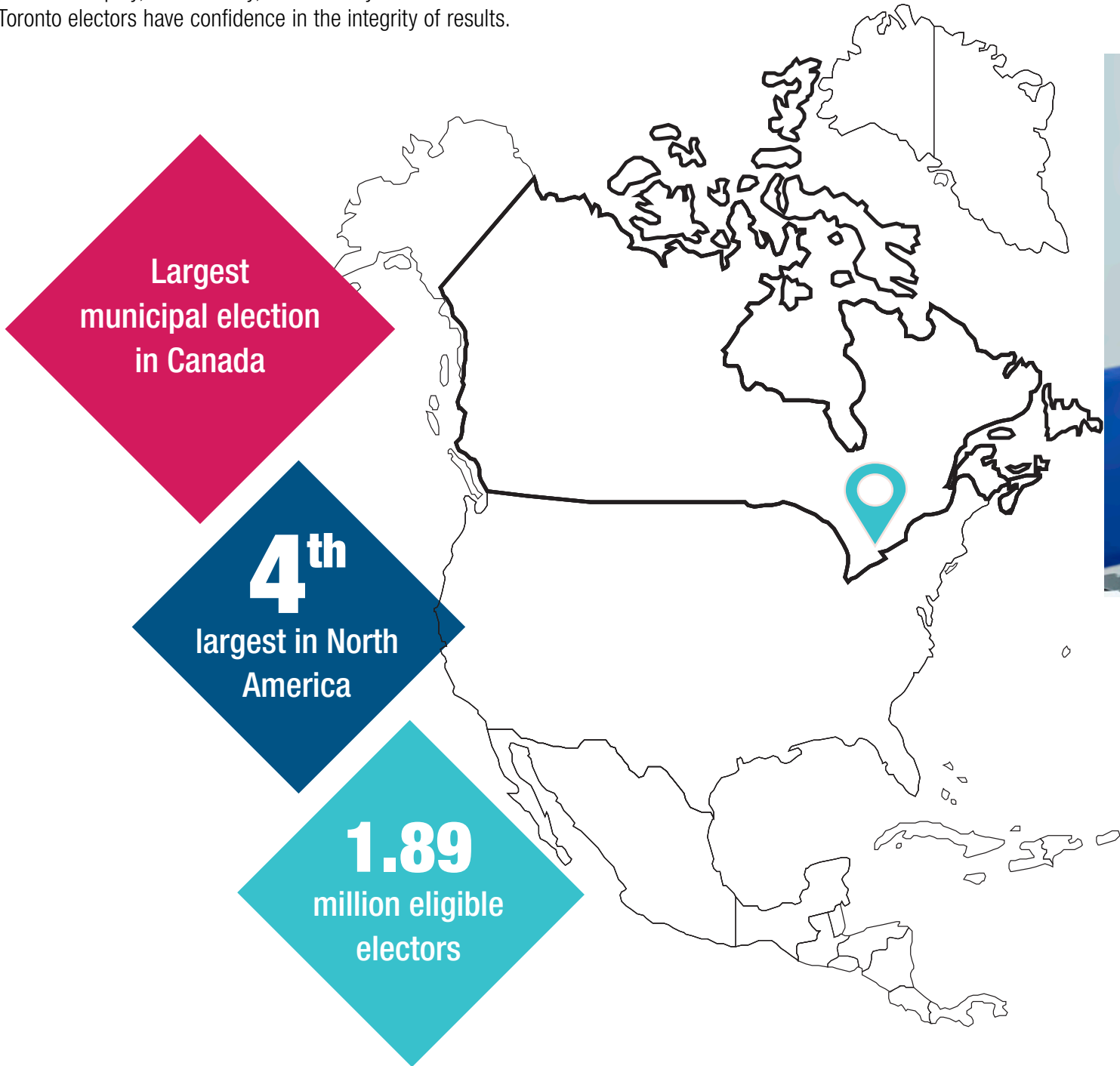


# Overview



# Preparing for the Election

Toronto Elections administers the largest municipal election in Canada and the fourth largest in North America with more than 1.89 million eligible electors. In all aspects of election planning and administration, Toronto Elections prioritizes equity, accessibility, and security to ensure that Toronto electors have confidence in the integrity of results.



## Responding to the COVID-19 Pandemic

Planning for an election of Toronto's size and scope begins shortly after the previous election cycle so that programs and initiatives can be fully tested and implemented.

The COVID-19 pandemic introduced additional complexities and challenges to nearly every aspect of election planning. Considerations included availability of supplies and equipment, the safe operation of voting places, recruitment and training of voting place workers, the feasibility of alternative voting methods, and outreach strategies available to engage Toronto's diverse communities and stakeholder groups.

Throughout the election planning period, pandemic risk levels and public health guidelines were constantly in a state of flux. As a result, detailed contingency plans for a wide range of disruptive scenarios were developed. Despite these enormous challenges, Toronto Elections developed and actioned numerous programs and initiatives to ensure casting a ballot remained safe, accessible and secure.





The  
Municipal Elections  
Act, 1996 establishes the  
overall governance framework for  
municipal and school board  
elections held across  
Ontario

Ontario Legislative Building: Image attribution © Destination Toronto



## Key Changes to Election Law

The Municipal Elections Act, 1996 establishes an overall governance framework for municipal and school board elections in Ontario. This includes key milestones in the election calendar and the rights and responsibilities of electors, candidates, and other stakeholders.

Since Toronto's last general election in 2018, the Ontario government introduced a series of important legislative amendments impacting municipal election delivery. These changes included:

### Extended candidate nomination period

The deadline for candidates to file their nomination for office was pushed back from the fourth Friday in July to the third Friday in August resulting in a tighter timeframe for critical administrative processes.

