

# Office of the Chief Electoral Officer

2016-17

**Departmental Results Report** 

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### Chief Electoral Officer's Message

I am pleased to present Elections Canada's 2016–17 Departmental Results Report, which describes the agency's accomplishments during the past fiscal year in support of its mandate and multi-year plans and priorities.

In 2016–17, Elections Canada successfully conducted one by-election, in Medicine Hat—Cardston–Warner on October 24, 2016, and initiated the conduct of five more by-elections that were held on April 3, 2017.

Elections Canada also completed the remainder of the post-election activities for the 42nd general election. Specifically, this included processing political financial returns and issuing two post-election reports to Parliament: one drawing a retrospective of the general election and the other setting out the Chief Electoral Officer's recommendations for legislative amendments for the better administration of the Canada Elections Act. Elections Canada also supported parliamentarians in their review of the Chief Electoral Officer's recommendations for legislative amendments and other electoral reform initiatives.

The 2015 general election showed a resurgence in Canadians' participation in the electoral process. At the same time, Canadians' expectations of the electoral process, and of the services they receive from Elections Canada, continue to evolve. The agency established a Transformation Agenda to better meet these expectations and to address concerns raised by voters, candidates and returning officers in the 2015 general election. In some instances, we have determined that service improvements will necessitate the incremental and prudent introduction of information technology at our polling locations. We are working toward this while maintaining the high standard of integrity for which the Canadian electoral process is known.

Elections Canada's Transformation Agenda, which articulates the agency's vision for the next general election, also contains strategies to transform how it works with field administrators, including engaging more closely and regularly with returning officers. The agency also established plans for renewing its critical assets and is in the process of replacing and improving a number of existing systems and services that enable the delivery of modern elections.

These investments will contribute to maintaining the reliability and security of IT-enabled services in an evolving digital environment. We are working with lead security agencies, including the Communications Security Establishment, to ensure that our infrastructure continues to meet all appropriate security standards and requirements.

While maintaining our readiness for electoral events and striving for continuous improvement, we look forward to continuing to support parliamentarians in their consideration of legislation that affects Canada's electoral system.

Stámbana Damoult

Stéphane Perrault

Acting Chief Electoral Officer of Canada

### Results at a Glance

For more information on the agency's plans, priorities and results achieved, see the "Results: what we achieved" section of this report.

\$102M

**Actual Spending** 

**563** 

**Actual FTEs** 

### Results at a Glance

In 2016–17, Elections Canada completed the final stages of post–2015 general election activities. The agency monitored, analyzed and reported on all aspects of the general election to ensure fairness, transparency and compliance with the Canada Elections Act. The agency also conducted one by-election and, by the end of 2016–17, had initiated the conduct of five more by-elections that were held on April 3, 2017.

During the fiscal year, Elections Canada established its Transformation Agenda to improve electoral services and voting infrastructure for the next general election and beyond. The Agenda includes strategies to modernize electoral services for Canadians, to support and implement legislative change as and when enacted by Parliament, and to renew its information technology infrastructure and other key assets.

To improve the administration of the electoral process and enable its modernization, Elections Canada put forth 132 recommendations for legislative amendments and supported parliamentarians in their review of the proposed recommendations.

In view of the possibility of a referendum, the agency reviewed the Referendum Regulation and developed a contingency plan.

# Raison D'être, Mandate and Role: Who We Are and What We Do

### Raison D'être

Ensuring that Canadians can exercise their democratic rights to vote and be a candidate.

#### Mandate and Role

The Office of the Chief Electoral Officer, commonly known as Elections Canada, is an independent, non-partisan agency that reports directly to Parliament. Its mandate is to:

- be prepared to conduct a federal general election, by-election or referendum
- administer the political financing provisions of the Canada Elections Act
- monitor compliance with electoral legislation
- conduct public information campaigns on voter registration, voting and becoming a candidate
- conduct education programs for students on the electoral process
- provide support to the independent commissions in charge of adjusting the boundaries of federal electoral districts following each decennial census
- carry out studies on alternative voting methods and, with the approval of parliamentarians, test alternative voting processes for future use during electoral events
- provide assistance and co-operation in electoral matters to electoral agencies in other countries or to international organizations

### Responsibilities

In fulfilling its mandate, Elections Canada also has the responsibility to:

- appoint, train and support returning officers and retain the services of field liaison officers across Canada
- maintain the National Register of Electors, which is used to prepare preliminary lists of electors at the start of electoral events
- publish reports on the conduct of elections and official voting results
- maintain electoral geography information, which provides the basis for maps and other geographic products

- register political entities, including political parties, electoral district associations, candidates, nomination contestants, leadership contestants, third parties that engage in election advertising and referendum committees
- administer the reimbursements and subsidies paid to eligible candidates, registered political parties and auditors
- disclose information on registered parties and electoral district associations, registered parties' nomination and leadership contestants, candidates, third parties and referendum committees, including their financial returns
- refer to the Commissioner of Canada Elections information concerning possible offences under the Canada Elections Act (or other relevant Acts)
- consult the Advisory Committee of Political Parties for advice and recommendations
- issue written opinions, guidelines and interpretation notes on the application of the Canada Elections Act to political entities
- appoint the Broadcasting Arbitrator, who is responsible for allocating free and paid broadcasting time among political parties and for arbitrating disputes that may arise between parties and broadcasters
- recommend to Parliament amendments for the better administration of the Canada Elections Act by submitting a recommendations report after a general election, as well as by providing expert advice and other special reports

For more general information about the agency, see the "Supplementary Information" section of this report.

