

Office of the Chief Electoral Officer

Performance Report

For the period ending March 31, 1999

Canadä

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 82 Departmental Performance Reports and the government's report *Managing for Results* - Volumes 1 and 2.

This *Departmental Performance Report*, covering the period ending March 31, 1999, 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 pilot *Report on Plans and Priorities* for 1998-99. The key result commitments for all departments and agencies are also included in Volume 2 of *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

Comments or questions can be directed to the TBS Internet site or to:

Planning, Performance and Reporting Sector Treasury Board Secretariat L'Esplanade Laurier Ottawa, Ontario, Canada K1A OR5

Tel: (613) 957-7042 Fax (613) 957-7044



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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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Our Mandate

Elections Canada is an independent, non-partisan agency that reports directly to Parliament. It must be prepared at all times to conduct federal general elections, by-elections and referendums. It must also carry out voter education and information programs, and provide support to the federal electoral boundaries commissions that are established to adjust the boundaries of federal electoral districts following each decennial census.

Our Vision

Elections Canada will be an efficient, innovative and technologically advanced organization staffed by a stable, professional and motivated workforce capable of managing federal general elections, by-elections and referendums whenever called upon to do so.

Electors will have universally accessible and secure options for casting their votes, for obtaining accurate information and for registering to vote. Elections Canada will be recognized nationally and internationally as a leader in electoral management.

Our Mission

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.

Our Values

We are committed to:

- > the integrity and openness of the electoral process
- > a fair and inclusive system, accessible to the entire Canadian electorate
- > the participation of all Canadian electors in the electoral process
- > staff training and development to provide our client groups with the highest possible level of service

We strive for:

- > high-quality, cost-effective and professional service to our clients
- > excellent relations and interaction among staff and with the public
- > leadership in performance and innovation among electoral organizations worldwide
- > efficiency and effectiveness in achieving our objectives

We firmly believe in:

- > maintaining the impartiality and independence of Elections Canada
- > teamwork and open lines of communication throughout the organization
- > building a sense of community among staff who care about the work they do, who share our goals, and who enjoy working together
- > encouraging innovation, creativity and openness among all staff members

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Section I: The Chief Electoral Officer's Message

Democratic systems are built on trust. 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 in a free and democratic way while preserving and enhancing the democratic process itself.

Canadians insist on better and more cost-effective service from their public agencies. Elections Canada continues to respond to these expectations with constant improvements in the quality, reach and efficiency of its services, both in administering electoral events and in managing its own operations.

During 1998-99, Elections Canada administered by-elections in two electoral districts, continued its event readiness and improved its electoral event systems. Elections Canada actively participated in the review and in the drafting of modernized legislation that was tabled in the House of Commons in June 1999. With respect to the public education and information programs, the agency released revised documents, upgraded its Web site and continued its youth-oriented campaigns.

An important agency priority is to help Canadians maximize benefits from the advances that have already occurred. The agency continued to share knowledge, expertise, data and resources with its provincial counterparts to advance the material goal of providing efficient, cost-effective and responsive electoral services to all Canadians. The agency signed more data-sharing agreements with provincial, territorial and municipal governments to support the National Register of Electors and to share knowledge, expertise and resources. Elections Canada launched its second Strategic Plan which sets out a direction in light of evolving challenges for 1999–2002.

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 hosted several international conferences and visits, and continued 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

2.1 Mandate and Mission

Elections Canada is an independent, non-partisan agency that reports directly to Parliament. It must be prepared at all times to conduct federal general elections, by-elections and referendums. It must also carry out public education and information programs, and provide support to the federal electoral boundaries commissions which are established to adjust the boundaries of federal electoral districts following each decennial census.

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.

2.2 Strategic Objectives

Elections Canada is pursuing three 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 and with improvements in the delivery of electoral events; and
- to provide public education and information programs, and support on electoral matters to the public, parliamentarians, Cabinet, electoral boundaries commissions, partners 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 and the National Geographic Database;
- > 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 communication and public education and information programs and improves accessibility of the electoral process;
- > publishes a statutory report relating to the conduct of each electoral event, and reports on voting results, election financing 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.

2.3 Agency Organization

2.3.1 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*.

2.3.2 Organization Description

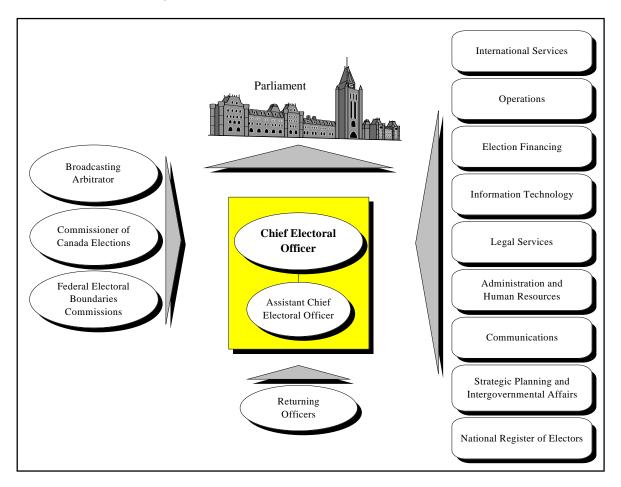
The Chief Electoral Officer (CEO), who heads the agency, is appointed by a resolution of the House of Commons. By reporting directly to Parliament, the CEO is completely independent of the government and political parties. The CEO is supported by the Assistant Chief Electoral Officer (ACEO), who is appointed by the Governor in Council as specified in the *Canada Elections Act*. The ACEO exercises the powers and performs the duties delegated to the position by the CEO.

