



# Office of the Chief Electoral Officer

2002-2003  
Estimates

Part III – Report on Plans and Priorities

Canada



# **OFFICE OF THE CHIEF ELECTORAL OFFICER**

## **2002–2003 ESTIMATES**

### **A REPORT ON PLANS AND PRIORITIES**

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Jean-Pierre Kingsley  
Chief Electoral Officer of Canada

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The Honourable Ralph Goodale, PC, MP  
Minister of State and Leader of the  
Government in the House of Commons

## The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament. The Estimates, which are tabled in the House of Commons by the President of the Treasury Board, consist of three parts:

**Part I – The Government Expenditure Plan** provides an overview of federal spending and summarizes both the relationship of the key elements of the Main Estimates to the Expenditure Plan (as set out in the Budget).

**Part II – The Main Estimates** directly support the *Appropriation Act*. The Main Estimates identify the spending authorities (votes) and amounts to be included in subsequent appropriation bills. Parliament will be asked to approve these votes to enable the government to proceed with its spending plans. Parts I and II of the Estimates are tabled concurrently on or before 1 March.

**Part III – Departmental Expenditure Plans** which is divided into two components:

- (1) **Reports on Plans and Priorities (RPPs)** are individual expenditure plans for each department and agency (excluding Crown corporations). These reports provide increased levels of detail on a business line basis and contain information on objectives, initiatives and planned results, including links to related resource requirements over a three-year period. The RPPs also provide details on human resource requirements, major capital projects, grants and contributions, and net program costs. They are tabled in Parliament by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*. These documents are tabled in the spring and referred to committees, which then report back to the House of Commons pursuant to Standing Order 81(4).
- (2) **Departmental Performance Reports (DPRs)** are individual department and agency accounts of accomplishments achieved against planned performance expectations as set out in respective RPPs. These Performance Reports, which cover the most recently completed fiscal year, are tabled in Parliament in the fall by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*.

The Estimates, along with the Minister of Finance's Budget, reflect the government's annual budget planning and resource allocation priorities. In combination with the subsequent reporting of financial results in the Public Accounts and of accomplishments achieved in Departmental Performance Reports, this material helps Parliament hold the government to account for the allocation and management of public funds.

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## I. THE CHIEF ELECTORAL OFFICER'S MESSAGE



This *Report on Plans and Priorities* describes the three strategic outcomes that we plan to achieve during 2002–2003, focussing on our most significant priorities and the benefits that Elections Canada provides to Canadians.

First, we are committed to delivering federal elections that maintain the integrity of the electoral process – providing an electoral system that is fair, transparent and accessible to electors.

Second, we must always be ready to deliver electoral events whenever they may be called, and to improve their delivery. Our comprehensive evaluations of the November 2000 general election indicated that improvements to major areas are necessary: the lists of electors and the voter information cards sent to all registered electors. During 2002–2003, we plan changes that will result in fewer electors having to revise their registration information during an electoral event. In addition, we are planning improvements in our communications with electors and in responding to enquiries from the public, so that Canadians will be better informed about electoral events and will have faster and easier access to essential electoral information.

And finally, we are responsible for providing public education and information programs, and support on electoral matters to the public, parliamentarians, Cabinet, political parties, federal electoral boundaries commissions, our partners and other stakeholders. We will provide support to the 10 independent federal electoral boundaries commissions, one for each province, when they set new electoral district boundaries to reflect population growth and shifts revealed by the 2001 Census.

Our aim is to be the most modern and innovative electoral agency and I am personally committed to the continuing process of electoral reform that has earned Canada its reputation around the world as a model of electoral democracy.

It is a privilege for me to serve Parliament and the Canadian people, and to lead a dynamic, multi-talented team whose dedication to strengthening and upholding Canada's democratic system is exceptional.

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Jean-Pierre Kingsley  
Chief Electoral Officer of Canada



## Management Representation Statement

I submit, for tabling in Parliament, the 2002–2003 *Report on Plans and Priorities* for the Office of the Chief Electoral Officer.