### Operating Context and Key Risks

### **Operating Context**

This past fiscal year fell in the middle of a four-year electoral cycle. With a fixed election date of October 21, 2019, the agency continued to move forward with its plans to improve and modernize the electoral process before returning to general election readiness. Elections Canada's primary operational requirement during the past fiscal year was to deliver any by-elections that were called and initiate preparatory activities to be ready to hold a referendum, in case the Government wished to consult Canadians on a possible change of electoral system.

During fall and winter 2016, Elections Canada assisted the Standing Committee on Procedure and House Affairs in reviewing the Chief Electoral Officer's recommendations<sup>i</sup> tabled in September 2016. In November, the Government introduced Bill C-33<sup>ii</sup> and announced an intention to introduce other electoral legislation. Nine private members' bills, proposing various amendments to Canada's electoral legislative framework, were also before Parliament.

In January 2017, the Honourable Karina Gould succeeded the Honourable Maryam Monsef as Minister of Democratic Institutions and President of the Queen's Privy Council for Canada. The new Minister's Mandate Letter<sup>iii</sup> calls on her to "lead the Government of Canada's efforts to defend the Canadian electoral process from cyber threats," which is a priority that Elections Canada shares and upholds, particularly in the context of the ever-evolving digital world.

Elections Canada is continuing its preparation for the appointment of a new Chief Electoral Officer following the retirement of Marc Mayrand in December 2016.

### Key Risks

Risk	Mitigating Strategy and Effectiveness	Link to the Agency's Programs
There is insufficient time for Elections Canada to implement electoral reform and deliver an election that meets the expectations of Canadians.	Elections Canada would have mitigated the risk by realigning its resources and scaling down its Transformation Agenda initiatives for the 43rd general election. As a result, Elections Canada was prepared. However, in February 2017, the Government indicated that it would not pursue a change of electoral system.	<ul> <li>Electoral Operations</li> <li>Regulation of Electoral Activities</li> <li>Electoral Engagement</li> </ul>
Elections Canada is not prepared to hold a referendum.	The agency reviewed the Referendum Regulation and developed a contingency plan so that a referendum could be held with a six-month preparation window. In February 2017, the Government indicated that it would not hold a referendum on a change of electoral system.	<ul> <li>Electoral Operations</li> <li>Regulation of Electoral Activities</li> <li>Electoral Engagement</li> </ul>

### Results: What We Achieved

Elections Canada pursued, under each of its programs, several initiatives to support the modernization of the electoral process and the renewal of the infrastructure and assets that enable the delivery of electoral events.

The Chief Electoral Officer continued to account to Parliament and to Canadians on the results of the agency's efforts in post-election reports. iv

#### Note to the Reader

Most of Elections Canada's programs deliver results to Canadians only during general elections, which normally take place every four years. Between general elections, Elections Canada uses by-elections to report on selected results. However, by-elections are not comparable to general elections and, due to the highly different profiles across electoral districts, there is no basis for comparing by-elections among themselves. Therefore, past results for individual by-elections are not presented in the Results tables in this section.

### **Programs**

### Program 1.1: Electoral Operations

This program allows Elections Canada to deliver fair and efficient electoral events whenever they may be required so that Canadians are able to exercise their democratic right to vote during a federal general election, by-election or referendum by providing an accessible and constantly improved electoral process responsive to the needs of electors.

### **Results Narrative**

### **Election Readiness and Delivery**

Over the 2016–17 fiscal year, Elections Canada delivered one by-election, on October 24, 2016, in Medicine Hat–Cardston–Warner (Alberta). The agency also completed all preparatory work and initiated the conduct of five more by-elections that were held on April 3, 2017, in Calgary Heritage (Alberta), Calgary Midnapore (Alberta), Markham–Thornhill (Ontario), Ottawa–Vanier (Ontario) and Saint-Laurent (Quebec).

Over the period, the agency also reviewed its governance structure for field administrators and hired 29 field liaison officers, who provide support to returning officers and act as an intermediary between them and Elections Canada.

Elections Canada also maintained the National Register of Electors, from which it extracted the annual lists of electors, and distributed these lists, along with maps and election expenses limits, to members of Parliament and political parties within statutory timelines.