The CEO appoints the Commissioner of Canada Elections who, under the general supervision of the CEO, 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 and taxes their accounts. It also provides all necessary services to parliamentary committees reviewing legislation or the agency's activities and budgets.

The CEO is supported by nine directorates, which carry out the administrative tasks involved in preparing for and administering electoral events. The following figure illustrates the agency's organizational structure and reporting relationships.

Elections Canada's Organization Chart



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 and ongoing public education programs). As these authorities are interdependent, this document reports on the agency's performance as a whole.

3.1 Performance Expectations

On the following chart, specific indicators demonstrate the benefits of the federal electoral system to Canadians and other stakeholders. It includes the three key commitments of the agency which support its mandate.

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	 electoral events that are fair and transparent within the context of, and in accordance with, constitutional and legal requirements effective compliance and enforcement programs electoral events that remove barriers to participation and facilitate access to the electoral process 	 Departmental Performance Report (DPR) Section 3.2.1 DPR Section 3.2.1 DPR Section 3.2.1
	timely disclosure of comprehensive electoral information	DPR Section 3.2.1
a state of readiness to deliver electoral events whenever they may be called and with improvements in the delivery of electoral events	 trained staff and election officers, and upto-date electoral processes, systems and materials that are ready for any electoral event processes developed that are cost-effective 	DPR Section 3.2.2DPR Section 3.2.2
	and respond to the concerns of stakeholders	
timely and high-quality public education and information programs, and assurance that support on electoral matters is	stakeholders' access to timely and high- quality information, advice, products and support in accordance with established standards	DPR Section 3.2.3
available to the public, parliamentarians, Cabinet, electoral boundaries commissions, partners and other stakeholders	electoral processes that are better known to the public, particularly those persons and groups most likely to experience difficulties in exercising their democratic rights	DPR Section 3.2.3

The summary financial information presented for each funding authority includes:

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

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

Funding Authority	Planned Spending 1998-99	Total Authorities 1998-99	Actual 1998-99
Administration	3 319	3 319	3 344
Elections/Referendums	29 000	31 600	28 642
Total	32 319	34 919	31 986

3.2 Performance by Strategic Objective

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.

3.2.1 Event Delivery

To deliver federal elections and referendums that maintain the integrity of the electoral process

In 1998-99, Elections Canada administered a by-election in Sherbrooke, Quebec on September 14, 1998, and in Windsor–St. Clair, Ontario on April 12, 1999. The agency also completed work relating to the 36th general election, held on June 2, 1997, and the by-election in Port-Moody–Coquitlam, British Columbia, held on March 30, 1998.

1998-99 By-Elections

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

The data from the National Register of Electors were used to prepare preliminary lists of electors for the by-elections in Sherbrooke and Windsor–St. Clair. The Register is continually updated to remove the records of deceased electors, eliminate duplicate registrations, modify existing elector information and add new electors.

In addition, Elections Canada undertook a targeted revision to add the names of electors living in new housing developments and residential institutions to the preliminary list of electors. Revising agents went to institutions such as long-term care facilities and nursing homes, and 4 172 registration kits were distributed in new developments and areas of high mobility.

To aid the handicapped, Elections Canada provided level access to 99.8 percent of the 453 polling stations in the Port Moody-Coquitlam and Sherbrooke electoral districts. For those polling sites without level access, electors had the option of asking the returning officer for a transfer certificate authorizing them to vote at another nearby poll with level access or to vote using a mail-in ballot.

To ensure fairness and transparency in administering the by-elections, the agency:

> reviewed the financial returns of all 16 candidates who participated in the Port Moody-Coquitlam and Sherbrooke by-elections to monitor compliance with the financing provisions of the Canada Elections Act and to determine the amount of partial reimbursement of election expenses owed to five candidates who qualified since

they obtained at least 15 percent of the valid votes;

- > provided returning officers and their staff, candidates and their official agents and auditors with training, informational material and a toll-free telephone support network to help them understand and comply with their responsibilities under the Canada Elections Act; and
- > published the number of electors on the preliminary lists of electors, the spending limits for candidates, the official voting results, the list of candidates, a map of the electoral districts, information on the office of the returning officers, news releases and general information on the electoral process, the summaries of candidates' election expenses, and the Chief Electoral Officer's statutory report on the by-elections held in 1998.