To the best of my knowledge, the information in this document:

- accurately portrays the agency's plans and priorities
- is consistent with the reporting principles contained in the *Guide to the Preparation of the 2002–2003 Report on Plans and Priorities*
- is comprehensive and accurate, and
- is based on sound underlying agency information and management systems.

I am satisfied as to the quality assurance processes and procedures used for producing the *Report on Plans and Priorities*.

The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.

Janice Vézina  
Senior Financial Officer

February, 2002



## **II. OUR PURPOSE**

Elections Canada is dedicated to helping Canadians exercise their democratic right to vote. We want to make voting as accessible as possible, by reaching out to all potential voters and by using modern technology creatively.

## **III. PLANS AND PRIORITIES BY STRATEGIC OUTCOMES**

All Elections Canada's plans and priorities are directed to providing three strategic outcomes for Canadians:

- to deliver federal elections, by-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, and to improve the delivery of electoral events, and
- to provide timely and high-quality public education and information programs, and assurance that support on electoral matters is available to the public, parliamentarians, Cabinet, federal electoral boundaries commissions, partners and other stakeholders.

### **Challenges and risks**

Several external and internal factors can influence our plans to achieve these outcomes.

Under our parliamentary system of representative democracy, the length of time between federal electoral events is not a set period (the *Constitution Act, 1982* provides only that the maximum time between general elections is five years, except in time of real or apprehended war, invasion or insurrection). This means that the length of our business cycle varies – uncertainty that makes planning a challenge, since we must be ready at all times to deliver an electoral event, whether it be a by-election, general election or referendum. Consequently, we must continually monitor parliamentary and political events and trends, so that we can take into account contingencies that might affect our electoral readiness and preparations for electoral events.

The sheer size of the country, and our responsibility to provide more than 20 million registered electors with timely information and an opportunity to vote conveniently, can dramatically affect the size of the agency from time to time. Our plans must allow for an increase in our staff from 200 to more than 800 people as an electoral event approaches. Returning officers hire an additional 160 000 temporary workers to support the electoral process in over 17 000 polling places across the country, and we must plan to provide all of these people with training, supervision, supplies and administrative support. To respond to these issues, our team must be multi-skilled and multi-talented.

The increased number of electoral districts resulting from redistribution will have a significant effect on our existing computer systems, documentation and training plans. Other factors that can influence our planning include high mobility rates (about half of all Canadians change their addresses every five years), increased social diversity, and judicial decisions that change the interpretation or application of the *Canada Elections Act*.

### **Our partners**


The co-operation of many partners is important to achieving our strategic outcomes successfully:


- *provincial, territorial and municipal governments and electoral agencies, and other public-sector organizations:* sharing data with the National Register of Electors, the National Geographic Database and other electoral systems and products
- *federal departments and agencies:* Statistics Canada in updating the National Geographic Database, providing Census information and certifying population counts for redistribution; the Canada Customs and Revenue and Citizenship and Immigration Canada in updating the National Register of Electors; the Department of Foreign Affairs and International Trade, in helping overseas electors; the Canadian International Development Agency, in furnishing technical and professional electoral assistance to other countries; the Department of National Defence, in aiding Canadian Forces electors; the Correctional Service of Canada, in assisting incarcerated electors; Canada Post, in delivering election information; and Natural Resources Canada, in verifying boundary descriptions for redistribution
- *community partners:* First Nations, Inuit and Métis communities, ethnocultural and special needs associations, public schools and museums, in helping to provide public education and information about the electoral process, and
- *international organizations:* the United Nations, the International Foundation for Election Systems and the International Institute for Democracy and Electoral Assistance in providing resources for international electoral studies, conferences and research.

## Adjustments to our plans and priorities

Our previous *Reports on Plans and Priorities* included a fairly high degree of detail about our activities. In accordance with the new reporting principles of the Treasury Board of Canada, this report focuses more directly on benefits to Canadians, and on our most significant priorities.

