



Office of the Chief Electoral Officer

Performance Report

For the period ending
March 31, 1998

Canada

Improved Reporting to Parliament Pilot Document

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing on a pilot basis what was known as the annual *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*.

This initiative is intended to fulfil the government's commitments to improve the expenditure management information provided to Parliament. This involves sharpening the focus on results, increasing the transparency of information and modernizing its preparation.

This year, the Fall Performance Package is comprised of 80 Departmental Performance Reports and the government's "*Managing For Results*" report.

This *Departmental Performance Report*, covering the period ending March 31, 1998, provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the department's *Part III of the Main Estimates* or pilot *Report on Plans and Priorities* for 1997-98. The key result commitments for all departments and agencies are also included in *Managing for Results*.

Results-based management emphasizes specifying expected program results, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and reporting on achievements in a balanced manner. Accounting and managing for results involve sustained work across government

The government continues to refine and develop both managing for and reporting of results. The refinement comes from acquired experience as users make their information needs more precisely known. The performance reports and their use will continue to be monitored to make sure that they respond to Parliament's ongoing and evolving needs.

This report is accessible electronically from the Treasury Board Secretariat Internet site:
<http://www.tbs-sct.gc.ca/tb/key.html>

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**Office of the
Chief Electoral
Officer**

Performance Report

**For the
period ending
March 31, 1998**

**The Honourable Don Boudria, P.C., M.P.
Minister of State and Leader of the
Government in the House of Commons**

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Section I: The Chief Electoral Officer's Message

Democratic systems are built on trust and fundamental to that principle is a fair and impartial electoral process. Canadians have bestowed upon Elections Canada the task of administering their electoral process and have made the agency a custodian of their democratic system.

Elections Canada is an independent agency of Parliament operating free of the influence of any political party. It enables Canadians to cast their ballots, and to preserve and enhance the democratic process itself. Elections Canada delivers its services with a program aimed at improving the quality, reach and efficiency of those services.

The mandate of the Chief Electoral Officer and the agency's strategic plan set the framework for the agency's strategic objectives, which Elections Canada pursues in accordance with legal and constitutional requirements. These objectives are as follows:

- to deliver federal elections and referendums that maintain the integrity of the electoral process;
- to achieve and maintain a state of readiness to deliver electoral events whenever they may be called;
- to improve the delivery of electoral events; and
- to provide advice and support on electoral matters to Cabinet, parliamentarians, electoral boundaries commissions and other stakeholders.

These objectives present a significant challenge, but facing challenges and change is a way of life at Elections Canada. In recent years, the process of electoral reform has been continuous and the pace unremitting as the agency has responded to mounting public expectations. Canadians insist on better service from their public agencies and demand that those agencies be more productive. Elections Canada continues to respond to these expectations with concrete changes in the way it administers electoral events and manages its own operations.

During 1997-98, these same pressures continued to drive the agenda at Elections Canada as the agency responded to new opportunities, expectations and needs. In that respect, Elections Canada implemented new legislation passed in December 1996. The agency conducted the last federal enumeration in April 1997, delivered the 36th general election under a calendar shortened to 36 days, on June 2, 1997, and created the National Register of Electors.

An important agency priority is to help Canadians maximize benefits from the advances that have already occurred. The agency continued to share knowledge, expertise and resources with its provincial counterparts to advance the material goal of providing efficient, cost-effective and responsive electoral services to all Canadians. In this respect, Elections Canada signed several additional data supplier agreements with provincial and municipal governments to support the National Register of Electors.

At the same time, Elections Canada reached out to the rest of the world as emerging democracies continued to seek the agency's knowledge and expertise that serve Canada's electoral system so well. Elections Canada will continue to work with other electoral organizations to develop programs to promote professional development and to help developing democracies build and strengthen their electoral systems.

Jean-Pierre Kingsley
Chief Electoral Officer of Canada

Section II: Agency Overview

A. Mandate and Mission

The mandate of the Chief Electoral Officer (CEO), as an independent officer of Parliament, is to be prepared at all times to conduct federal general elections, by-elections and referendums; to carry out voter education and information programs; and to provide support to the federal electoral boundaries commissions.

Elections Canada administers the federal electoral system in accordance with legal and constitutional prescriptions set out in the *Canada Elections Act*, the *Referendum Act*, the *Electoral Boundaries Readjustment Act*, the *Dominion Controverted Elections Act* and the *Constitution Act*, including the *Canadian Charter of Rights and Freedoms*.

The Elections Canada Mission Statement

The mission of Elections Canada is to demonstrate excellence and leadership in electoral matters. Through the valued efforts of staff members and election officers, the agency serves the needs of electors and legislators alike in an innovative, cost-effective and professional manner.

B. Strategic Objectives

Elections Canada is pursuing four strategic objectives in accordance with legal and constitutional requirements:

1. to deliver federal elections and referendums that maintain the integrity of the electoral process;
2. to achieve and maintain a state of readiness to deliver electoral events whenever they may be called;
3. to improve the delivery of electoral events; and
4. to provide advice and support on electoral matters to Cabinet, parliamentarians, electoral boundaries commissions and other stakeholders.

In the context of these objectives, the agency

- plans, organizes and administers federal elections and referendums by training, directing and supporting electoral officers;
- operates and maintains the National Register of Electors;
- provides briefing, documentation and legal interpretations to candidates, political parties, referendum committees and other campaign officials regarding the campaign financing provisions of the relevant statutes;
- monitors compliance with and enforcement of the statutes;
- develops and implements communications and voter education programs and improves accessibility of the electoral process;
- publishes various reports relating to the conduct of each electoral event, such as voting results, campaign financing information and enforcement issues;
- implements the results of the electoral boundaries commissions for each electoral boundaries adjustment exercise; and
- advises and supports parliamentary committees, electoral boundaries commissions and other stakeholders on electoral matters.