Voter turnout tends to be lower in by-elections than in general elections, as was the case for the Sherbrooke by-election. In the June 1997 general election, turnout was 73.5 percent; for this by-election, it was 48.7 percent.

The Commissioner of Canada Elections investigated nine complaints relating to financial obligations, advertising and the conduct of election officers in the Port Moody-Coquitlam and Sherbrooke by-elections. There were no prosecutions as a result of these investigations.

The Chief Electoral Officer of Canada, Jean-Pierre Kingslev received the prestigious President's Award from the **Canadian Association for** Community Living. This annual award is presented to an individual who demonstrates outstanding leadership in promoting the rights of persons with a disability.

The costs of the by-elections held in 1998 were lower on average when compared to those of the by-elections held after the 1993 general election. The cost per elector for Sherbrooke was \$6.27 compared to \$6.94 for Port Moody—Coquitlam and the average of \$8.91 for all ten by-elections held between 1994 and 1997. 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.

Actual Costs for the Sherbrooke By-Election of September 1998 (dollars)

	1998-99 Actual	1999-00 Forecast	Total Actual ¹	Cost per Elector
Sherbrooke, Que.	349 874 115 398	12 000	349 874 127 398	4.60
Ottawa Headquarters Total Cost	465 272	12 000	477 272	6.27

¹ Forecast expenditures of \$12 000 for the 1998-99 fiscal year are included.

Note: 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; 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.

36th General Election - Wrap-up

For the 36th general election of 1997, the Commissioner of Canada Elections investigated 864 complaints of alleged infractions, 839 of which have been closed without prosecution. The Commissioner consented to 25 prosecutions for voting when not qualified, failure to submit a financial report and defacing campaign signs, eight of which resulted in convictions. Details of these convictions are published on Elections Canada's Web site.

To ensure fairness and transparency in administering the 1997 general election, the agency published on Elections Canada's Web site the contributions and expenses relating to the 36th general election reported by candidates and registered parties.

3.2.2 Event Readiness and Improvements

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

Event Readiness

The post-mortem evaluations that followed the electoral event of 1997 revealed significant challenges relating to information technology, and the working relationship between returning officers and Elections Canada headquarters. The agency reviewed and prioritized the recommendations resulting from these post-mortem sessions and incorporated them into future plans, while maintaining a constant state of readiness to deliver general elections, by-elections and referendums as required.

Elections Canada implemented two strategies to respond to these challenges and improved the readiness of its technology. The agency adopted a policy of consultation to ensure that field officers are routinely consulted during the development of new and revised systems and procedures. As a result, returning officers and their key personnel have so far participated in workshops such as the development of the new field elector registration system (REVISE); the identification of business process improvements in the offices of returning officers; and the process for developing the returning officer's competencies profile.

In addition, the agency provided information and access by regularly publishing and distributing a news and information *Bulletin* to all returning officers and assistant returning officers. The bulletin is directly related to, or affects, the work of the returning officers. The agency has received positive feedback from the field on such initiatives.

The agency has trained 97 percent of its newly appointed returning officers using an eight-day training program. These new returning officers are now ready to deliver an electoral event.

Event Improvements

National Register of Electors

Maintenance

The Register is now in the maintenance phase of its existence and must be kept as accurate and up-to-date as possible. The Register must be ready at any time to generate reliable preliminary lists of electors for federal general elections, by-elections and referendums. The agency has been continually updating the Register with data received under the data supply agreements with Revenue Canada and Citizenship and Immigration Canada (CIC); from provincial and territorial motor vehicle and vital statistics registrars; and from electoral agencies in British Columbia and Quebec, where there are provincial registers of electors.

At the federal level, the first year of the active consent initiative with Revenue Canada (1997 tax year, 1998 calendar year) indicates that close to 80 percent of tax filers consented to have their name, address and date of birth information forwarded to Elections Canada to update the Register. This is significantly greater than the 70 percent projection from the Register feasibility study. Based on 20 million returns for the current year (1998 tax year, 1999 calendar year), preliminary results indicate that the rate of consent has increased to 83 percent. Regarding the initiative with CIC since June 1997, more than 100 000 new Canadians have consented to having their names added to the Register.

The Register is also maintained through elector outreach activities for new electors who have just turned 18, and for electors whose information appears to be incorrect or missing. In March 1999, Elections Canada launched an initiative to send some 270 000 verification notices to electors whose records appeared to be inaccurate, asking them to confirm or to correct their information. This initiative was followed by a letter, sent to approximately 150 000 potential new electors who turned 18 between June 1997 and December 1998, advising them of their right to vote, and requesting their consent to have their names added to the Register. This outreach initiative, however, did not pertain to the province of Quebec. The quarterly updates received from the permanent list of electors in that province, maintained by the Directeur général des élections du Québec, include young adults and, consequently, there is no need to reach out to these individuals. As well, agreements are in place for Elections Canada to receive data from recent elections in Ontario, Newfoundland and Nunavut, and from the next election in the Northwest Territories. Therefore, the outreach initiative was not required in these provinces and territories

Lists of Electors

The updated releases from the Register were used to produce electoral lists for the annual October 15th provision of data to members of Parliament and political parties; for Elections Ontario in March 1999; and for federal election readiness in June 1999. Data from the Register were also used to prepare preliminary lists of electors for the by-elections in Sherbrooke and Windsor–St. Clair.