Following the November 2000 general election, we undertook extensive in-house evaluations of every facet of our work, and external surveys of electors, candidates, registered political parties, registered third parties, academics specializing in electoral matters, returning officers, youth, Aboriginal peoples, and representatives of special-needs and ethnocultural associations. Discussions of several areas of possible improvement appear in the *Report of the Chief Electoral Officer of Canada on the 37th General Election Held on November 27, 2000* (March 2001), in our *Performance Report for the period ending March 31, 2001*, and in our *2000 General Election Post-event Overview* (November 2001). Four priorities in this *Report on Plans and Priorities* are directed to improvements highlighted through post-electoral evaluations and surveys of the 2000 general election. Progress on each priority will be monitored through monthly reports to senior management.

 This symbol of a computer mouse indicates that more detailed information is available on our Web site ([www.elections.ca](http://www.elections.ca)) or in one of our printed publications.

 The Chief Electoral Officer's March 2001 report is available on our Web site (CLICK: General Information → Official Reports → Elections Canada's Official Reports), and is also available in print form. For the *Performance Report*, CLICK: General Information → Official Reports → Estimates Documents. For the 2000 General Election Post-event Overview, CLICK: Electoral Law & Policy.

## 1. Event Delivery

To deliver federal elections, by-elections and referendums that maintain the integrity of the electoral process  
*Total planned spending: \$1 482 000*

The Commissioner of Canada Elections will continue to investigate and rule on complaints about contraventions of the *Canada Elections Act* related to the general election held in 2000. Elections Canada will continue to update information on the Web site related to the 37th general election.

- ☞ The Chief Electoral Officer's recommendations to Parliament on a more accessible and efficient electoral process, on effectively enforcing the electoral system and on transparency in electoral financing appear in *Modernizing the Electoral Process* (November 2001), available on our Web site (CLICK: General Information → Official Reports→ Elections Canada's Official Reports).
- ☞ Details of convictions and summaries of the terms of compliance agreements appear on our Web site (CLICK: Electoral Law and Policy → Commissioner of Canada Elections' Initiatives).
- ☞ For links to searchable databases of candidates' and political parties' financial returns and statements, CLICK: Election Financing. Print versions of the annual *Registered Political Parties' Fiscal Period Returns* are available for sale.

## 2. Event Readiness and Improvements

To achieve and maintain a state of readiness to deliver electoral events whenever they may be called and to improve the delivery of electoral events

*Total planned spending:* \$46 101 000

Our evaluations of the 2000 general election indicated that improvements to four areas should be priorities for our 2002–2003 readiness planning: the quality of the lists of electors and the voter information cards sent to all registered electors, communications with electors and responding to enquiries from the public.

- ☐ *Lists of electors:* improving the comprehensiveness and accuracy of the lists generated by the National Register of Electors will involve four interrelated plans: extending the coverage of the information in the Register with new data from the Canada Customs and Revenue Agency and Canada Post, upgrading the quality of the Register's information, updating and checking electoral-list addresses by returning officers in each electoral district, and devising a better system for handling elector moves between electoral districts. We expect each project to be finished in time to be tested by March 2003. These plans will result in fewer electors having to revise their information during an electoral event as well as more accurate lists of electors.
- ☐ *Voter information cards:* we plan to study the feasibility of developing a new computer application that will integrate existing systems for handling the information used to produce the voter information cards. The feasibility study – which we expect to be completed early in 2002–2003 – will enable us to consider options for the development of a new and more accurate system.

- *Communications with electors:* to improve the impact of Elections Canada's advertising during electoral events, we plan to develop print, radio, television and Internet advertising specifically for each of several target groups: youth, members of ethnocultural groups, Aboriginal electors, electors using special ballots and the general electorate. All advertising will be completed and ready to run during 2002–2003. With more effective advertising, Canadians will be better informed about electoral events.
- *Public enquiries:* all the computer systems and training programs for enquiries officers were strained to their limits during the 2000 general election. We plan to study the possibility of developing training tools and faster systems with much greater capacity – including a separate service for candidates and parties – in early 2002–2003, that would result in Canadians having faster and easier access to essential electoral information.