### Repeal of ranked ballot elections

In 2020, Provincial legislation granting municipal councils the authority to implement a ranked ballot election was repealed requiring Ontario municipalities to continue using the first-past-the-post system.

### Transfer of voters' list ownership to Elections Ontario

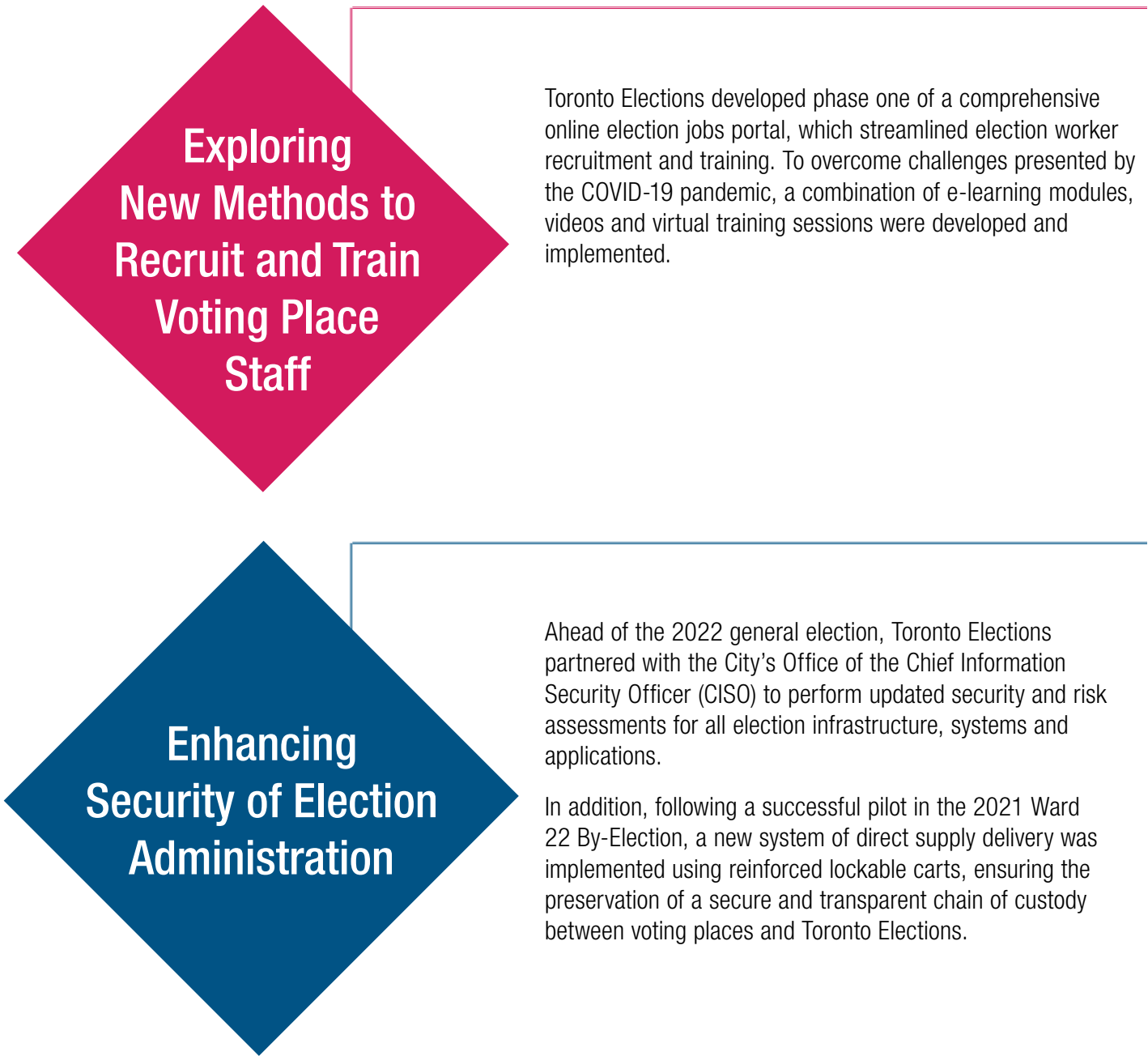
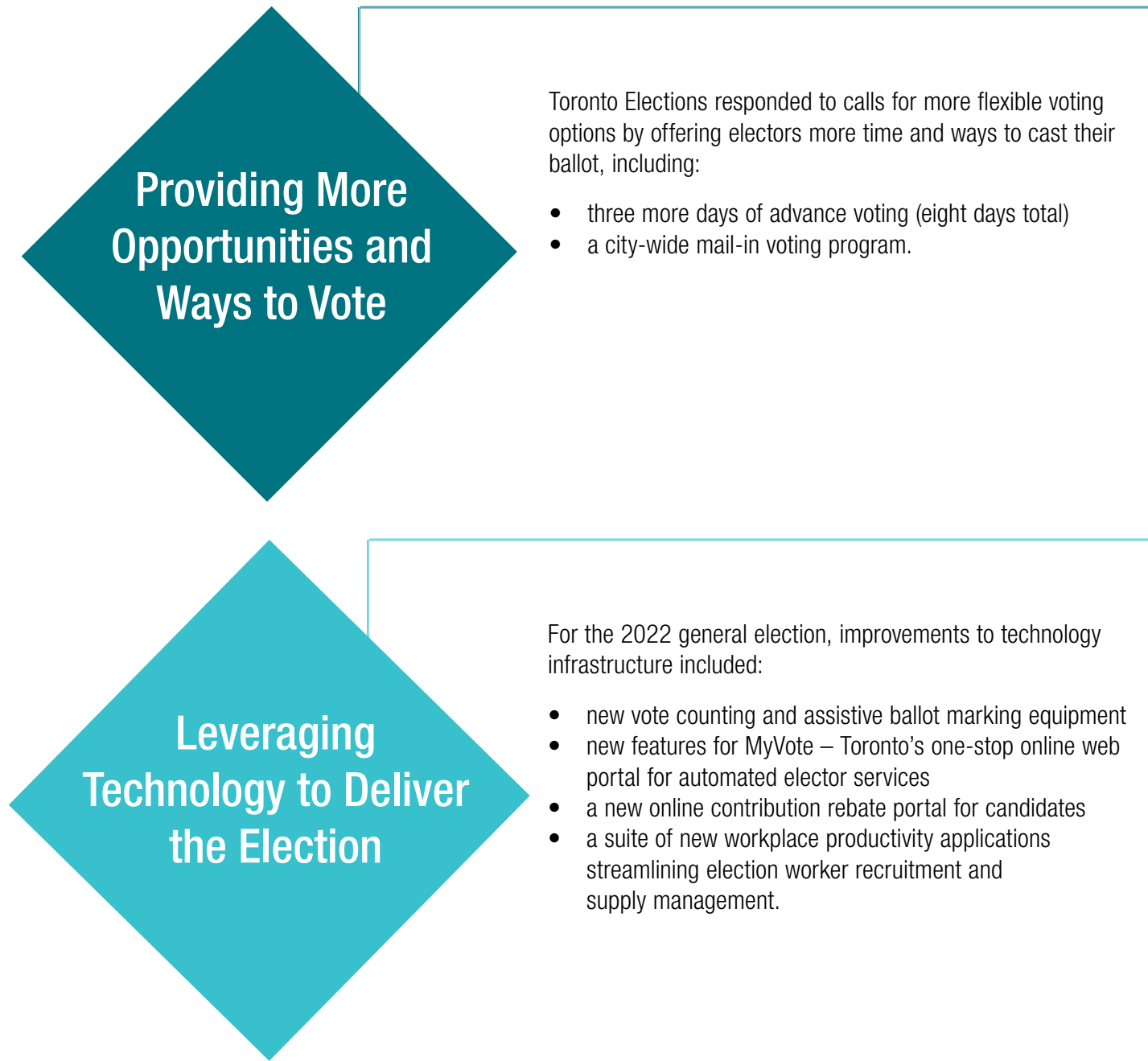
Starting in 2024, Ontario's Chief Electoral Officer will assume responsibility as the managing authority of the municipal voters' list, creating a single permanent register for both provincial and municipal elections in Ontario.