Data-Sharing Partnerships

Forging data-sharing partnerships remained a corporate priority in 1998-99. Elections Canada concluded 13 data-sharing agreements with other jurisdictions, bringing the total to 49 jurisdictions, as shown below.

Status of Data-Sharing Agreements with Other Jurisdictions

Province	Jurisdiction	Number of Jurisdictions	Number of Electors
Prince Edward Island	Municipal	1	2 944
Nova Scotia	Municipal	22	182 423
New Brunswick	Municipal	1	546 398
Quebec	Municipal	6	92 452
Ontario	Municipal Provincial	5 1	183 316 7 001 060
Manitoba	Municipal School Board	9 4	434 824 29 942
Total		49	8 473 359

On April 6, 1999, an historic agreement was announced between Elections Canada and Elections Ontario for the provision of data from National Register of Electors' data to build Ontario's new Permanent Register of Electors. The use of a permanent register was expected to help Ontario avoid costs in the order of some \$10 million by eliminating, for the most part, the enumeration process. The agreement also provides Elections Canada with the reciprocal opportunity to update the National Register of Electors with data that Elections Ontario will provide from lists revised during the provincial election on June 3, 1999.

Quality Management

The quality of data in the Register is continuously monitored. Samples of updates are inspected and the computer software used for maintenance is adjusted if required. Counts of address changes and new electors are compared to estimates from Statistics Canada to produce estimates of the quality of Register data.

Geographic Information System

In its 1997-98 Performance Report, the agency reported that an agreement had been concluded with Statistics Canada to build a digital national road network, to be known as the National Geographic Database. The project was initiated jointly in 1998-99 with Statistics Canada and merges Statistics Canada's Street Network File and boundaries, Elections Canada's electoral map files, and thousands of new roads, road names and address ranges. The build phase of the project was completed in July 1999. As new electors are added to the National Register of Electors or as electors move to new addresses, we will identify where their addresses are located on the national road network and in which electoral district and polling division their residence is located. These processes are known as "geo-referencing" and "geo-coding". Provincial and municipal agencies will be able to adapt the road network to identify their own service areas – electoral areas, school districts, evacuation zones, or social-service areas, to name only a few examples – all from the same database.

Other Electoral Event Systems

As demonstrated by the National Register of Electors and the National Geographic Database projects, information technology continues to play a major role in reshaping federal electoral processes. In 1998-99, the agency improved the delivery of electoral events by developing and enhancing automated systems in the following areas:

- > Elections Canada's headquarters in Ottawa now houses a permanent Returning Officer Technology Centre (ROTC), responsible for testing and coordinating the deployment of computer tools and technology used by returning officers to administer elections, by-elections and referendums. The centre also assists in introducing new technology in the offices of returning officers.
- Elections Canada takes advantage of the opportunity presented during by-elections for the testing of new processes and practices. A version of Release 1 of the new Returning Officer Workstation, a sub-project of the ROTC, was used in the Windsor–St. Clair byelection. It was well received by the returning officer's staff, who reported that it was easier to use than the software for the 1997 general election. The centre also helped provide interactive training for the Election Results System and was able to install updates remotely from its headquarters location. This innovation improved the electoral process by reducing the time required for specific tasks, adding support to the offices of returning officers and making processes more efficient and cost effective.
- > Returning Office Payment System Elections Canada has started a project to redesign its new Returning Office Payment System, which evolved in multiple payment streams and processes for paying both people and suppliers during electoral events, and to support differing business requirements. The system will offer an integrated payment management system with streamlined and simplified processes, a clear accountability framework, and measurable performance expectations and goals.
- Supply Management System Elections Canada implemented the new Supplies Management System designed to monitor and track inventories of election material efficiently.
- Contributions and Expenses Reported by Candidates and Registered Parties This new on-line database allows users to search the Web site and retrieve summary information on contributions and electoral expenses of political parties and candidates for all electoral events since the 1997 general election.

> Technology and the Voting Process – A study of Technology and the Voting Process, commissioned by Elections Canada, was submitted to the Standing Committee on Procedure and House Affairs in May 1998. The study was intended to review the impact of information technology on the voting process. It assessed the feasibility of increasing the accessibility of the voting process during federal electoral events through the use of the telephone, Internet, or voting kiosks. One of the key findings underscored the need to ensure that any new methods of casting ballots complement, not replace, current voting methods. The study outlined possible next steps, including pilot projects and further research.