C. Agency Organization

Business Line Description

The agency currently operates under two funding authorities: an annual appropriation and a statutory authority as provided for in the *Canada Elections Act*, the *Referendum Act* and the *Electoral Boundaries Readjustment Act*.

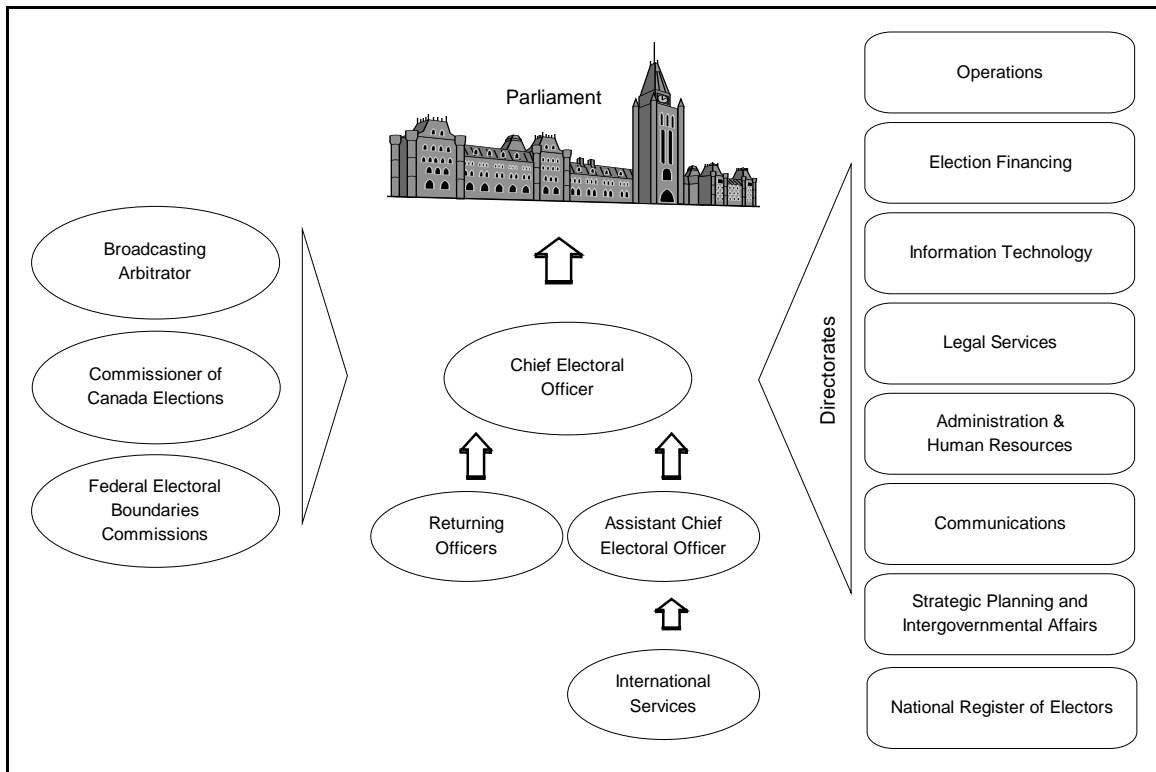
The Chief Electoral Officer (CEO), who heads the agency, is appointed by a resolution of the House of Commons. The CEO reports directly to Parliament and is thus completely independent of the government and political parties. The CEO is supported by the Assistant Chief Electoral Officer (ACEO), who is appointed by the Governor in Council. In addition to statutory responsibilities, the ACEO oversees international services, helping meet Canada's commitment to provide professional and technical assistance in support of democratic development in countries around the world.

The CEO appoints the Commissioner of Canada Elections. Under the general supervision of the CEO, the Commissioner of Canada Elections ensures that the provisions of the *Canada Elections Act* and the *Referendum Act* are complied with and enforced. The CEO also appoints and oversees the work of the Broadcasting Arbitrator, who allocates paid and free broadcasting time for registered political parties during a general election and for referendum committees during a referendum, according to a formula set out in legislation.

Elections Canada provides extensive technical expertise and services to the federal electoral boundaries commissions, as well as consultation services to parliamentary committees on legislative reviews of the *Electoral Boundaries Readjustment Act*.

The CEO is supported by eight directorates, which carries out the administrative tasks involved in preparing for and administering electoral events. Figure 1 illustrates the agency's organizational structure and reporting relationships.

Figure 1: Elections Canada's Organization



Section III: Agency Performance

Elections Canada operates under two funding authorities: the administrative vote (which essentially provides for the salaries of certain indeterminate staff) and the statutory authority (which provides for all other expenditures, including the costs of electoral events). Although these authorities are interdependent, this document reports on the agency’s performance as a whole.

The agency is currently revising its strategic plan and will continue to develop performance measures and related measurement strategies.

A. Performance Expectations

The following table links Elections Canada’s strategic objectives to expected results.

Table 1: Elections Canada’s Chart of Key Results Commitments

To provide Canadians with:	To be demonstrated by:	Achievement reported in:
federal elections and referendums that maintain the integrity of the electoral process	<ul style="list-style-type: none"> electoral events that are fair and transparent within the context of, and in accordance with, constitutional and legal requirements electoral events that remove barriers to participation 	<ul style="list-style-type: none"> DPR Section III, B.1 DPR Section III, B.1
a state of readiness to deliver electoral events whenever they may be called	<ul style="list-style-type: none"> trained staff and election officers, and up-to-date electoral processes, systems and materials that are ready for any electoral event 	<ul style="list-style-type: none"> DPR Section III, B.2
improvements in the delivery of electoral events	<ul style="list-style-type: none"> processes developed that are cost-effective and respond to the concerns of stakeholders 	<ul style="list-style-type: none"> DPR Section III, B.3
assurance that timely and high-quality advice, information, products and personnel are available to Cabinet, parliamentarians, electoral boundaries commissions and other stakeholders in accordance with established agreements	<ul style="list-style-type: none"> stakeholders' satisfaction with the quality of Elections Canada's advice and support 	<ul style="list-style-type: none"> DPR Section III, B.4

The summary financial information presented for each funding authority includes:

- what the plan was at the beginning of the year (*Planned Spending*);
- what additional spending was required to reflect changing priorities and unforeseen events (*Total Authorities*); and,
- what was actually spent (*Actual*).