#### **Referendum Readiness**

In view of public interest and discussion by the Government about holding a referendum, Elections Canada developed a plan to improve its level of readiness, so that a referendum could be held at any time, given a six-month window for preparation.

#### **Electoral Services Modernization**

Elections Canada introduced and began implementing a series of modernization initiatives to make the electoral process simpler and more accessible, efficient and flexible, in four priority areas:

- Electoral Data Services, which will improve the systems that capture, process and retrieve information to support the electoral process, and those that will help drive the National Register of Electors and the agency's geolocation system.
- Voter Engagement, which will facilitate the way Elections Canada communicates with Canadians, particularly with groups that have historically faced barriers to participation in the electoral process, such as remote Indigenous communities, and other stakeholder groups.
- Front-line Service Delivery, which will streamline the means for electors and stakeholders to contact Elections Canada, and simplify communications between field staff and national headquarters.
- Voting Services Modernization, which involves examining how technology-enabled processes can be used throughout voting services to ensure the best voting experience possible at the next general election, to the extent permitted under the Canada Elections Act.

To this end, the agency made significant progress towards its initiative to enhance polling place processes by consulting with stakeholders and by conducting a Request for Information (RFI) to gather information from industry about electronic poll book technologies. This was followed by a Request for Proposals (RFP) published in June 2017.

As part of the agency's initiative for special ballot voting, Elections Canada developed a business case on electronic ballot delivery and completed industry consultation through another RFI. Upon completion of stakeholder consultations and review of the final business case, a decision was taken to not pursue this initiative for the 43rd general election.

Elections Canada consulted with returning officers, field liaison officers and other key stakeholders and made significant progress in defining the business requirements for improved online services for political entities and for additional locations for special voting services.

### Results Achieved

		Data ta	4	Actual Results	
Expected Results	Performance Indicators*	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)
The electoral process is accessible and responsive to the needs of electors	Percentage of voters who are satisfied with their voting experience**	March 2017	98% of voters were satisfied with their voting experience. Specifically, 86% were very satisfied and 12% were somewhat satisfied with the experience.	No by-elections were held in 2015–16. Results from the 2015 general election held that year are not comparable.	No general elections were held in 2014–15. Results from the 6 by-elections <sup>vii</sup> held that year are not comparable.
	Percentage of non-voters reporting administrative reasons as their main reason for not voting**	March 2017	Of those who were aware of the by-election but did not vote, only 3% said they did not vote for reasons related to the electoral process: 2% reported issues with voter information cards and 1% indicated a lack of information about the voting process.		
Elections are delivered whenever they are called	Number of days required for all electoral offices to be fully functional	March 2017	All offices were fully functional within seven days of the start of the election period, meeting all operational targets.		
	Percentage of eligible electors included on the list (coverage***)	March 2017	The proportion of eligible voters included in the preliminary list of electors was 91.4%. Historically, this figure has ranged from 91% to 94%.		
	Percentage of electors included on the list and at the correct address (currency****)	March 2017	The proportion of eligible voters included in the preliminary list of electors at their current address was 87.1%. Historically, this figure has ranged from 81% to 86%.		

		5	Actual Results		
Expected Results	Expected Performance A	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)
Elections accurately reflect the choices Canadians make	Variance between the preliminary and official results (validated or subsequent to judicial recounts)	March 2017	The variance between preliminary results and validated results for the 2016 by-election was 0.11%.		
	Number of electoral districts where official election results have been overturned because of administrative errors	March 2017	None.		
Canadian electors have opportunities to exercise their right to vote	Number of complaints that deal with accessibility of the voting process for people with disabilities	March 2017	Of the 23 complaints filed by electors during the October 2016 by-election, three (13%) were related to accessibility for people with disabilities: one related to signage, one to walkways and pathways, and one to doors.		
The redistribution of electoral boundaries is effectively supported	Percentage of commissioners who are satisfied with the services and support provided by Elections Canada	March 2017	Not applicable for 2016–17.		

<sup>\*</sup>Targets for these performance indicators are under development.

<sup>\*\*</sup>Results are from the Elections Canada Survey of Electors following the October 2016 by-election.

<sup>\*\*\*</sup>Coverage is the proportion of eligible voters (Canadian citizens aged 18 and over) who are registered.

<sup>\*\*\*\*</sup>Currency is the proportion of eligible voters who are registered at their current address.

### **Budgetary Financial Resources (dollars)**

2016–17 Main Estimates	2016–17 Planned Spending	2016–17 Total Authorities Available for Use	2016–17 Actual Spending (authorities used)	2016–17 Difference (actual minus planned)
45,743,386	45,743,386	48,145,526	47,152,229	1,408,843

### Human Resources (full-time equivalents)

2016–17 Planned	2016–17 Actual	2016–17 Difference (actual minus planned)
216	262	46

The difference of 46 full-time equivalents is mainly a result of the requirement for additional temporary employees to close the 42nd general election, conduct by-elections and support electoral operations.