Maintaining a constant state of readiness is vital to our ability to conduct elections, by-elections and referendums. As part of our continuing readiness activities, we will keep enough material in stock to deliver electoral events, train newly appointed returning officers, and upgrade the skills and knowledge of experienced returning officers. We have introduced field assignments for returning officers, who will review their polling-site locations, polling-division boundaries, mobile polls and their advance polling districts. They will be asked to verify the lists of electors to identify addresses that are listed in the wrong polling division or electoral district.

We will continue to maintain a comprehensive, accurate and up-to-date National Register of Electors and our geographic database by incorporating regular updates received from data suppliers, and by comparing the quality of elector data to established benchmarks, including improvements to reflect the results of our post-election evaluations. These activities will enable us to produce updated lists of electors in October for members of Parliament and political parties, as the *Canada Elections Act* requires, and to be ready for future electoral events. Our information-technology infrastructure is critical to supporting the Register of Electors and the geographic database, and we will undertake upgrades, improvements and maintenance activities during 2002–2003 and beyond.

We will measure the effectiveness of the priorities by comparing the information on revision and the lists of electors from the 2000 general election evaluations with the results of tests to be held by March 2003. The performance results for both priorities will be available in the 2003–2004 fiscal year.

We will measure the effectiveness of our new approaches to advertising and public enquiries systems by surveys of electors during and after future events, compared to the effectiveness of advertising and public enquiries systems in the 2000 general election.

We will measure the effectiveness of our initiatives and readiness approach by surveying our clients during and after future events, and comparing it to the effectiveness of event readiness in the 2000 general election.

☞ Information on the Register appears on our Web site (CLICK: Registration of Electors).

### 3. Public Education, Information and Support

To provide timely and high-quality public education and information programs, and assurance that support on electoral matters is available to the public, parliamentarians, Cabinet, federal electoral boundaries commissions, partners and other stakeholders

*Total planned spending: \$12 134 000*

Our priority area – administering the *Electoral Boundaries Readjustment Act* – will arise when the Chief Electoral Officer receives information from Statistics Canada's 10-year Census conducted on May 15, 2001. Our public education priority will increase the public's awareness of the electoral process and of Canada's democratic heritage.

- *Redistribution:* from March 2002 to June 2003 we will provide professional, technical, financial and administrative support to the 10 independent commissions during their process to establish new electoral district boundaries to reflect population growth and shifts revealed by the 2001 Census. As a result, the commissions will have better information on which to base their decisions.
- *Ongoing public education initiatives:* In 2002-2003, we will participate in various teachers' conferences, upgrade our web site to provide up-to-date electoral information that will improve accessibility and continue our youth-oriented campaigns.

Although Elections Canada's work in implementing a Representation Order setting out electoral-district boundaries (to be proclaimed in June 2003) will not be finished until June 2004, we will measure the effectiveness of our priority for assisting the 10 independent commissions by surveying members of the commissions during 2003–2004.

We will measure the effectiveness of our public education programs by surveying our clients.

☞ Our Web site's home page includes links to our features for youth (CLICK: Youth Site), explanations of Canada's voting system and a history of voting (CLICK: General Information), on-line and print publications (CLICK: Publications), and press releases and media information (CLICK: Media).

☞ For information on redistribution, CLICK: Federal Representation 2004 on the home page.