Table 2: Agency Planned versus Actual Spending by Funding Authority (\$ thousands)

Funding Authority	Planned Spending 1997-98	Total Authorities 1997-98	Actual 1997-98
Administration	3,204	3,204	3,089
Elections/Referendums	20,650	200,650	195,983
Total	23,854	203,854	199,072

B. Performance Accomplishments

Agency Performance

The following sections provide highlights of performance and results in relation to the agency's strategic objectives. Additional information on Elections Canada's activities and results can be found in Section VI.

1. Delivering federal elections and referendums that maintain the integrity of the electoral process

The Last Federal Enumeration and the 36th General Election

In April 1997, Elections Canada conducted the country's final federal door-to-door enumeration to produce the preliminary lists of electors for a general election and to collect information needed to establish the new National Register of Electors. Immediately following the enumeration, the agency delivered the 36th general election, which was held on June 2, 1997. Results presented in this section relate to the enumeration and the general election unless otherwise specified.

To ensure that electors were aware of their rights and of the electoral process, and to remove barriers to participation, especially for those who may experience difficulty in exercising their franchise, the agency:

- ensured that special voting information and materials were made available to electors who were out of the country or away from their ridings, as well as to Canadian Forces electors, inmates and acute-care patients, to enable a total of 138,618 electors to cast their votes under the Special Voting Rules mechanism;

- conducted public information campaigns, including specialized campaigns for Aboriginal voters, to inform the public about the objectives and procedures of this last enumeration and the election; this includes preparing a series of television, radio and newspaper advertisements and shipping nearly 15,000 information kits to individuals and organizations; the information was produced in 20 Aboriginal languages and 20 heritage languages, in addition to French and English;
- used news releases, newspaper, television and radio advertisements, brochures, posters, videos, an Internet site, and an information kit, including posters targeting youth, to inform Canadians about their right to vote;
- established an enquiries unit with Enquiries Canada to complement Elections Canada's, where officers answered 438,284 calls through toll-free lines, including a TTY/TDD line for people who are deaf or hard of hearing; Elections Canada's service level was 97 percent, much higher than the acceptable benchmark (85%) for this type of service;
- provided level access to 99.7 percent of the more than 57,000 polling stations in all 301 ridings and, for those polling sites that did not have level access, electors had the option of asking the returning officer for a transfer certificate authorizing them to vote at another nearby poll that did have level access; and
- provided information in formats accessible to people with a visual impairment such as large print, Braille, audio cassette and diskette.

To ensure fairness and transparency in administering the 1997 enumeration and the 36th general election, the agency:

- provided returning officers and their staff, candidates and their official agents and auditors, and political parties with training, informational material and toll-free telephone, support network, to help them understand and comply with their responsibilities under the *Canada Elections Act*;
- published the number of electors on the preliminary lists of electors, the official voting results, summaries of candidates' election expenses, and the Chief Electoral Officer's statutory report on the 36th general election as required by the Act;
- published the spending limits for registered political parties and candidates;
- improved payment processing timeframes over the 1993 general election for some 250,000 election officers; streamlined payment processing for suppliers' accounts by introducing acquisition cards for use by returning officers and assistant returning officers; and
- reviewed the financial returns of all 1,672 candidates and 10 registered political parties to monitor compliance with the financing provisions of the Act and to determine the amount of reimbursement owed to 801 candidates and 5 registered parties who qualified.

Elector turnout for the 1997 general election was approximately 67 percent of all registered electors, the lowest since the general election of 1925. Recent research studies point to a value shift in many democracies that is causing voters to reduce participation in all forms of political activity. Although voter participation itself is not a key responsibility of Elections Canada, the need to ensure that electors are aware of the voting process is, as is the requirement to ensure that there are no administrative barriers to the exercise of the franchise.

Complaints

The Commissioner of Canada Elections investigated 318 complaints, 274 of which have been closed without prosecution, while 44 remain open.

The Office of the Commissioner of Official Languages (OCOL) received 52 official complaints related to the provision of services in both official languages during the enumeration and the general election. At the time of writing, Elections Canada had resolved 98.1 percent of these complaints to the satisfaction of the OCOL. Since more than 250,000 workers served more than 19 million Canadians from coast to coast during the enumeration and election, the agency is encouraged by this low number of complaints in relative terms.