### Program 1.2: Regulation of Electoral Activities

This program provides Canadians with an electoral process that is fair, transparent and in compliance with the Canada Elections Act. Within this program, Elections Canada is responsible for administering the political financing provisions of the Act. This includes compliance monitoring, disclosure and reporting of financial activities.

### **Results Narrative**

#### **Audit of Election Returns**

In 2016–17, Elections Canada continued to process, audit and report on political parties' and candidates' political financing returns. The agency completed auditing of most political parties' and candidates' returns from the previous general election. By March 31, a limited number of cases were still pending, due to delays in receiving financial information from the parties and candidates.

### **Independent Audit on Poll Worker Performance**

On September 21, 2016, Elections Canada published an independent audit report from PricewaterhouseCoopers on poll workers' performance in the 2015 general election, as an appendix to the Retrospective Report on the 42nd General Election. PricewaterhouseCoopers also prepared a report for the October 24, 2016, by-election in Medicine Hat–Cardston–Warner (Alberta), which Elections Canada published as an appendix to the Report on the By-election in Medicine Hat–Cardston–Warner. Medicine Hat–Cardston–Warner.

### **Support to Parliament**

On September 27, 2016, the Chief Electoral Officer tabled in Parliament a report titled An Electoral Framework for the 21st Century: Recommendations from the Chief Electoral Officer of Canada Following the 42nd General Election, which contained a total of 132 recommendations. Elections Canada assisted the Standing Committee on Procedure and House Affairs (PROC) in the review of the recommendations. PROC supported many of the recommendations, as indicated in the two interim reports available to date on Parliament's website. Elections Canada also assisted PROC's review of the Special Committee on Electoral Reform's (ERRE) proposed recommendations as found in Strengthening Democracy in Canada: Principles, Process and Public Engagement for Electoral Reform.

#### Results Achieved

		<b>-</b>	Actual Results		
Expected Results	Performance Indicators*	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)
Canadians have confidence in how the electoral process is managed	Percentage of Canadian electors who believe that Elections Canada administers elections in a fair manner**	March 2017	89% of respondents who were aware of the by-election thought it was run fairly: 73% indicated that Elections Canada ran the by-election very fairly, with a further 16% saying somewhat fairly.	No by-elections were held in 2015–16. Results from the 2015 general election xiii held that year are not comparable.	No general elections were held in 2014–15. Results from the 6 by-elections held that year are not comparable.
	Percentage of candidates who express satisfaction with the way elections are administered	March 2017	Not measured for by-elections.		
Canadians have timely access to accurate political financing data	Percentage of candidates' election returns that are available to the public within 30 days of filing	March 2017	100% of candidates' election returns (6 out of 6) were published on Elections Canada's website within 30 days of filing.		

		<b>-</b>	A	ctual Results	
Expected Results	Performance Indicators*	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)
Political entities understand and comply with their obligations under the Canada Elections Act	Percentage of candidates' election returns that are submitted within 4 months of election day	March 2017	50% of candidates' election returns (3 out of 6) were submitted within 4 months of election day; extensions were granted for the remaining 3 returns, 2 of which were submitted within their extension period.		
	Percentage of candidates who are satisfied with the tools and information provided by Elections Canada	March 2017	Not measured for by-elections.		

<sup>\*</sup>Targets for these performance indicators are under development.

### **Budgetary Financial Resources (dollars)**

2016–17 Main Estimates	2016–17 Planned Spending	2016–17 Total Authorities Available for Use	2016–17 Actual Spending (authorities used)	2016–17 Difference (actual minus planned)
11,656,805	11,656,805	13,113,810	12,698,073	1,041,268

### Human Resources (full-time equivalents)

2016–17 Planned	2016–17 Actual	2016–17 Difference (actual minus planned)
82	87	5

<sup>\*\*</sup>Results are from the Elections Canada Survey of Electors following the October 2016 by-election. This indicator was amended; it previously measured the proportion of Canadian electors who believe that Elections Canada administers elections in a non-partisan manner.

### Program 1.3: Electoral Engagement

This program promotes and sustains the Canadian electoral process. It provides Canadians with electoral education and information activities so that they can make informed decisions about their engagement in the electoral process. It also aims to improve the electoral framework by consulting and sharing electoral practices with stakeholders.

#### **Results Narrative**

### **Retrospective Report**

Elections Canada published a Retrospective Report on the 42nd General Election<sup>xv</sup> on September 21, 2016. The report offered an in-depth look at the election from stakeholders' and electors' perspectives, to assess their experiences and draw lessons learned.

### **Engagement on Voting Services**

Elections Canada launched an engagement process regarding voting services in order to inform the agency's plans to streamline those services and introduce technology at the polls.

To this end, the agency held consultations with key stakeholders, including various national Indigenous groups, the Advisory Committee of Political Parties, xvi returning officers and field liaison officers, the Elections Canada Advisory Board, viii the Advisory Committee of Electoral Partners, viii the Advisory Group for Disability Issues, the Standing Committee on Procedure and House Affairs, xx as well as provincial and territorial electoral management bodies across Canada.