3.2.3 Public Education, Information and Support

To provide public education and information programs, and support on electoral matters to the public, parliamentarians, Cabinet, electoral boundaries commissions, partners and other stakeholders

Developments in Public Education and Information Programs

Elections Canada continued its work to improve the public's awareness of the electoral process and of Canada's democratic heritage. As part of ongoing initiatives to provide public education and information programs, Elections Canada released revised documents, upgraded its Web site and continued its youth-oriented campaigns.

Salon Pepsi Jeunesse – This youth fair is held annually in Montreal and attracts over 120 000 visitors, mostly between the ages of 12 and 17. Elections Canada ran two major election projects involving Secondary IV and V students: the election of the Personnalité Jeunesse of Greater Montreal and the election of the Personnalité Jeunesse du Québec, whose participants were from as far away as Matagami, Lac St-Jean, Quebec City, the Laurentians and the Eastern Townships. With an average of over 2 000 voters a day over five days, this election is by far Elections Canada's most significant election simulation in Canada.

Serving Democracy/Behind the Ballot Box – During the period covered by the report, our popular travelling exhibit was displayed at the following locations: the Moose Jaw Art Museum in Saskatchewan; the Chief Elijah Smith federal building in Whitehorse, Yukon; the Fort Smith, Northwest Territories, Museum and Archives; the Prince of Wales Northern Heritage Centre, Yellowknife, Northwest Territories; the Richmond Museum, British Columbia; and the Greater Vernon Museum and Archives, British Columbia.

Forum for Young Canadians – This is a formal educational program held four times a year to enable selected senior high-school and CEGEP students from across Canada to learn about Canadian governmental processes. Once again, students planned the election of a Canadian representative to a simulated world parliament, and the Chief Electoral Officer addressed the students, answered their questions and announced the election results.

Workshops at Educators' Conferences – At these workshops, election simulations are introduced as teaching approaches to a given curriculum subject, such as history or language, in conjunction with teaching the electoral process. In 1998-99, Elections Canada's representatives attended the conferences of the following organizations: the joint Canadian Education Association and Canadian School Boards Association; the National Education Association of Disabled Students; the Association of Canadian Community Colleges; the Société des professeurs d'histoire du Québec; the Association canadienne d'éducation de langue française; the McGill Institute for the Study of Canada; the People in Motion Show; and the Summer Institute for Teachers. Workshops on the electoral process were also given to teachers of the Ottawa-Carleton Catholic District School Board and the Toronto District School Board.

Exploring Canada's Electoral System – Since the release of this interactive CD-ROM in May 1998, Elections Canada has received orders for over 12 000 copies. It was designed for young Canadians and provides a comprehensive, visual guide to the federal electoral system. The availability of the CD-ROM has been promoted through a mass distribution of flyers, Elections Canada's Web site and various youth conferences. User reply cards have confirmed its suitability as a valuable tool for learning about voting in Canada.

Responding to Public Demands – Informing the public and responding to its demands is an important part of the mandate of Elections Canada. The agency responds to enquiries from the public, new Canadians, political parties, members of Parliament, researchers, libraries, provincial and municipal organizations, governmental and non-governmental organizations, international and educational institutions. In 1998-99, Elections Canada's Enquiries Unit responded to 46 994 calls on the public information toll-free line (1 800 INFO-VOTE). Another 2 375 enquiries were submitted through Elections Canada's Web site.

Legislative Documents on the Web – All of the laws governing federal elections and referendums were added to the Web site in August 1998.

Legislative Reform

On June 11, 1998, Bill C-411, An Act to amend the Canada Elections Act (1998, c. 18), received royal assent. The Bill amends parts of sections 222 to 238 dealing with the financial returns of candidates. The amendments allow the Chief Electoral Officer to authorize the late filing of a candidate's election return, or to correct a filed return, and the receipt and payment of a claim after the time specified in the Act. This means candidates do not need to apply to a court for permission in these matters.

An Act to Amend the Nunavut Act and the Constitution Act 1867 (1998, c. 15), which received royal assent on June 11, 1998, amends the *Electoral Boundaries Readjustment Act* and the *Constitution Act*, 1867, to account for the creation of the territory of Nunavut on April 1, 1999.

Elections Canada provided support to the Standing Committee on Procedure and House Affairs in its review of the *Canada Elections Act*. The Committee submitted its proposals for amendments on June 18, 1998, and the government provided its response to that report by tabling on June 7, 1999, in the House of Commons, Bill C-83, *An Act respecting the election of members to the House of Commons, repealing other Acts relating to elections and making consequential amendments to other Acts*. The agency actively participated in the Standing Committee's review and provided technical support to the government in drafting the Bill.

On May 29, 1998, the Supreme Court of Canada ruled, in *Thomson Newspapers Co. v. Canada (Attorney General)*, that section 322.1 of the *Canada Elections Act*, which prohibits the release of opinion poll results from midnight of the Friday before polling day until the close of polls, was unconstitutional. The Court was of the opinion that this section, introduced in 1993, restricted freedom of expression as guaranteed by section 2(*b*) of the *Canadian Charter of Rights and Freedoms* and that the restriction was not justifiable under section 1 of the Charter.