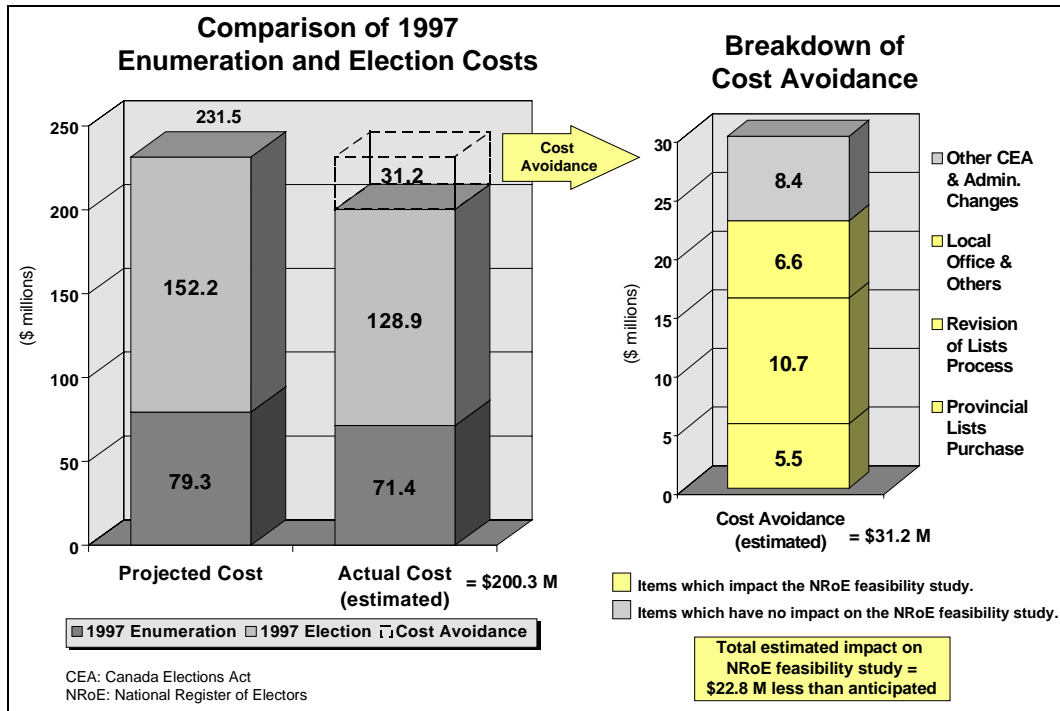
Costs of Enumeration and 36th General Election

The cost of the final enumeration is \$71.4 million and the estimated cost of the general election is \$128.9 million, for an estimated combined cost of \$200.3 million, or \$10.19 per elector. When compared to the projected cost, this is an estimated \$31.2 million less than anticipated (see Figure 2). Savings are primarily in the following areas:

- the purchase and use of the Alberta and Prince Edward Island provincial lists of electors (in lieu of a federal door-to-door enumeration);
- the election was called immediately after the enumeration, which permitted among other things, returning officers to extend their office leases (in lieu of closing and re-opening their offices at a later date); and
- the revisions to the lists of electors were less than expected.

These items have a positive impact on the original cost projections for the implementation of the National Register of Electors for an estimated \$22.8 million. In addition, costs were lower in other areas such as changes to Special Voting Rules and registered political parties' reimbursements.

Figure 2: Costs of the 1997 Enumeration and General Election (\$ millions)



The Port Moody–Coquitlam By-Election

In 1997-98, Elections Canada also administered a by-election in Port Moody–Coquitlam, British Columbia, on March 30, 1998.

As in all electoral events, the agency worked to create awareness among the general public in the electoral district, as well as among political parties, candidates, and the media, of the by-election and of the key dates in the election period.

For the first time, data from the National Register of Electors were used to prepare the preliminary list of electors for a by-election. Prior to generation of the preliminary list, the portion of the Register applicable to the Port Moody–Coquitlam electoral district was updated to remove duplicate registrations and the records of deceased electors, to add new electors, and to modify existing elector information.

In addition, Elections Canada undertook a targeted revision to add the names of electors from new housing developments and in residential institutions to the preliminary list of electors. Six institutions, including nursing homes, were visited by revising agents, and 1,652 kits were distributed in new developments.

Voter turnout tends to be lower in by-elections than in general elections, and this was the case here. In the June 1997 general election, turnout was 67 percent; for this by-election, it was 36 percent.

The cost of the by-election is lower on average when compared to recent by-elections held after the 1993 general election. In fact, on an average cost per elector basis of all ten by-elections held between 1994 and 1997, the cost is \$8.91 per elector compared to \$6.71 for Port Moody–Coquitlam. The savings are primarily related to the use of the data from the National Register of Electors in lieu of enumeration, the shorter electoral calendar and other administrative changes.

Table 3: Actual Costs for the Port Moody–Coquitlam By-Election of March 1998 (dollars)

	1997-98 Actual	1998-99 Actual ¹	Total Actual ¹	Cost per Elector
Port Moody–Coquitlam, B.C.	264,459	41,862	306,321	3.80
Ottawa Headquarters	202,149	32,438	234,587	2.91
Total Cost	466,608	74,300	540,908	6.71

¹ Forecast expenditures of \$42,500 for the 1998-99 fiscal year are included.

Many factors influence the cost of electoral events – general elections, by-elections and referendums – and the related costs for each electoral district. Some of the key factors include the number of electoral districts involved; the characteristics of each electoral district (e.g., geographic location, population density, size of the electoral district, and urban or rural location); the use of different processes, systems and methodologies from one event to the next (e.g., door-to-door enumeration vs. targeted revision); the length of the electoral calendar; the fees and allowances set out in the *Tariff of Fees*; and the number of candidates and political parties eligible for reimbursement of election expenses.

2. Achieving and maintaining a state of readiness to deliver electoral events whenever they may be called

Event Readiness Planning

After the 1997 general election, Elections Canada conducted almost 50 post-electoral evaluations, involving all directorates at headquarters and over 80 local election officers. These evaluations, which covered all activities at the electoral district level and at headquarters, identified necessary improvements to the legislation, to administrative processes, to event systems and to public information programs. The findings revealed that information technology was the agency’s biggest challenge and that the agency needed to improve the state of readiness of its technology. Elections Canada is currently prioritizing the recommendations that resulted from this exercise.

Year 2000 Systems Readiness

Elections Canada has assessed the year-2000 readiness of its mission-critical technology. The agency has reviewed each application to identify specific instances of date use, to determine their impact before and after December 31, 1999, and to estimate the work required to correct the inadequate code.

The agency's computerized environments include approximately 100 custom applications and about 124 commercial off-the-shelf software products, plus several hundred pieces of hardware, such as personal computers and network servers. The assessment revealed that 62 percent of the applications, 25 percent of the off-the-shelf products and 40 percent of the pieces of hardware are year-2000 compliant, but testing is required to confirm compliance.