#### **Outreach Review**

In 2016–17, Elections Canada undertook a review of voter outreach and stakeholder engagement activities from 2011 to 2015, looking at survey and operational data and conducting interviews with subject matter experts. Based on this review, the agency updated its outreach policy and renewed its strategy to conduct voter outreach and stakeholder engagement both between and during elections.

#### **Corporate Research Plan**

The agency developed a five-year research plan in 2016. The aim of this plan is to provide technical advice to Parliament to support legislative reforms and to support Elections Canada's own modernization agenda. Research has been conducted on electoral systems, online voting and pre-registration, and the plan is being updated regularly to reflect evolving priorities.

### **Civic Education for Students**

From September 15 to 22, 2016, the agency hosted the sixth annual Canada's Democracy Week, xxi on the theme of "Teaching democracy: Let's talk teacher needs." During this event, the Chief Electoral Officer gave a presentation to 150 future teachers at the University of Ottawa's Faculty of Education; this presentation was also available across Canada through Facebook Live.

Elections Canada also reviewed the current materials and prepared a strategy and action plan for the renewal of its civic education program.

#### Results Achieved

		<b>5</b>	Actual Results			
Expected Results	Performance Indicators*	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)	
Canadians have the information they need to engage in the electoral process**	Canadian electors' recall rate of the Elections Canada advertising campaign***	March 2017	67% of electors indicated that they had seen an advertisement from Elections Canada about how, when and where to vote in the by-election.  Among those who noticed advertising, the primary sources were newspapers (37%), radio (32%) and TV (22%). Moreover, 25% stated that they recalled getting information about the by-election from their voter information card.	No by-elections were held in 2015–16. Results from the 2015 general election xxii held that year are not comparable.	No general elections were held in 2014–15. Results from the 6 by-elections xxiii held that year are not comparable.	
	Percentage of Canadian electors using voting options other than polling day voting	March 2017	20% of electors who voted in the October 2016 by-election used options other than election day voting: 17% voted at the advance polls and 3% voted at an Elections Canada office or by mail.			
	Percentage of Canadian electors who report that they knew when, where and ways to register and vote***	March 2017	93% of eligible voters said they felt informed in terms of how, when and where to vote: 75% felt very informed; 18% felt somewhat informed.			

			1	Actual Results	
Expected Results	Performance Indicators*	Date to Achieve Target	2016–17 (1 by-election)	2015–16 (42nd general election)	2014–15 (6 by-elections)
Elections Canada is effective in promoting its civic education program and mobilizing stakeholders to carry out voter	Number of orders for Elections Canada's civic education materials	March 2017	2,937 civic education products were distributed throughout the year. This is a 72% decrease from the previous year, when there was high demand, due to it being an election year.		
education	Number of stakeholders involved in Elections Canada's education activities	March 2017	Elections Canada engaged with 1,765 Canadian educators as part of the civic education needs assessment. Moreover, 18 stakeholder organizations were involved in Elections Canada's civic education events and activities.		
Electoral agencies and international organizations benefit from assistance and co-operation in electoral matters	Number of official requests for international assistance to which Elections Canada responds	March 2017	Elections Canada did not receive any formal requests for international electoral assistance.		
Parliamentarians have timely access to evidence-based information on existing and	Proportion of recommendatio ns endorsed by the Standing Committee on Procedure and	2018	At the end of the fiscal year, the Committee had tabled two interim reports in which it endorsed 57 recommendations.		
emerging electoral issues	House Affairs		At the time of this report, the study of the CEO's 132 recommendations by the Standing Committee on Procedure and House Affairs had not been completed.		

<sup>\*</sup>Targets for these performance indicators are under development.

<sup>\*\*</sup>Elections Canada established a new baseline evaluation of its public information campaign during the 42nd general election and therefore not all measures have comparable data from previous elections.

<sup>\*\*\*</sup>Results are from the Elections Canada Survey of Electors following the October 2016 by-election.

### **Budgetary Financial Resources (dollars)**

2016–17 Main Estimates	2016–17 Planned Spending	2016–17 Total Authorities Available for Use	2016–17 Actual Spending (authorities used)	2016–17 Difference (actual minus planned)
9,059,837	9,059,837	9,103,120	8,835,883	(223,954)

### Human Resources (full-time equivalents)

2016–17 Planned	2016–17 Actual	2016–17 Difference (actual minus planned)
67	71	4

### Internal Services

Internal Services are those groups of related activities and resources that the federal government considers to be services in support of programs and/or required to meet corporate obligations of an organization. Internal Services refers to the activities and resources of the 10 distinct service categories that support Program delivery in the organization, regardless of the Internal Services delivery model in a department. The 10 service categories are: Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

#### **Results Narrative**

### **Long-term Planning**

Over the 2016–17 fiscal year, Elections Canada completed a number of key planning initiatives, including the development of a new master budget to guide investments towards transformation initiatives for the next general election. The agency also developed a new corporate procurement plan and realigned its governance structure to support decision making and facilitate the delivery of ongoing projects and commitments in preparation for the next general election.