## New Initiatives for 2022

After every election cycle, Toronto Elections undertakes a thorough review of lessons learned, stakeholder feedback, and other factors with a view towards continuous process improvement. Following the 2018 general election, efforts were focused on breaking new ground within each of the following priority areas:





# Delivering the 2022 Municipal Election



# Accessibility

The City Clerk is responsible for conducting municipal elections and establishing policies and procedures to ensure that all electors are able to participate fully in the election process. Specific actions were tracked through the 2022 Election Accessibility Plan, and documented in 2022 Municipal Election Report on Accessibility, which is available on the City of Toronto website.



Voter Assist Terminals were available at all locations during advance vote and two per ward on election day



## New Accessibility Initiatives

### Mail-In Voting

As an alternative to in person-voting, eligible electors who found it difficult to travel to a voting place due to illness, injury or disability had the option to complete their ballot at home and vote by mail. Toronto’s mail in voting program was the first in Ontario to offer assistive templates in braille.

### Voting Places and Location Specialists

Toronto Elections developed the new role of “Location Specialist,” dedicated to ensuring that all potential voting places were thoroughly screened for accessibility.

### Lived Experience Training Video

In partnership with members of Toronto Elections’ Accessibility Outreach Network, a new lived experience training video was developed to educate voting place staff on accessible customer service.

### Purchase of Voter Assist Terminals

For past elections, assistive devices were rented to provide electors with ballot marking options. Toronto Elections has now purchased assistive technology to ensure persons with disabilities can mark their ballot with dignity and independence.





## Voting Options

The COVID-19 pandemic significantly impacted some electors' comfort with in-person voting. Recognizing this to be the case, Toronto Elections had to rethink the basic operation of voting places and implement alternatives to in-person voting.

For the 2022 general election, Toronto Elections provided multiple ways for electors to cast their ballot including vote by mail and expanded in-person voting opportunities. Relying on advice from Toronto Public Health, COVID-19 protocols and contingency plans were developed for voting places. Plans included capacity limits, social distancing indicators, reduced touch points, and deployment of personal protective equipment for election staff and electors.



**115,899**

ballots cast in person  
during advance  
vote

**427,299**

ballots cast in person  
on election  
day

**19,926**

ballots cast  
by mail





## Mail-In Voting

In 2019, Toronto Elections started exploring mail-in voting as an option for electors with disabilities who find it challenging to travel to a voting place. As a result of the pandemic, the City Clerk determined that it was necessary to implement a mail-in voting program to allow all electors to vote from home and ensure casting a ballot remained safe, secure, and accessible. After piloting the option during the 2021 Scarborough-Agincourt councillor by-election, Toronto Elections fully implemented the new program for the 2022 general election.

Mail-in voting packages could be requested online or by phone. Completed packages could be returned through Canada Post using the pre-paid envelope, or at a secure ballot drop box located in all of Toronto's 25 wards. Drop boxes were monitored by CCTV cameras, and ballots were collected daily by Toronto Elections until the October 21 noon deadline.