None of the agency's applications are considered to be government-wide mission-critical systems by the Treasury Board of Canada. However, the key areas of concern for the agency are its financial management system and its electors field revision system, which must be replaced by April 1, 1999 and November 15, 1999, respectively. There are separate project plans for replacing these systems and these projects are on track.

The agency has developed plans to address the year-2000 situation for all applications and hardware that are not compliant. The plans are continuously monitored and, at time of writing, the agency was on track. The plans also call for the preparation of contingency plans in July 1999; risk management plans have already been developed.

3. Improving the delivery of electoral events

National Register of Electors

In its 1996-97 *Performance Report* the agency reported that after an initial investment to build the Register, it would save taxpayers some \$30 million at each subsequent general electoral event at the federal level alone. Updates to the cost-benefit analysis following the 1997 enumeration and general election indicate that the agency will recover the full cost of the initial investment in the Register, including the cost of the final enumeration, more quickly than anticipated. In fact, the initial investment was cut in half – that is, from \$41.3 million to \$18.6 million – which will result in net savings sooner than predicted.

Elections Canada won the prestigious 1998 Award for Leadership in Service Innovation given by the Association of Professional Executives of the Public Service of Canada (APEX). The award was made to honour the National Register of Electors project team "for its strong belief that there was a better, more cost-effective way to manage the electoral process, for its determination to bring the project to fruition despite many obstacles along the way, and for its development of inter-governmental partnerships, leading to efficiencies across jurisdictions."

To support the implementation of the National Register of Electors, the agency signed several agreements and, at the time of writing, it had concluded data supplier agreements with data sources listed in Table 4.

Table 4: Status of Data Supplier Agreements

Data Sources	Data Supplier
Federal Data Suppliers	Revenue Canada Citizenship and Immigration Canada
Motor Vehicle Registrars	Eight provinces and two territories
Vital Statistics Registrars	Nine provinces and two territories
Provincial Electoral Agencies	Two provinces

To position Elections Canada to share the list of electors with provincial and municipal governments resulting in further savings and reducing duplication, the agency signed several data sharing agreements. For example, the City of Winnipeg has estimated that it will save \$600,000 by using the Register, which will eliminate enumeration for its fall 1998 municipal election. At the time of writing, the agency had concluded data sharing agreements with 49 jurisdictions (please see Table 5).

Table 5: Status of Data Sharing Agreements with Other Jurisdictions

Province	Number of Jurisdictions	Number of Electors
Prince Edward Island	1	2,944
Nova Scotia	23	182,423
New Brunswick	1	546,398
Québec	6	92,452
Ontario	5	183,316
Manitoba	13	464,766
Total	49	1,472,299

Geographic Information System

As part of Elections Canada's continuing efforts to increase the accuracy and quality of its maps, and to prevent the recurrence of problems experienced during the 1997 general election, a new agreement was established between Elections Canada and Statistics Canada to revise and produce maps for electoral and census purposes more efficiently. The joint initiative is called the National Geocartographic Database and is based on the fact that both partners use similar street network data. Until the 1990s, both organizations worked on paper map bases. The resulting computer system opens doors to greater efficiencies in election administration. It has become possible to produce, with minimal time and effort, up-to-date versions of electoral lists and a range of maps and other documents that make planning and conducting the vote more efficiently. The address-based nature of the system will also make it possible to share both maps and lists of electors with other jurisdictions, making the database a resource for all Canadians.

Other Electoral Event Systems

As demonstrated by the National Register of Electors and National Geocartographic Database projects, information technology continues to play a major role in reshaping federal electoral processes. In 1997-98, the agency improved the delivery of electoral events by developing and enhancing automated systems in the following areas:

- Improved communications and process efficiency by developing dial-up computer links between 301 returning offices and Elections Canada headquarters, allowing parties to exchange e-mail and to directly transmit payment, election results and election management data.
- Enhanced its ability to manage the electoral process by redeveloping the Event Management System. This application provides management decision support information by monitoring and reporting on the progress of key processes and indicators during an electoral event.
- Developed the Electronic Candidate Return (ECR) system which enables the candidates and their official agents to produce their financial returns electronically, with greater efficiency and accuracy than with manual forms. The electronic version of the candidates' financial returns reduces data entry time at Elections Canada from an average of three hours to 15 minutes per return. The feedback received from the users was positive and the agency will explore ways to increase its usage.
- Implemented a new computer application that supports the processing, the review and publication of candidates' financial returns. The system enables the agency to determine efficiently and on a timely basis, the amount of reimbursements owed to candidates who qualify.

Testing New Processes in By-Elections

Elections Canada takes advantage of the opportunity presented by by-elections to test new processes and practices. Specifically, for the March 1998 by-election in Port Moody–Coquitlam, the agency prepared, implemented and tested a new polling station database to be updated by the returning officer (RO) as polling station locations were confirmed. The same information was used to produce the Notice of Confirmation of Registration cards. A new application, the Elector Search Utility, allowed the RO and the staff to search for electors throughout the National Register of Electors to confirm their registration. The innovations improved the electoral process by reducing the time required for specific tasks, improving service to electors and making processes more efficient and cost effective.

New Developments in Voter Education and Information

During and between electoral events, Elections Canada works at improving Canadians' awareness of the electoral process and of their democratic heritage. As part of ongoing initiatives to improve event readiness, Elections Canada released new or revised documents, upgraded its Web site and continued its youth-oriented campaigns.

In December 1997, the Right Honourable Roméo LeBlanc, Governor General of Canada, launched a major new book developed by the agency, *A History of the Vote in Canada*. The book chronicles the evolution of democracy over 240 years of Canadian history.

Canada's Electoral System is a recently revised booklet summarizing the elements of the electoral process.