On March 10, 1999, in an action brought by Miguel Figueroa, the leader of the Communist Party of Canada, the Ontario Court (General Division) ruled certain provisions of the *Canada Elections Act* (CEA) unconstitutional. The court found that requiring a candidate to deposit \$1 000 as part of the nomination process is a limitation of the right to become a candidate, as provided in section 3 of the *Canadian Charter of Rights and Freedoms*. The court held that the requirement for a candidate to obtain 15 percent of valid votes to receive a refund of half the deposit was unconstitutional, but that the requirement for the \$1 000 deposit could be left in place if it were fully refundable upon compliance with the financial reporting requirements. Paragraph 84(3)(b) of the CEA is thus of no force and effect. Therefore, the nomination deposit is refunded to candidates upon compliance with the financial reporting requirements of the CEA.

Advisory Committee of Registered Political Parties

Elections Canada has established an advisory committee to bring together representatives of registered political parties and Elections Canada officials. The committee, chaired by the Chief Electoral Officer, is a forum for sharing information, fostering good working relationships, and resolving administrative issues that do not require legislative change but that may have an impact on parties and candidates. This step was recommended to the Standing Committee on Procedure and House Affairs (SCPHA) during hearings related to the Committee's report on the *Canada Elections Act*. At its February 5, 1999 meeting, the Advisory Committee completed its review of administrative issues referred by the SCPHA, as a result of the latter's consideration of the *Canada Elections Act*.

International Activities

Elections Canada maintains contact with similar organizations in jurisdictions around the world, to exchange information, and to learn from each others' experiences in electoral matters. As well, Elections Canada works with the Department of Foreign Affairs and International Trade and the Canadian International Development Agency, to provide technical and professional assistance to other countries. Activities in recent months included the following:

- > On July 27 and 28, 1998, Elections Canada hosted the fourth Conference of the Inter-American Union of Electoral Organizations (UNIORE). This two-day conference involved senior election officials representing electoral agencies from North, Central and South America, and the Caribbean. The UNIORE's conference objectives were to discuss current issues of common interest with electoral authorities, and to consider the very real challenges that electoral institutions are facing.
- Elections Canada also hosted the first meeting of the Global Electoral Organization (GEO) Network in Ottawa from April 11 to 14, 1999. The GEO conference was sponsored by the International Foundation for Election Systems, the International Institute for Democracy and Electoral Assistance, and the United Nations Electoral Assistance Division. The objectives were to bring together election management associations to exchange information on programs they conduct to benefit their members and the electoral processes of their regions; to identify bilateral programs that could be established; and to identify the common needs shared by all associations and their members. The conference established a follow-up mechanism for a GEO Network. At the conclusion of the conference, the organizers, together with Mexico's Instituto Federal Electoral, signed a letter of intent to co-operate on electoral governance projects. The conference directed this partnership, of which Elections Canada is a key member, to provide follow-up support for GEO Network communications and activities.
- > Elections Canada provided professional and technical assistance to electoral administrations in Antigua and Barbuda, Cambodia, Ecuador, Gabon, Gambia, Kyrgyzstan, Kazakhstan, Mauritania, Mozambique, Nigeria, Puerto Rico, Venezuela, Yemen and Zimbabwe.
- > Elections Canada hosted 10 visits from representatives of 12 countries at its offices in Ottawa to provide information and presentations about Canada's electoral system.

3.3 Other Performance Accomplishments

To improve its ability to deliver services efficiently, effectively and innovatively in response to the needs of stakeholders, and to ensure all staff are operating in a fulfilling work environment, the agency pursued the following initiatives in 1998-99:

- > Universal Classification Standard (UCS) All of Elections Canada's work descriptions have been written in the UCS format. The evaluation process is well underway and is expected to be completed by September 1999.
- > Financial Information Strategy (FIS) In April 1999, the agency implemented an integrated Financial Information Management System that includes the financial, revenue and procurement functions. This provides the foundation for Elections Canada to meet the accounting and reporting requirements of the Treasury Board Secretariat's Financial Information Strategy.
- > Threat and Risk Assessment (TRA) Elections Canada completed a comprehensive threat and risk assessment review to permit senior management to make informed decisions on security issues that could affect the agency's ability to carry out its mandate. The review highlighted some issues which have formed the basis for recommendations presented to senior management. Implementation is to take place in 1999-2000. Furthermore, the results of the TRA review will provide the foundation for an updating of the agency's Business Resumption Plans.
- > Strategic Plan In March 1999, Elections Canada launched its second Strategic Plan (for 1999-2002). The plan sets out a direction for the agency's response to the key demographic, legislative and technological trends influencing Elections Canada over the next few years. The plan highlights innovations and enhancements that will be required to respond to these trends.

Internal Audits and Reviews

Audit of the Procurement Function – The audit assessed the contracting and procurement procedures through an examination of management policies, practices, operational procedures and systems supporting operations, management decision-making and control. The audit committee approved the audit report and the action plan. A follow-up of the audit recommendations will take place in 1999-2000.