**Toronto  
Elections worked closely  
with correctional facilities to  
develop a program for eligible voters on  
remand to vote by mail  
or appoint a  
proxy**



## In-Person Voting

### Advance Vote

Advance vote was held for eight consecutive days from October 7 to 14, during which electors could cast their ballot early at either of two voting locations in their ward. This was three additional days of in-person voting compared to 2018, and included days over the Thanksgiving statutory holiday. These decisions were made to accommodate student electors and individuals challenged with voting during the work week.

### Election Day

On October 24, polls were open from 10 a.m. to 8 p.m. at 1,460 voting places across Toronto. Every elector was assigned to a polling subdivision based on their address, which could be found on their Voter Information Card or at [toronto.ca/MyVote](https://toronto.ca/MyVote).

Electors unable to vote in-person on any of the nine voting days could appoint an eligible proxy to vote on their behalf. Electors unable to vote in-person at their designated election day location could request an emergency ballot transfer to a more suitable location.





## Voting Places

Toronto Elections secured 50 advance voting places and 1,460 election day voting places for the 2022 general election. Locations included public and private schools, community centres, retirement and long term care homes, apartment buildings, condominiums, shelters, and more.

Robust site inspections were conducted by staff to identify places that required temporary modifications such as ramps, transition strips, door handles, and additional signage.



**81**  
ramps  
installed

**52**  
door handles were  
temporarily installed to  
rectify accessibility  
issues

**8**  
days of advance vote at  
**50**  
voting places

**1,460**  
voting places on  
election day



### Innovating Supply Chain Management

In 2022, Toronto Elections introduced a new model for managing the distribution and receiving of voting place supplies. Following best practices of other large American cities, supplies for the 2022 general election were delivered directly to and from voting places through a system of reinforced metal carts. Carts were prepared with all materials and equipment needed to administer voting, and dispatched to each voting place for receipt by election officials. At the close of polls, critical items were collected by key staff and returned on election night, while non-critical supplies were locked in their cart and shipped back soon after.

Moving to this new model enhanced the security and efficiency of voting place operations, providing greater certainty of the chain of custody while also streamlining voting place set-up and relieving pressures on staff.



# Candidates and Third Party Advertisers

A total of 392 nominations were filed with the City Clerk, a significant 40% decrease from 2018. Of that number, there were twelve candidates who withdrew, and eight candidates who changed office. A total of 372 candidate nominations were certified by the City Clerk and appeared on the ballot. Six third party advertiser registrations were also certified by the City Clerk. Third party advertisers include any individual, corporation or trade union that intends to spend money for the purposes of supporting or opposing a candidate.



**31**  
candidates for  
mayor

**164**  
candidates for  
councillor

**177**  
candidates for  
school board  
trustee



## Unexpected Challenges to Candidate Eligibility

In the days leading up to the election, Toronto Elections responded to a number of unexpected challenges related to candidate eligibility for office. After determining that there were insufficient eligible candidates to hold office, the City Clerk voided the election for French language public school board trustee, Conseil scolaire Viamonde (Ward 3 – Centre) and French language Catholic school board trustee, Conseil scolaire catholique MonAvenir (Ward 4 – Toronto Est). As ballots for the general election were already printed, eligible electors were instructed not to mark their ballot for these offices, and that a by-election would be held in the coming months. This message was broadly disseminated to impacted electors online and through news releases and voting place signage. Immediately following the 2022 general election, by-election nominations opened on October 25, 2022. Advance vote was available January 21 and 22. Election day was on January 23, 2023.