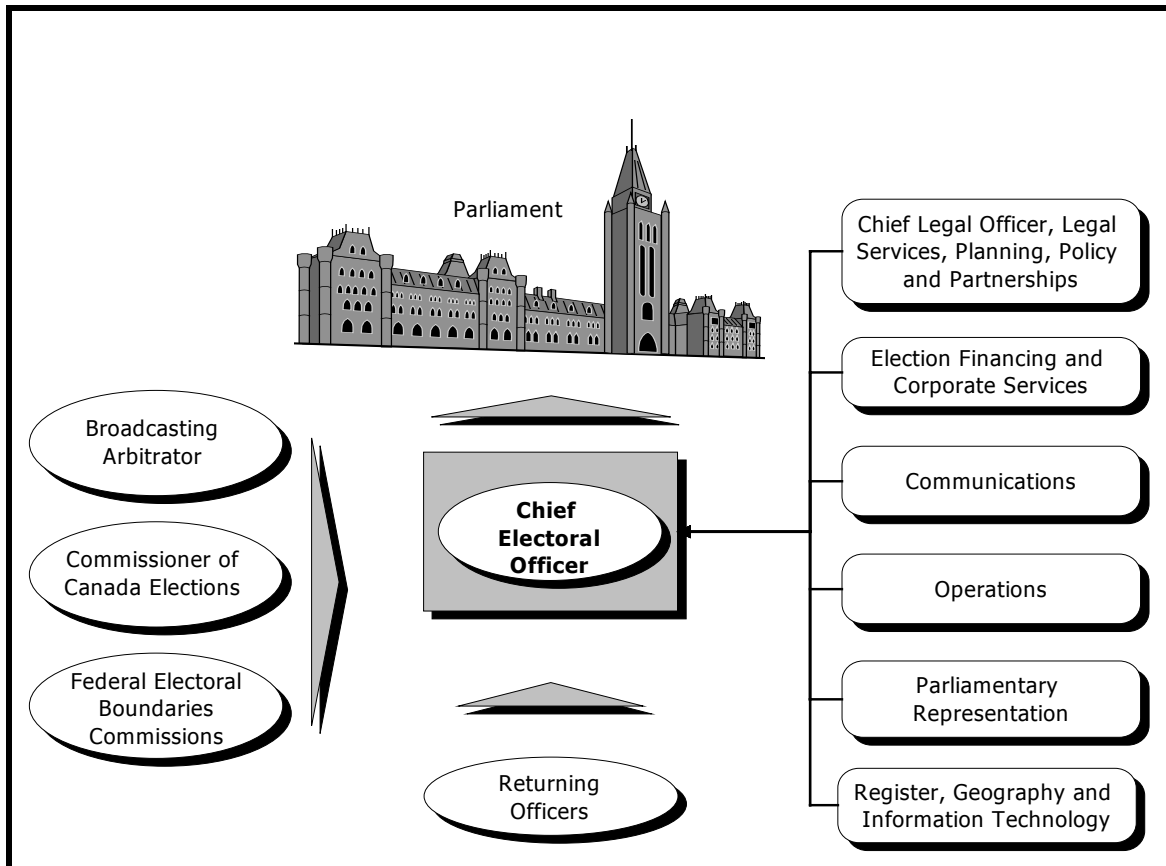
## IV. ORGANIZATION

### Elections Canada's Organization and Accountability

The Office of the Chief Electoral Officer, commonly known as Elections Canada, is headed by the Chief Electoral Officer, who is appointed by resolution of the House of Commons. Reporting directly to Parliament, the Chief Electoral Officer is completely independent of the federal government and political parties.

The Chief Electoral Officer appoints the Commissioner of Canada Elections and the Broadcasting Arbitrator, and is supported by six directorates. Returning officers, appointed by the Governor in Council, administer the electoral process in each of the 301 electoral districts. Elections Canada provides extensive technical expertise and services to the federal electoral boundaries commissions, and determines and pays the commissions' expenses.

This figure illustrates the agency's organizational structure and reporting relationships.



## Strategic Outcomes and Funding Authorities

Elections Canada operates under two funding authorities: the administrative vote (which essentially provides for the salaries of permanent full-time staff) and the statutory authority (which provides for all other expenditures, including the costs of electoral events and continuing public-education programs). Because the authorities are interdependent, this report considers both together.