The CD-ROM, *Exploring Canada's Electoral System* provides a tour of the electoral system, and a knowledge-testing game.

The agency now makes four election simulation kits available to the public: *Canada at the Polls*, for students from grade five through high school; *Choosing Our Mascot*, for students from kindergarten through grade four, developed in partnership with the Northwest Territories; the kit *I Can Vote!*, for people who have difficulty reading in either English or French; and a guide, *Election off the Shelf*, created in response to requests from post-secondary students' associations for help in administering their elections.

Key Publications

A History of the Vote in Canada
Canada's Electoral System
Exploring Canada's Electoral System
Canada at the Polls
Choosing Our Mascot
I Can Vote!
Election off the Shelf

As in past years, the agency also participated in Montreal's *Salon Pepsi Jeunesse* and the national Forum for Young Canadians in Ottawa. Two other youth-oriented events have been added to Elections Canada's outreach program: the *Salon des ami(e)s*, where the agency offered an election simulation program for children aged 5 to 11; and the CRB Foundation's Kingston Regional Heritage Fair, where the agency staged simulations of a historical election and demonstrations of the CD-ROM after its official launch.

The popular travelling exhibit, *Serving Democracy/Behind the Ballot Box*, revised to reflect current legislation, is once more on tour.

Elections Canada significantly expanded and revised its Web site. Additions to the site's content include on-line electoral results posted as soon as polls close on election day, and updated as votes are counted. There were about 64,000 visits during the 1997 general election, and the agency replied to 1,300 questions over the Internet.

4. Providing advice and support on electoral matters to Cabinet, parliamentarians, electoral boundaries commissions and other stakeholders

Legislative Reform

On November 20, 1997, the Chief Electoral Officer (CEO) appeared before the Standing Committee on Procedure and House Affairs to discuss his statutory report on the 36th general election. Following his appearance, the Committee undertook a review of the *Canada Elections Act* and the Canadian electoral system based on the recommendations made by the Royal Commission on Electoral Reform and Party Financing, the Special Committee on Electoral Reform, and the CEO's statutory reports on the 35th and 36th general elections. The committee submitted its proposals for amendments on June 18, 1998. These proposals focused primarily on election financing. Parliamentarians and registered political parties were invited to submit briefs and the Committee held meetings with members of Parliament and representatives of political parties. Throughout that period, the agency actively participated in this review by assisting the Committee's work and providing technical expertise. Elections Canada remains engaged in supporting the Committee as it continues the review with a view to modernizing legislation.

International Missions

Elections Canada will continue to provide technical and professional assistance through a variety of multilateral programs which help emerging democracies develop the institutional capacity to deliver democratic electoral events, and will also offer briefings to foreign delegations visiting Canada so they may learn more about Canadian electoral system. By responding to requests and funding support from the Department of Foreign Affairs and International Trade and the Canadian International Development Agency, Elections Canada will provide expertise to benefit emerging democracies. Results in 1997-98 included the following:

- a team of Canadians and other international advisors helped to plan and carry out municipal elections in Bosnia in September 1997;
- an ongoing partnership was formed with the Russian Central Electoral Commission to strengthen the Commission's managerial and technical capacity to manage electoral events;
- Elections Canada continued work related to its five-year bilateral technical co-operation agreement with Mexico's Instituto Federal Electoral (IFE), which came into effect in June 1996;
- the agency provided two Canadian electoral experts to prepare and conduct a training workshop for the Independent Electoral Commission of Gambia; and
- Elections Canada hosted 13 visits from representatives of 12 countries to its offices in Ottawa, to provide information and presentations about Canada's electoral system.

Other Performance Issues

Audits and Evaluations

In 1997-98, as part of the five-year Internal Audit Plan, Elections Canada initiated two audit and evaluation projects. The first project is the *Audit of the Procurement Function*, designed to assess whether the management framework meets the needs of the agency and to assess the efficiency and effectiveness of procurement systems, processes and controls.

The second project, the *Review of Returning Office Operations*, will assess the key operational and control risks of these operations and identify key compliance issues.

At the time of writing, plans for the detailed audit phase were being finalized for both of these projects and the final reports will be issued in the 1998-99 fiscal year. As such, the result of these projects will be discussed in the agency's *Performance Report* for that fiscal year.

Section IV: Financial Performance

A. Financial Performance Overview

As stated previously, the agency operates under an annual appropriation, which provides the funding for the salaries of certain indeterminate staff, and the statutory authority, which provides for all other expenditures, including the costs of electoral events.

The funding required for conducting electoral events is a separate budgetary exercise and is not included in the agency's annual budget because the agency does not know in advance when the next federal electoral event will be called. In 1997-98, the agency requested additional funding of \$180 million through supplementary estimates for the final enumeration and the 36th general election, and for establishing the National Register of Electors. The by-election in Port Moody–Coquitlam was funded through the agency's available funds.

The use of Elections Canada funding authorities is demonstrated in the tables that follow.

B. Financial Summary Tables

The summary financial information presented for each funding authority includes:

- what the plan was at the beginning of the year (*Planned Spending*);
- what additional spending was required to reflect changing priorities and unforeseen events (*Total Authorities*); and
- what was actually spent (*Actual*).

Financial Table 1: Financial Requirements by Authority (\$ thousands)

Vote No.	Authority	1997-98 Planned Spending	1997-98 Total Authorities ¹	1997-98 Actual
20	Program Expenditures	2,608	2,608	2,489
(S)	Salary of the Chief Electoral Officer	155	155	159
(S)	Expenses of Elections	20,650	200,650	195,983
(S)	Contributions to Employee Benefits Plan	441	441	441
	Total	23,854	203,854	199,072

¹ Total authorities are main estimates plus supplementary estimates plus other authorities.