While the publication of a formal strategic plan will await the appointment of a new Chief Electoral Officer, Elections Canada established a new multi-year Transformation Agenda to articulate the agency's vision for the 43rd general election. The plan is based on three key pillars:

Electoral Services Modernization and Electoral Reform, <sup>xxiv</sup> which were discussed in previous sections above, and Asset Renewal, which is led by Internal Services.

Under the Asset Renewal pillar, Elections Canada initiated projects to renew several key assets that provide the foundation for successful electoral events, such as its telephone and network systems, its data centres, and a new system used to pay election workers.

With the Government's elevated focus on cyber security, Elections Canada continued to improve its posture by establishing a cyber-security task force and engaging other federal security agencies on security standards and best practices. As a result, the agency began implementing several key improvements to mission-critical online system areas, data centres, and access and credential management. Significant improvements to the enterprise network infrastructure were also made, resulting in improved internal capacity, mobility and security.

Furthermore, Elections Canada conducted strategic reviews of business processes and software applications currently in use, with a view to streamlining and amalgamation.

These major, multi-year investments are part of the agency's investment plan, which will be finalized in 2017–18 and reviewed annually.

### **Organizational Capacity and Learning**

In 2016–17, Elections Canada conducted an organizational realignment to support its Transformation Agenda. A comprehensive internal capacity review was also completed to identify gaps and mitigation strategies in terms of the agency's ability to deliver all key initiatives planned for the 43rd general election.

As part of Elections Canada's ongoing commitment to employee training and development, and in order to support long-term succession planning, the agency launched a program aimed specifically at employees aspiring to executive roles. By the end of 2016–17, the first cohort had completed all 30 weekly sessions and a second one was under way.

### Transition to a New Pay System

In 2016–17, Elections Canada transitioned to Phoenix, the new government pay system that was deployed across all federal departments and agencies. Though compensation advisors continue to work through difficulties in terms of pay timeliness, amounts paid and other administrative inaccuracies, the agency was able to ensure that no employee went without a regular pay.

#### **Field Finance**

During the reporting period, Elections Canada initiated a plan to improve financial management of local offices and the payment of election workers at the next general election. A new pay

system will phase in essential enhancements to support workforce and financial management. This project, part of the agency's Asset Renewal pillar, is on track and will be ready for the next general election.

**Budgetary Financial Resources (dollars)** 

2016–17 Main Estimates	2016–17 Planned Spending	2016–17 Total Authorities Available for Use	2016–17 Actual Spending (authorities used)	2016–17 Difference (actual minus planned)
32,075,233	32,075,233	34,495,323	33,745,539	1,670,306

Human Resources (full-time equivalents)

2016–17 Planned	2016–17 Actual	2016–17 Difference (actual minus planned)
122	143	21

The difference of 21 full-time equivalents is mainly due to investing in asset renewal, establishing compensation services and replacing information technology consultants with term employees.

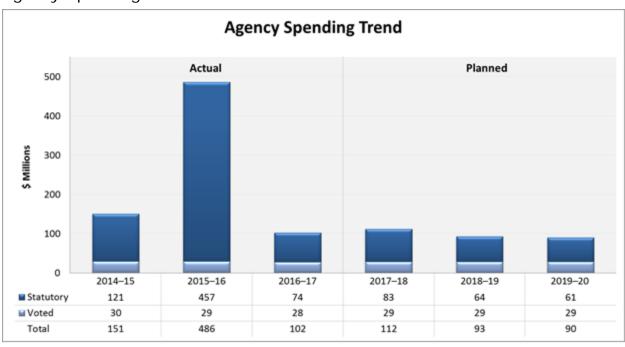
### Analysis of Trends in Spending and Human Resources

### **Actual Expenditures**

Elections Canada's unique dual-funding mechanism and planning practices are a function of its mandate. The agency is funded in part by an annual appropriation that covers the salaries of its indeterminate positions and is not affected by the electoral cycle. The agency also has a statutory authority that allows it to draw directly from the Consolidated Revenue Fund for all other expenses. The statutory authority reflects Elections Canada's independence from the Government. It also ensures that Elections Canada has access to the funds required for elections that may occur at any time.

Under Canada's parliamentary system, general elections are scheduled to take place on fixed dates but can still be called in advance, particularly during a minority government. By-elections, which take place whenever seats in the House of Commons become vacant, are also unpredictable. For these reasons, Elections Canada does not normally forecast election readiness and delivery activities.

### Agency Spending Trend



Totals may not add up due to rounding.