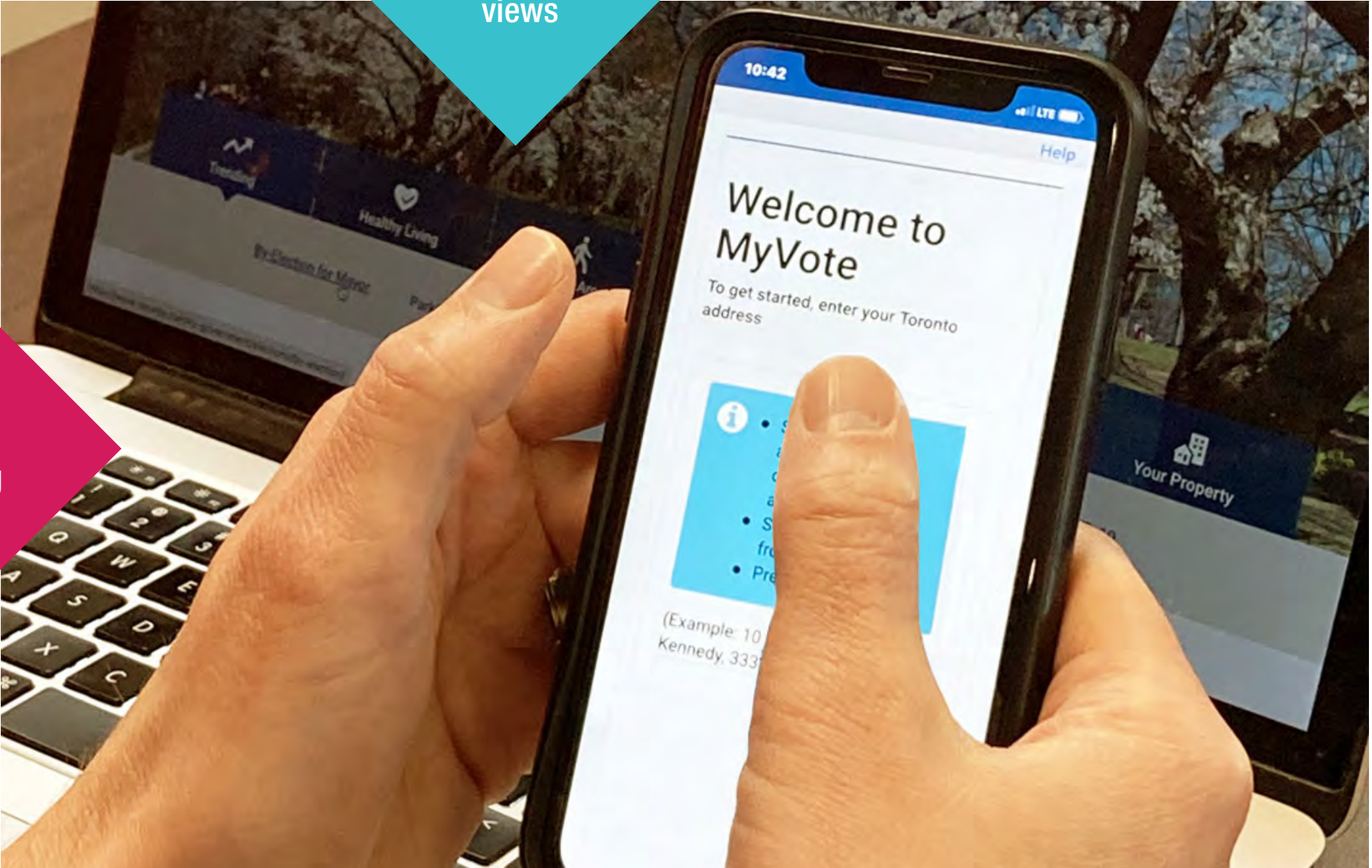
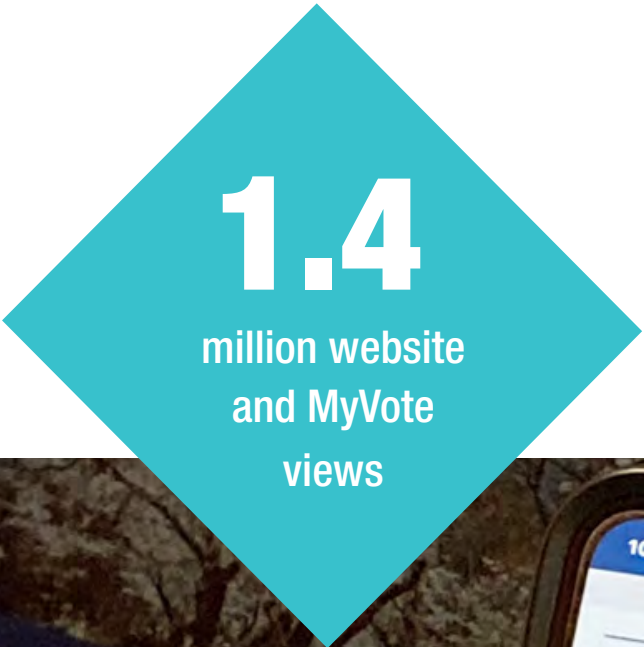
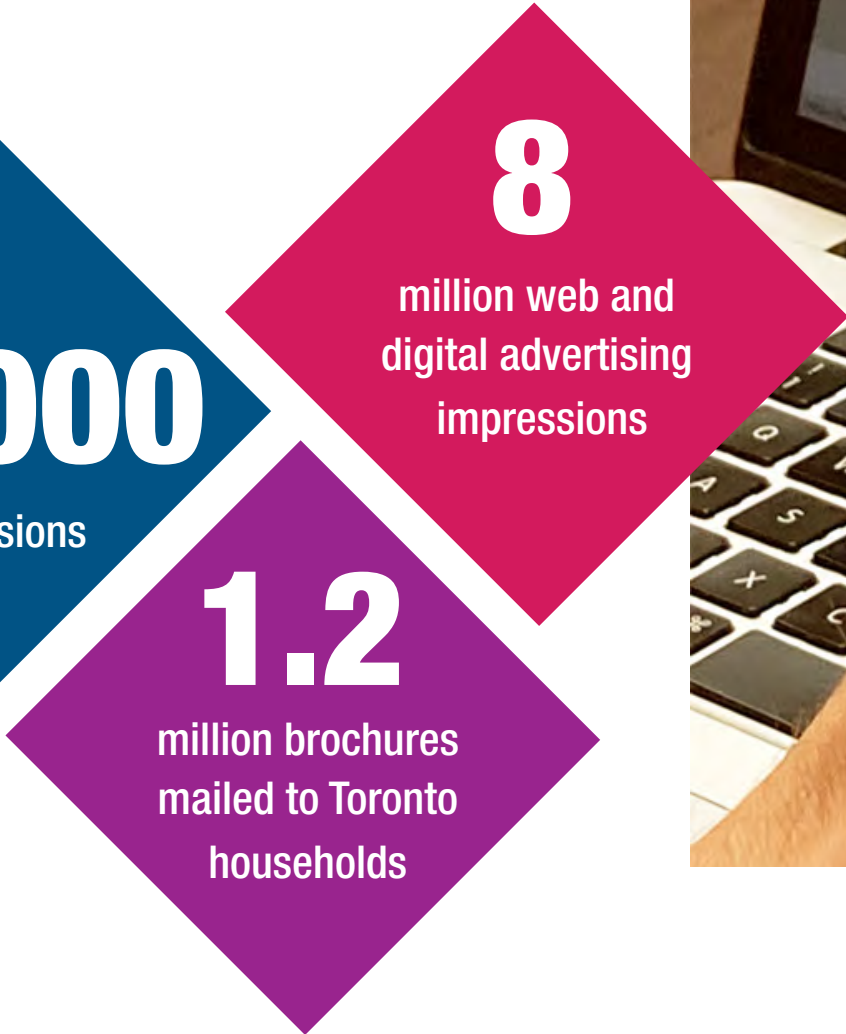
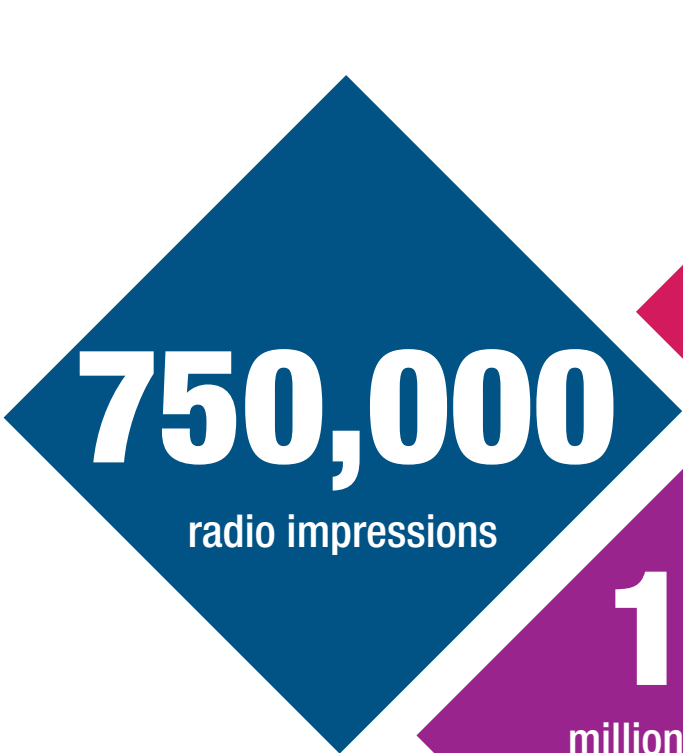
Another unexpected challenge arose due to the death of a candidate after the advance vote period, and before election day. As per the Municipal Elections Act, 1996, because there were three other candidates running for that office, the election proceeded as planned. A notice of the candidate’s death was displayed at all voting locations for that office in the four languages most commonly spoken in the ward. Information was also disseminated online, through news releases, and an instructional script provided to voting place staff.