Financial Table 2: Agency Planned vs. Actual Spending by Funding Authority, 1997-98
(\$ thousands)

Funding Authority	Full Time Equivalent ¹	Operating ²	Capital	Voted Grants and Contributions	Subtotal: Gross Voted Expenditures	Statutory Payments	Total Gross Expenditures	Less: Revenue Credited to the Vote	Total Net Expenditures
Administration	54	3,204	-	-	3,204	-	3,204	-	3,204
<i>(Total authorities)</i>	<i>54</i>	<i>3,204</i>	<i>-</i>	<i>-</i>	<i>3,204</i>	<i>-</i>	<i>3,204</i>	<i>-</i>	<i>3,204</i>
(Actuals)	52	3,089	-	-	3,089	-	3,089	-	3,089
Elections / Referendums	127	-	-	-	-	20,650	20,650	-	20,650
<i>(Total authorities)</i>	<i>246</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>200,650</i>	<i>200,650</i>	<i>-</i>	<i>200,650</i>
(Actuals)	227	-	-	-	-	195,983	195,983	-	195,983
Totals	181	3,204	-	-	3,204	20,650	23,854	-	23,854
<i>(Total authorities)</i>	<i>300</i>	<i>3,204</i>	<i>-</i>	<i>-</i>	<i>3,204</i>	<i>200,650</i>	<i>203,854</i>	<i>-</i>	<i>203,854</i>
(Actuals)	279	3,089	-	-	3,089	195,983	199,072	-	199,072
Other revenues and expenditures:									
Revenue credited to the Consolidated Revenue Fund									-
<i>(Total authorities)</i>									<i>-</i>
(Actuals)									69
Cost of services provided by other departments									3,087
<i>(Total authorities)</i>									<i>3,087</i>
(Actuals)									2,358
Net cost of the program									26,941
<i>(Total authorities)</i>									<i>206,941</i>
(Actuals)									201,361

Note: Numbers in *italics* denote actual total authorities for 1997-98 (main and supplementary estimates and other authorities). **Bold** numbers denote actual expenditures and revenues in 1997-98.

¹ Staff requirements reported are measured in terms of "full-time equivalents" (FTEs). The FTE factors out the length of time that an employee works during each week by calculating the rate of assigned hours of work over scheduled hours of work.

² Operating includes contributions to employee benefit plans and the salary of the CEO.

Financial Table 3: Historical Spending, and 1997-98 Planned vs. Actual Spending
(\$ thousands)

Funding Authority	Actual 1995-96	Actual 1996-97	Planned Spending 1997-98	Total Authorities ¹ 1997-98	Actual 1997-98
Administration	3,129	3,150	3,204	3,204	3,089
Elections/Referendums	22,732	40,245	20,650	200,650	195,983
Total	25,861	43,395	23,854	203,854	199,072

¹ Total authorities are main estimates plus supplementary estimates plus other authorities.

The following financial tables are not applicable to the Office of the Chief Electoral Officer.

Financial Table 4	Crosswalk between Old and New Structures
Financial Table 5	Comparison of 1997-98 Planned Spending and Total Authorities to Actual Expenditures by Organization and Business Line
Financial Table 6	Revenues Credited to the Vote by Business Line

Financial Table 7: Revenues credited to the Consolidated Revenue Fund by Funding Authority (\$ thousands)

Funding Authority	Actual 1995-96	Actual 1996-97	Planned 1997-98	Total Authorities¹ 1997-98	Actual 1997-98
Administration	-	-	-	-	-
Elections/Referendums	-	-	-	-	-
Unplanned ²	18	45	-	-	69
Total Agency	18	45	-	-	69

¹ Total authorities are main estimates plus supplementary estimates plus other authorities.

² Proceeds from the disposal of crown assets and sales.

Financial Table 8: Statutory Payments by Funding Authority (\$ thousands)

Funding Authority	Actual 1995-96	Actual 1996-97	Planned Spending 1997-98	Total Authorities¹ 1997-98	Actual 1997-98
Administration	482	535	596	596	600
Elections/Referendums	22,732	40,245	20,650	200,650	195,983
Total Statutory Payments	23,214	40,780	21,246	201,246	196,583

¹ Total authorities are main estimates plus supplementary estimates plus other authorities.

The following financial tables are not applicable to the Office of the Chief Electoral Officer.

Financial Table 9	Transfer Payments by Business Line
Financial Table 10	Capital Spending by Business Line
Financial Table 11	Capital Projects by Business Line
Financial Table 12	Status of Major Crown Projects
Financial Table 13	Loans, Investments and Advances by Business Line
Financial Table 14	Name of Revolving Fund

Financial Table 15: Contingent Liabilities (\$ thousands)

List of Contingent Liabilities	Amount of Contingent Liability		
	March 31, 1996	March 31, 1997	Current as of March 31, 1998
Pending Litigation	-	-	25

Section V: Consolidated Reporting

The Office of the Chief Electoral Officer has no other reporting items at this time.

Section VI: Supplementary Information

A. Electoral Statistical Information

Table 6: Facts and Figures – 1993 and 1997 General Elections

Key Indicators	35th General Election 1993	36th General Election 1997 ¹
Geography and Electors		
Number of electoral districts	295	301
Number of electors on preliminary lists	18,415,319	18,753,094 ²
Number of electors who registered on election day	335,762	415,319
Number of electors on final lists	19,906,796 ³	19,663,478 ²
Number of polling divisions	51,770	54,467
Number of polling stations	57,725	59,349
Average number of electors per polling station	345	331
Number of revisions to the lists of electors	2,801,840	1,325,540
Voting Results		
Number of voting hours on election day	11	12
Number of valid votes cast	13,667,671	12,985,964
Number of judicial recounts requested	9	3
Percentage of rejected ballots	1.4%	1.4%
Percentage of voter turnout	69.6%	67.0%
Percentage of voter turnout – highest province	Quebec (77.1%)	Quebec (73.3%)
Percentage of voter turnout – lowest province	Newfoundland (55.1%)	Newfoundland (55.2%)
Political Parties and Candidates		
Number of registered political parties	14	10
Number of candidates	2,155	1,672
Number of seats won by female/male	53/242	62/239
Electoral Support		
Number of calls offered	525,000	558,000
Percentage of calls answered	75%	79%
Number of election workers in electoral districts	185,000 ⁴	250,000
Weight of supplies shipped to electoral districts	763 tonnes	845 tonnes

¹ Includes statistics for the final enumeration, where applicable.