Budgetary Performance Summary for Programs and Internal Services (dollars)

Programs and Internal Services	2016–17 Main Estimates	2016–17 Planned Spending	2017–18 Planned Spending	2018–19 Planned Spending	2016–17 Total Authorities Available for Use	2016–17 Actual Spending (authorities used)	2015–16 Actual Spending (authorities used)	2014–15 Actual Spending (authorities used)
Electoral Operations	45,743,386	45,743,386	53,556,884	39,431,253	48,145,526	47,152,229	331,586,802	90,292,796
Regulation of Electoral Activities	11,656,805	11,656,805	11,219,651	9,248,769	13,113,810	12,698,073	116,777,324	18,101,587
Electoral Engagement	9,059,837	9,059,837	9,279,980	8,941,792	9,103,120	8,835,883	8,244,303	8,261,985
Subtotal	66,460,028	66,460,028	74,056,515	57,621,814	70,362,456	68,686,185	456,608,429	116,656,368
Internal Services	32,075,233	32,075,233	38,151,475	35,448,730	34,495,323	33,745,539	29,797,925	34,110,007
Total	98,535,261	98,535,261	112,207,990	93,070,544	104,857,779	102,431,724	486,406,354	150,766,375

The agency's spending pattern is a result of the election cycle and is typical for the agency. In the years following an election (e.g. 2016–17), expenditures drop sharply, returning to their usual level as election activities wind down. The peak of expenditures for the conduct of the 42nd general election was in 2015–16. There were higher expenditures in 2014–15 than in other non-election years because of activities required to achieve operational readiness. In 2016–17, Elections Canada initiated a process for asset renewal and electoral services modernization; the bulk of the expenditures will be incurred in 2017–18, and expenditures will then diminish until 2019–20. These variations affect only the statutory portion of the funding.

Due to the election cycle, the annual percentage of Internal Services over total expenditures varies significantly. Over the last four years, it fluctuated between 6% and 33%, with an average of 16%.

### **Actual Human Resources**

Human Resources Summary for Programs and Internal Services (full-time equivalents)

Programs and Internal Services	2014–15 Actual	2015–16 Actual	2016–17 Planned	2016–17 Actual	2017–18 Planned	2018–19 Planned
Electoral Operations	309	444	216	262	257	229
Regulation of Electoral Activities	70	81	82	87	75	71
Electoral Engagement	57	68	67	71	67	67
Subtotal	436	593	365	420	399	367
Internal Services	120	131	122	143	152	148
Total	556	724	487	563	551	515

The fluctuation in full-time equivalents is a result of the election cycle, largely explained by the same reasons stated in the Budgetary Performance Summary.

### **Expenditures by Vote**

For information on Elections Canada's organizational voted and statutory expenditures, consult the Public Accounts of Canada. xxv

### Alignment of Spending with the Whole-of-Government Framework

Alignment of 2016–17 Actual Spending with the Whole-of-Government Framework (dollars)

Program	Spending Area	Government of Canada Activity	2016–17 Actual Spending
Electoral Operations	Government affairs	A transparent, accountable and responsive federal government	47,152,229
Regulation of Electoral Activities	Government affairs	A transparent, accountable and responsive federal government	12,698,073
Electoral Engagement	Government affairs	A transparent, accountable and responsive federal government	8,835,883

### Total Spending by Spending Area (dollars)

Spending Area	Total Planned Spending	Total Actual Spending
Economic affairs	_	-
Social affairs	_	1
International affairs	_	-
Government affairs	66,460,028	68,686,185

### Financial Statements and Financial Statements Highlights

### Financial Statements

The financial highlights presented in this section are drawn from Elections Canada's financial statements. These financial statements have been prepared using Government of Canada accounting policies, which are based on Canadian public sector accounting standards. This method of accounting, known as the accrual basis of accounting, differs from the method used to present the figures in the previous sections; those figures are based on authorities voted by Parliament on a modified cash basis.

The audited financial statements for the Office of the Chief Electoral Officer for the year that ended on March 31, 2017, are available on Elections Canada's website. They include the Statement of Management Responsibility Including Internal Control over Financial Reporting as well as the annex for fiscal year 2016–17.

### Financial Statements Highlights

Condensed Statement of Operations (unaudited) for the year ended March 31, 2017 (dollars)

Financial Information	2016–17 Planned Results	2016–17 Actual	2015–16 Actual	Difference (2016–17 actual minus 2016–17 planned)	Difference (2016–17 actual minus 2015–16 actual)
Total expenses	112,906,000	115,875,000	503,703,000	2,969,000	(387,828,000)
Total revenues	_	_	_	_	_
Net cost of operations before government funding and transfers	112,906,000	115,875,000	503,703,000	2,969,000	(387,828,000)

The decrease of \$387.8 million in total expenses in 2016–17 over 2015–16 mainly results from the 42nd general election held in October 2015, for which a significant proportion of expenses were incurred in 2015–16. Conversely, the additional expenditures of \$3 million over the 2016–17 planned expenditures mainly result from the October 2016 and April 2017 by-elections. Since the frequency and timing of by-elections are unknown, they are not included in the agency's planned results.