Review of Year 2000 Readiness – The agency completed a high-level assessment of the progress it had made in identifying and mitigating the risks to systems that support mission-critical functions, as a result of the millennium date-code problem. This included reviewing the development of our Year 2000 strategy; the plan for and approach to handling Year 2000 readiness across the agency; and the approach to researching and continuously reviewing potential Year 2000 risks within all processes and business groups. When necessary, it also considered where and how business strategies and contingency plans were assessed.

Review of Security – The agency completed a review of its security function to ensure compliance with the Government Security Policy.

Section IV: Consolidated Reporting

4.1 Year 2000 Readiness

As reported in the 1997-1998 Performance Report, none of the agency's computer applications is considered by the Treasury Board Secretariat to be government-wide, mission-critical systems. Elections Canada has assessed Year 2000 readiness of each application to identify specific instances of date usage, to determine the impacts and to estimate the work required to correct inadequate codes.

The Year 2000 Project has been further subdivided into specific initiatives dealing with business contingency planning, embedded systems within the building infrastructure and legal assessments regarding the agency's contractual positions with suppliers and business partners.

Progress on each front has been steady; the overall schedule remains viable with the completion of all activities, including compliance testing considered to be pre-2000 critical, on target for fall 1999. In addition, the agency is continuing to develop a Year 2000 contingency plan, which is scheduled to be completed by September 1999.

Section V: Financial Performance

5.1 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 under the statutory authority, which provides for all other expenditures, including the costs of electoral events.

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

5.2 Financial Summary Tables

The summary financial information presented for each funding authority includes:

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

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

Vote No.	Authority	1998-99 Planned Spending	1998-99 Total Authorities ¹	1998-99 Actual
20	Program Expenditures	2 614	2 614	2 589
(S)	Salary of the Chief Electoral Officer	159	159	182
(S)	Expenses of Elections	29 000	31 600	28 642
(S)	Contributions to Employee Benefits Plan	546	546	573
	Total	32 319	34 919	31 986

¹ Total Authorities are Main Estimates plus Supplementary Estimates plus other authorities.

⁽S) Statutory Authority

Table 2: Agency Planned vs. Actual Spending by Funding Authority, 1998-99 (\$ thousands)

	Full	Oper-	Capital	Voted	Subtotal:	Statutory	Total	Less:	Total
Funding Authority	Time	ating ²	Capitai	Grants	Gross	Payments	Gross	Respend-	Net
I unumg rathority	Equi-	ating		and	Voted	1 try ments	Expendi-	able	Expendi-
	valent ¹			Contri-	Expendi-		tures	Revenues	tures
				butions	tures				
Administration	54	3 319	-	-	3 319	-	3 319	-	3 319
(Total authorities)	54	3 319	-	-	3 319	-	3 319	-	3 319
(Actuals)	49	3 344	-	-	3 344	-	3 344	-	3 344
Elections /			-	-					
Referendums	180	-			-	29 000	29 000	-	29 000
(Total authorities)	180	-	-	-	-	31 600	31 600	-	31 600
(Actuals)	177	-	-	-	-	28 642	28 642	-	28 642
Totals	234	3 319	-	-	3 319	29 000	32 319	-	32 319
(Total authorities)	234	3 319	-	-	3 319	31 600	34 919	-	34 919
(Actuals)	226	3 344	-	-	3 344	28 642	31 986	-	31 986
Other Revenues and Expenditures:									
Non-respendable Revenues						-			
(Total authorities)	1								-
(Actuals)					3				
Cost of services provided by other departments					2 361				
(Total authorities)					2 361				
(Actuals)					2 302				
Net Cost of the Program					34 680				
(Total authorities)						37 280			
(Actuals)						34 285			

Note: Numbers in *italics* denote actual total authorities for 1998-99 (Main and Supplementary Estimates and other authorities). **Bold** numbers denote actual expenditures and revenues in 1998-99.

Respendable Revenues were formerly called "Revenues Credited to the Vote." Non-Respendable Revenues were formerly called "Revenues Credited to the CRF."

Table 3: Historical Comparison of Total Planned Spending to Actual Spending (\$ thousands)

				1998-99	
Funding Authority	Actual 1996-97	Actual 1997-98	Planned Spending	Total Authorities ¹	Actual
Administration	3 150	3 089	3 319	3 319	3 344
Elections/Referendums	40 245	195 983	29 000	31 600	28 642
Total	43 395	199 072	32 319	34 919	31 986

¹ Total Authorities are Main Estimates plus Supplementary Estimates plus other authorities.

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 Chief Electoral Officer.