# Communications and Education

Toronto Elections relied on simple language and clear, consistent communication through a broad range of channels to ensure complex election processes and legislation were accessible to eligible voters and candidates.

Critical election information was detailed in a colourful brochure sent through Canada Post to all Toronto households. In addition, Toronto Elections implemented a multi-phase advertising campaign that included radio, digital audio, television, web and social media, plus print and out-of-home ads. The elections web pages, including the MyVote application, were the authoritative source for information. Ongoing media relations and a well-attended September media open house generated significant online, print and television coverage of key messages and deadlines.



## MyVote

Visiting [toronto.ca/MyVote](https://toronto.ca/MyVote) provided electors with quick access to:

- revise or add themselves to the voters' list
- apply to vote by mail
- a list of candidates running in their ward
- advance vote and election day voting locations with accessibility information
- print or download their voter information card.



# Community Outreach and Partnerships



Through proactive and intentional outreach, Toronto Elections informed residents of election employment opportunities, how to run as a candidate, and how to participate in the electoral process.

Due to the pandemic, many community events, workshops and meetings moved online or were cancelled in 2022. Toronto Elections remained flexible and responsive to the changing landscape and developed virtual presentations on eligibility and identification requirements, voting options, mail-in voting, accessibility accommodations, and employment.

Leveraging established partner networks and providing trusted community leaders with election toolkits and information cards for distribution helped the outreach team connect with diverse communities, including harder-to-reach electors. As restrictions lifted, plans were adjusted to increase in-person engagement and demonstrations at events and workshops of tabulators and Voter Assist Terminals.

Toronto Newcomer Day at Nathan Phillips Square  
Wednesday, May 25, 2022



**27,000**  
information cards  
distributed

Partners  
helped Toronto Elections  
reach ethno-cultural communities,  
youth, seniors, persons with disabilities,  
2SLGBTQ+ communities, and  
people experiencing  
homelessness

**193**  
diverse partners representing  
**120**  
organizations





## Recruitment and Training

**10,024**

people filled over

**15,000**

positions



**533**

positions were filled  
through the  
Student Connect  
Program

**2,849**

attended classroom  
sessions

**11,140**

e-learning sessions  
completed

**1,125**

attended virtual  
sessions

Toronto Elections relied on the support of City staff and members of the public to fill more than 15,000 positions required to successfully administer the 2022 general election. New for 2022, an online election jobs portal was launched allowing interested persons to apply, register for training, access training materials, and receive regular updates on work assignments.

The popular Student Connect Program returned to provide high school students an opportunity to gain insight into the democratic process. A total of 533 voting place positions were filled through this program.

Training thousands of staff is an enormous undertaking under any circumstances and was made more complicated by the impacts of the COVID-19 pandemic. In keeping with public health guidelines in place during election planning phases, much of the mandatory training shifted from in-person to online formats such as virtual sessions, e-learning modules and videos. Necessary in-classroom training was minimal and implemented once guidelines relaxed.