Strategic outcomes	(\$ thousands)
To deliver federal elections, by-elections and referendums that maintain the integrity of the electoral process	1 482
To achieve and maintain a state of readiness to deliver electoral events whenever they may be called, and to improve the delivery of electoral events	46 101
To provide timely and high-quality public education and information programs, and assurance that support on electoral matters is available to the public, parliamentarians, Cabinet, political parties, federal electoral boundaries commissions, partners and other stakeholders	12 134

## Agency Planned Spending

(\$ thousands)	Forecast spending 2001–2002	Planned spending 2002–2003	Planned spending 2003–2004 <sup>1</sup>	Planned spending 2004–2005 <sup>1</sup>
Budgetary Main Estimates (gross)	36 538	59 717	15 891	15 891
Non-budgetary Main Estimates (gross)	–	–	–	–
Less: Respendable revenue	–	–	–	–
<b>Total Main Estimates</b>	<b>36 538</b>	<b>59 717</b>	<b>15 891</b>	<b>15 891</b>
Adjustments <sup>2</sup>	17 059	–	–	–
<b>Net planned spending<sup>3</sup></b>	<b>53 597</b>	<b>59 717</b>	<b>15 891</b>	<b>15 891</b>
Less: Non-respendable revenue	–	–	–	–
Plus: Cost of services received without charge	3 304	3 553	3 553	3 554
<b>Net cost of program</b>	<b>56 901</b>	<b>63 270</b>	<b>19 444</b>	<b>19 445</b>
<b>Full-time equivalents (FTEs)<sup>4</sup></b>	<b>299</b>	<b>298</b>	<b>210<sup>5</sup></b>	<b>210</b>

<sup>1</sup> Of the budgetary Main Estimates planned spending, an amount of \$1 000 000 has been provided for each fiscal period beyond 2002–2003, as an indicator of statutory expenditures that the agency may incur during the year under the *Canada Elections Act*, the *Referendum Act* or the *Electoral Boundaries Readjustment Act*. These and additional funds needed to carry out the agency's statutory responsibilities will be drawn under the statutory authority, if necessary.

<sup>2</sup> Adjustments are to accommodate approvals obtained after the Main Estimates, and include Supplementary Estimates.

<sup>3</sup> Net planned spending for 2001–2002 reflects our best forecast to the end of the fiscal year.

<sup>4</sup> Staff requirements reported are measured in terms of full-time equivalents. The FTE is based on the length of time that an employee works during each week of the year, calculated from the number of assigned hours actually worked divided by the scheduled hours of work.

<sup>5</sup> No FTE requirements under the statutory authority have been indicated for the fiscal years beyond 2002–2003. Any FTE requirement needed to carry out the agency's statutory responsibilities will be drawn under the statutory authority, should it become necessary.

## ANNEX: FINANCIAL INFORMATION

**Table 1 – Net Cost of Program by Funding Authority for 2002–2003**

(\$ thousands)	Administration	Elections and Referendums	Total
Vote 20 – Program Expenditures	12 226	–	12 226
Statutory <sup>1</sup>	2 650	44 841	47 491
<b>Net planned spending</b>	<b>14 876</b>	<b>44 841</b>	<b>59 717</b>
<i>Plus: Services received without charge</i>			
Government Services Canada	2 608	–	2 608
Contributions covering employer’s share of insurance premiums and expenditures paid by Treasury Board Secretariat	917	–	917
Workers’ Compensation coverage provided by Human Resources Development Canada	15	–	15
Salary and associated expenditures of legal services provided by Justice Canada	13	–	13
	3 553	–	3 553
<i>Less: Non-responsible revenue</i>	–	–	–
<b>2002–2003 Net cost of program</b>	<b>18 429</b>	<b>44 841</b>	<b>63 270</b>

<sup>1</sup> Includes expenses of elections, contributions to employee benefits plan and the salary of the Chief Electoral Officer.

## Contacts for Further Information

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