² Includes electors on provincial lists of electors of Alberta and Prince Edward Island, where Elections Canada did not enumerate in April 1997.

³ In provinces other than Quebec (see note 4), it is possible that the lists of electors include the names of electors who have moved since October 1992, but did not request that their names be deleted from their former place of residence, and the names of electors who died between October 1992 and October 1993.

⁴ Only Quebec required enumeration; in the other provinces, the lists of electors from the October 1992 referendum were used as a basis for revision. The need for election workers was therefore less than the normal requirements of up to 250,000.

B. Federal Political Contributions and Tax Credits Claimed

Table 7 shows the number of contributions received by registered political parties and candidates, the total value of the contributions and the estimated tax credits provided to individuals and corporations, as supported by official tax receipts for the corresponding years. Tax credit amounts fluctuate between electoral events, although they tend to increase with the approach of an election (see 1993 and 1997 amounts). Federal political contributions from corporations seem to follow the same trend as those from individuals. The information on contributions for years before 1995 is extracted from the publication *Contributions and Expenses of Registered Political Parties and Candidates* for the general election of 1993. Information for 1995, 1996 and 1997 is extracted from Elections Canada records. Information on contributions to candidates is provided only for the general elections of 1993 and 1997.

Table 7: Federal Political Contributions and Tax Credits Claimed

	Number of Contributions								
	1989	1990	1991	1992	1993	1994	1995	1996	1997
Registered Political Parties	181,712	281,433	210,347	206,665	222,376	176,823	184,369	202,956	217,864
Candidates	-	-	-	-	160,944	-	-	-	168,906
Total	181,712	281,433	210,347	206,665	383,320	176,823	184,369	202,956	386,770
	Value of Contributions (\$ thousands)								
	1989	1990	1991	1992	1993	1994	1995	1996	1997
Registered Political Parties	30,186	34,306	33,445	33,125	53,793	28,422	31,930	35,319	49,402
Candidates	-	-	-	-	42,210	-	-	-	39,104
Total	30,186	34,306	33,445	33,125	96,003	28,422	31,930	35,319	88,506
	Estimated Tax Credits Claimed (\$ thousands)								
	1989	1990	1991	1992	1993	1994	1995	1996	1997
Corporations	1,266	649	576	597	1,044	947	591	528	680
Individuals	9,096	10,565	10,920	10,241	19,590	9,192	9,945	N/A	N/A
Total	10,362	11,214	11,496	10,838	20,634	10,139	10,536	528	680

Sources: *Individuals* – 1997 edition of *Tax Statistics on Individuals*, published by Revenue Canada Taxation.
Corporations – Corporations Statistics Section, Revenue Canada, as of September 8, 1998.

N/A: At the time of printing, the estimated amounts were not available.

C. National Register of Electors Reliability

Making it easy to identify electors is an important first step in maintaining the quality of the Register. The agency has done this by matching data from the June 1997 election with data from key administrative sources, using name, address and date of birth to establish benchmark links between elector data and data provided by suppliers. As shown in Table 8, the match rates the agency has obtained using provincial and federal data sources exceed the estimates it used during the research and feasibility study. These favourable reliability factors indicate that actual lists of electors would be more complete and accurate when an electoral event is called, and should result in lower costs than originally estimated for revising the lists during the next electoral event.

Table 8: Factors Affecting Reliability of the National Register of Electors

Factor	Feasibility Study Value	Actual Value
Electors Identified on Data Sources Rate	85-90%	95%
Five-year Mobility Rate	45%	41%
Revenue Canada Active Consent Rate¹	70%	79%

¹ This is the percentage of tax filers who authorize Revenue Canada to send their name, address and date of birth information to Elections Canada. The actual consent rate for the 1997 tax year exceeded the consent rate projected during the feasibility study.

D. Legislation Administered by the Office of the Chief Electoral Officer

<i>Canada Elections Act</i>	R.S. 1985, c. E-2 as amended
<i>Canada Elections Act as Adapted for the Purposes of a Referendum</i>	SOR/92-430 as amended
<i>Corrupt Practices Inquiries Act</i>	R.S. 1985, c. C-45 as amended
<i>Disfranchise Act</i>	R.S. 1985, c. D-3 as amended
<i>Dominion Controverted Elections Act</i>	R.S. 1985, c. C-39 as amended
<i>Electoral Boundaries Readjustment Act</i>	R.S. 1985, c. E-3 as amended
<i>Referendum Act</i>	R.S. 1985, c. R-4.7 as amended

E. Key Statutory and Agency Reports Published in 1997-98

Canada's Electoral System. July 1998.

Registered Political Parties' Fiscal Period Returns for 1997. July 1998.

Exploring Canada's Electoral System. CD-ROM. May 1998.

Office of the Chief Electoral Officer: 1998-99 Estimates, Part III – Report on Plans and Priorities. February 1998.

Thirty-sixth General Election 1997 – Official Voting Results. December 1997.

A History of the Vote in Canada. December 1997.

Office of the Chief Electoral Officer: 1996-97 Performance Report. October 1997.

Report of the Chief Electoral Officer of Canada on the 36th General Election. August 1997.

Most of the above are available on the Elections Canada Web site at the following address: <http://www.elections.ca>

F. Contacts for Further Information

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