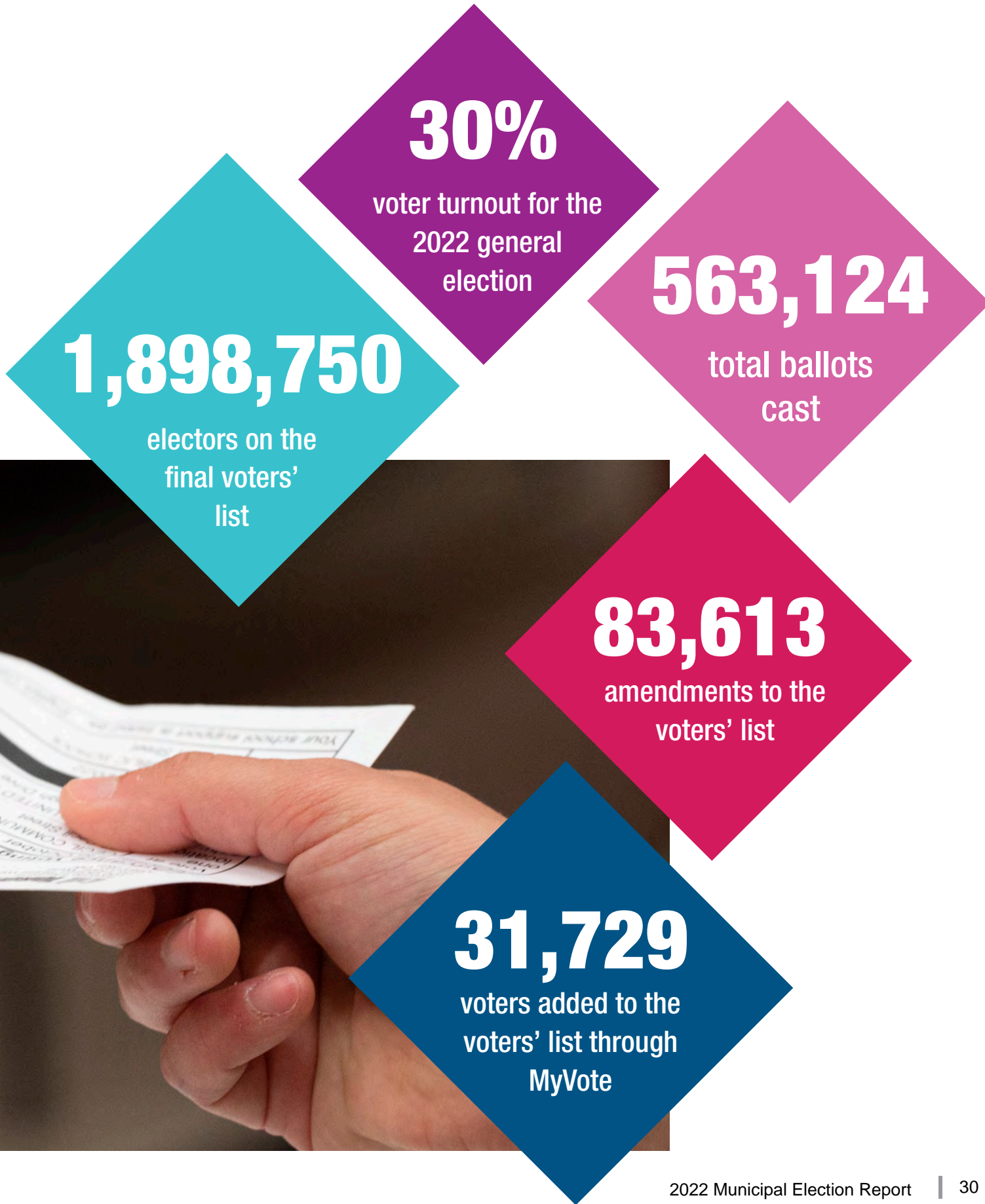


# Voters' List

Having a reliable and up-to-date voters' list is an essential element to delivering fair, transparent, and inclusive elections in Ontario. The voters' list contains the name, address and school support of every registered elector in Toronto. It is used to determine the distribution of voting places across the city, as well as each person's specific voting place, ballot type, and where their Voter Information Card (VIC) is sent. Voter Information Cards were mailed to 1,894,754 electors who were on the voters' list by September 23, 2022.

In Ontario, creating the voters' list for municipal and school board elections is a shared effort between the Municipal

Property Assessment Corporation (MPAC) and municipal clerks. Every municipal election year, MPAC prepares a Preliminary List of Electors based on its property ownership and tenant database, and supplies this information to the City Clerk on or around July 31. The City Clerk takes control of the list for a few short months to correct obvious errors and perform elector-requested revisions, before returning the updated list to MPAC after the election. Due to changes to provincial legislation, starting in 2024, responsibility for the municipal voters' list will transfer from MPAC to Elections Ontario.







## Voting Technology



Before being deployed, every piece of vote counting and ballot marking equipment underwent logic and accuracy testing and quality assurance to validate security and functional integrity.

**50**

Voter Assist Terminals  
deployed

**1,360**

vote tabulators deployed  
on election  
day

**96.7%**  
of election results received  
and published  
by 9 p.m.

Toronto's municipal and school board elections are administered through various hardware, software, and systems that support core operating objectives of business efficiency, service accessibility, and process integrity. In 2021, after a competitive procurement process, Toronto City Council approved the purchase of new voting technology to replace equipment and systems that had reached the end of its lifecycle.

Technology and systems used during the 2022 general election included:

**Vote tabulators:**

Electronic devices that scan and automatically count marked ballots in real-time using high-precision digital imaging technology before depositing them into the ballot box.

**Central-count tabulators:**

High-speed electronic vote counting equipment that counts, consolidates and reports vote totals from multiple voting locations at a central location.

**Voter Assist Terminals (VATs):**

Assistive ballot marking machines that allow electors of all abilities to vote independently and privately.

**Electronic poll books:**

Encrypted mobile devices used by voting place staff during advance vote days to simplify elector check-in and perform real-time voters' list strike-offs.

**Election Technology Program (ETP):**

An integrated system of applications and databases which automate and streamline the execution of key administrative tasks in preparing for an election.