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

Table 4	Crosswalk between Old and New Structures
Table 5	Comparison of 1998-99 Planned Spending and Total Authorities to Actual Expenditures by Organization and Business Line
Table 6	Respendable Revenues by Business Line

Table 7: Non-Respendable Revenues by Funding Authority (\$ thousands)

			1998-99			
Funding Authority	Actual 1996-97	Actual 1997-98	Planned	Total Authorities ¹	Actual	
Administration	-	-	-	-	-	
Elections/Referendums	-	-	-	-	-	
Unplanned ²	45	69	-	-	29	
Total Non-Respendable Revenues	45	69	-	-	29	

Note: Respendable Revenues were formerly called "Revenues Credited to the Vote." Non-Respendable Revenues were formerly called "Revenues Credited to the CRF."

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

Funding Authority	Actual Actual 1996-97 1997-98		Planned Spending 1998-99	Total Authorities ¹ 1998-99	Actual 1998-99	
Administration Elections/Referendums	535 40 245	600 195 983	705 29 000	705 31 600	755 28 642	
Total Statutory Payments	40 780	196 583	29 705	32 305	29 397	

¹ Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.

¹ Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.

² Proceeds from the disposal of Crown assets and sales.

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

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

Table 15: Contingent Liabilities (\$ thousands)

	Amount of Contingent Liability				
List of Contingent Liabilities	March 31, 1997	March 31, 1998	Current as of March 31, 1999		
Pending Litigation	-	25	25		

The following table is not applicable to the Office of the Chief Electoral Officer.

Table 16	Special Travel Policies

Section VI: Other Information

6.1 Electoral Statistical Information

Facts and Figures – 1998 By-Elections

Key Indicators	Port Moody-Coquitlam (March 30, 1998)	Sherbrooke (September 14, 1998)	
Geography and Electors			
Population	102 041	97 084	
Number of electors on preliminary lists	79 723	74 793	
Number of electors who registered on election day	818	2 350	
Number of electors on final lists	80 586	76 101	
Number of polling stations	234	219	
Percentage of accessible polling stations	99.6%	100%	
Average number of electors per polling station	344	347	
Number of revisions to the lists of electors*	4 452	13 236	
Voting Results			
Number of valid votes cast	28 672	36 446	
Percentage of rejected ballots	0.3%	1.6%	
Percentage of voter turnout	35.7%	48.7%	
Candidates			
Number of candidates	8	8	
Number of candidates eligible for reimbursement of election expenses	3	2	
Electoral Support			
Number of calls answered from the public	186	310	

^{*}Revisions are additions, corrections and deletions to the lists of electors. Includes election day revisions.

6.2 Federal Political Contributions and Estimated Tax Credits Claimed

The table below 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 appear 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.

Federal Political Contributions and Estimated Tax Credits Claimed

	Number of Contributions								
	1990	1991	1992	1993	1994	1995	1996	1997	1998
Registered Political Parties	281 433	210 347	206 665	222 376	176 823	184 369	202 956	217 864	172 593
Candidates	-	-	-	160 944	-	-	-	168 906	-
Total	281 433	210 347	206 665	383 320	176 823	184 369	202 956	386 770	172 593
				Value	of Contrib	utions			
				3)	\$ thousands	;)			
	1990	1991	1992	1993	1994	1995	1996	1997	1998
Registered Political Parties	34 306	33 445	33 125	53 793	28 422	31 930	35 319	49 402	31 687
Candidates	-	-	-	42 210	-	-	-	39 104	-
Total	34 306	33 445	33 125	96 003	28 422	31 930	35 319	88 506	31 687
				Estimated	Tax Credi	ts Claimed			
		(\$ thousands)							
	1990	1991	1992	1993	1994	1995	1996	1997	1998
Corporations	649	576	597	1 044	947	591	527	1 137	N/A
Individuals	10 565	10 920	10 241	19 590	9 192	9 945	10 320	N/A	N/A
Total	11 214	11 496	10 838	20 634	10 139	10 536	10 847	1 137	N/A

Sources for estimated tax credits claimed: *Individuals* – 1998 edition of *Tax Statistics on Individuals*, published by Revenue Canada Taxation.

Corporations - Corporations Statistics Section, Revenue Canada, as of August 12, 1999.

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

6.3 Legislation Administered by the Office of the Chief Electoral Officer

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

6.4 Recent Key Statutory and Agency Reports

Registered Political Parties' Fiscal Period Returns for 1998. July 1999.

Elections Canada: Serving Democracy: A Strategic Plan 1999–2002. February 1999.

Office of the Chief Electoral Officer: 1999-2000 Estimates, Part III – Report on Plans and Priorities. February 1999.

Report of the Chief Electoral Officer of Canada Following the Sherbrooke By-Election. November 1998.

Office of the Chief Electoral Officer: 1997-98 Performance Report. October 1998.

Candidates' Returns Respecting Election Expenses for the 36th General Election. September 1998.

Canada's Electoral System. July 1998.

Report of the Chief Electoral Officer of Canada Following the Port Moody–Coquitlam By-Election. June 1998.

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

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

6.5 Contacts for Further Information

For more information: Elections Canada

257 Slater Street Ottawa, Ontario K1A 0M6

Telephone: 1 800 INFO-VOTE (1 800 463-6868)

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