# Election Results

To support the accurate and efficient reporting of election results, vote counts from each voting place were received and compiled across multiple platforms providing a high degree of reliability and redundancy.

Immediately after polls closed on election night, results were transmitted to Toronto Elections from each voting place over an encrypted wireless network. After 8 p.m., unofficial results were continuously updated on the City of Toronto website. More than 96% of total voting places successfully reported election results by 9 p.m.

As a back-up strategy to mitigate transmission issues, results were relayed by election officials to a dedicated call centre using the printed results tape produced by each voting place vote tabulator. Before the results were officially declared by the City Clerk, each tabulator’s memory drive was uploaded to a closed system forming the definitive election results record.

Results were declared by the City Clerk on October 27, 2022, and are available at [toronto.ca/elections/results](https://toronto.ca/elections/results) along with the declaration and poll-by-poll results.



The cost to deliver Toronto’s 2022 General Election was **\$14.5** million



## Election Costs

The 2022 general election budget included costs incurred from sector-wide supply chain pressures experienced by electoral management bodies following the onset of the COVID-19 pandemic. It also reflects efforts to support new expectations for safe and accessible voting. New funding was necessary for the communication and outreach, material, plus logistical and staffing costs to offer a city-wide mail-in voting program and more days of advance voting.

Production and Logistics <sup>1</sup>	\$7,714,132
Recruitment and Training	\$3,497,836
Voting Technology and Results	\$1,586,894
Engagement and Communications	\$935,596
Mail-in Voting	\$688,741
Candidates and Third Party Advertisers	\$120,789
Total	\$14,543,988

<sup>1</sup> Production and Logistics costs include expenditures related to ballots, voters’ list, advance vote and ward management.





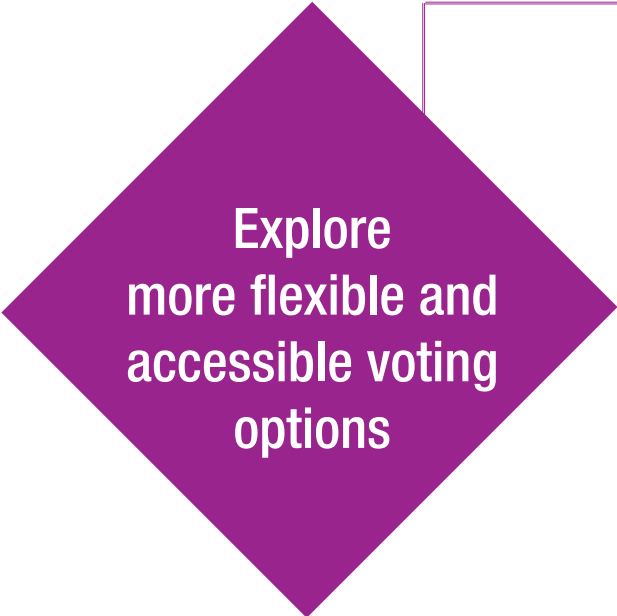
**Moving Forward**



# Key Priorities for the 2026 Election



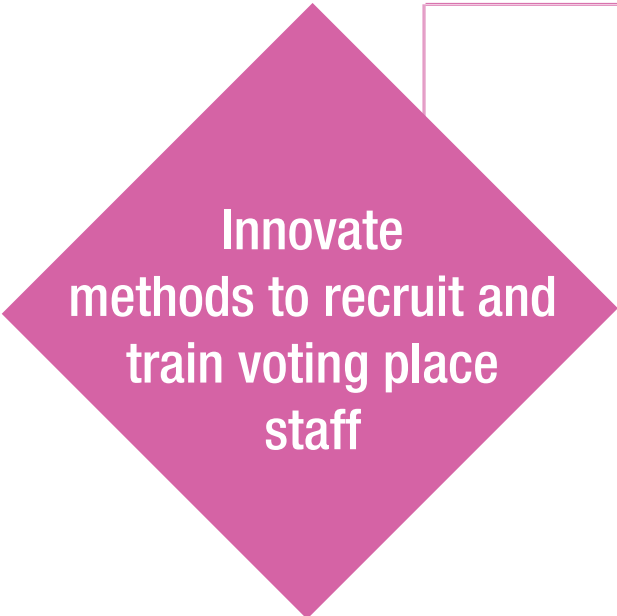
Toronto Elections will continue to prioritize enhancements to technology security and conduct risk assessments for infrastructure, systems, and applications to address possible vulnerabilities to external threats. Learnings from 2022 will be applied to supply chain management security for the distribution and return of key election supplies and equipment.



Toronto Elections will continue to identify more flexible and accessible options to cast a ballot. This includes enhancements to the mail-in voting program, undertaking a review of the number of voting days and vote anywhere opportunities, and providing braille ballot overlays at all voting places. Opportunities to improve voting processes at institutions, including long-term care homes, seniors' residences, and correctional facilities will also be explored.



Toronto Elections will undertake a detailed review and gap analysis to enhance existing system applications, and replace legacy systems to improve election administration and processes. It will also explore new digital channels to communicate key election messages and information.



Toronto Elections will continue to prioritize developing new methods and tools to recruit and train voting place staff. Applying learnings from 2022-2023, best practices will be reviewed to identify and implement an optimal balance between virtual and in-person hiring and training sessions.



In addition to working with partners to prepare for the transfer of ownership of the voters' list from Municipal Property Assessment Corporation (MPAC) to Elections Ontario in 2024, Toronto Elections will continue to collaborate with the Association of Municipal Managers, Clerks and Treasurers of Ontario (AMCTO) and other municipalities to develop an advocacy plan for amendments to the Municipal Elections Act, 1996, including a province-wide Professional Activity (PA) Day on election day.





Contact Information

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