Condensed Statement of Financial Position (unaudited) as at March 31, 2017 (dollars)

Financial Information	2016–17	2015–16	Difference (2016–17 minus 2015–16)
Total net liabilities	20,833,000	76,750,000	(55,917,000)
Total net financial assets	20,832,000	82,562,000	(61,730,000)
Agency net debt	(1,000)	5,812,000	(5,813,000)
Total non-financial assets	26,357,000	26,221,000	136,000
Agency net financial position	26,356,000	32,033,000	(5,677,000)

Total net liabilities for 2016–17 are at \$20.8 million, a decrease of \$55.9 million (73%) from 2015–16. This reduction is largely explained by the liabilities established in 2015–16 for reimbursements to political parties and candidates for the 2015 general election. The statutory deadline for submission of election returns by political entities was after the 2015–16 year-end.

The year-over-year decrease in total net financial assets of \$61.7 million is primarily the result of a decrease in accounts receivable and advances and in the amounts due from the Consolidated Revenue Fund, xxviii reflecting changes in accounts payable and accrued liabilities. These changes are mostly due to the reimbursements to political parties and candidates for the 2015 general election.

### Supplementary Information

### Corporate Information

Organizational Profile

**Appropriate Minister:** The Honourable Karina Gould, PC, MP, Minister of Democratic Institutions

Institutional Head: Stéphane Perrault, Acting Chief Electoral Officer

**Agency:** Office of the Chief Electoral Officer

Year of incorporation / commencement: 1920

► Electoral Boundaries Readjustment Act, R.S.C., 1985, c. E-3<sup>xxx</sup>

► Referendum Act, S.C. 1992, c. 30<sup>xxxi</sup>

#### Other:

### **New Legislation**

An overview of all proposed amendments to electoral legislation<sup>xxxii</sup> affecting Elections Canada's business can be found on the agency's website.

### **Judicial Decisions and Proceedings**

An overview of judicial decisions and proceedings xxxiii that may affect electoral legislation can be found on Elections Canada's website.

### **Opinions, Guidelines and Interpretation Notes**

All opinions, guidelines and interpretation notes xxxiv issued by Elections Canada can be found in a dedicated section of the agency's website.

### Reporting Framework

Elections Canada's Strategic Outcome and Program Alignment Architecture of record for 2016–17 are shown below:

- 1. Strategic Outcome: An Accessible Electoral Framework that Canadians Trust and Use
  - **1.1 Program:** Electoral Operations
    - **1.1.1 Sub-program:** Electoral Preparedness
    - **1.1.2** Sub-program: Electoral Event Delivery
    - **1.1.3** Sub-program: Electoral Boundaries Redistribution
  - **1.2 Program:** Regulation of Electoral Activities
    - **1.2.1 Sub-program:** Administration of Political Financing
    - **1.2.2** Sub-program: Compliance
  - **1.3 Program:** Electoral Engagement
    - **1.3.1 Sub-program:** Civic Education and Outreach
    - **1.3.2** Sub-program: Electoral Development

**Internal Services** 

### Supplementary Information Tables

The following supplementary information tables are available on Elections Canada's website: xxxv

- ▶ Internal Audits and Evaluations xxxvi
- ▶ Response to Parliamentary Committees and External Audits<sup>xxxvii</sup>
- ▶ Policy on Green Procurement<sup>xxxviii</sup>
- ▶ User Fee Reporting<sup>xxxix</sup>

### Federal Tax Expenditures

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance Canada publishes cost estimates and projections for these measures each year in the Report of Federal Tax Expenditures. This report also provides detailed background information on tax expenditures, including descriptions, objectives, historical information and references to related federal spending programs. The tax measures presented in this report are the responsibility of the Minister of Finance.

### Organizational Contact Information

### **General Enquiries**

#### Address

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### **Telephone**

1-800-463-6868 toll-free in Canada and the United States

001-800-514-6868 toll-free in Mexico

613-993-2975 from anywhere in the world

For people who are deaf or hard of hearing: TTY 1-800-361-8935 toll-free in Canada and the United States

#### **Fax**

613-954-8584 1-888-524-1444 toll-free in Canada and the United States

### Website

www.elections.ca

### **Media Information**

### **Telephone**

1-877-877-9515 819-939-1900 TTY 1-800-361-8935

### **Fax**

613-954-8584

### Appendix: Definitions

### appropriation (crédit)

Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

### budgetary expenditures (dépenses budgétaires)

Operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

### Core Responsibility (responsabilité essentielle)

An enduring function or role performed by a department. The intentions of the department with respect to a Core Responsibility are reflected in one or more related Departmental Results that the department seeks to contribute to or influence.

### Departmental Plan (Plan ministériel)

Provides information on the plans and expected performance of appropriated departments over a three-year period. Departmental Plans are tabled in Parliament each spring.

### Departmental Result (résultat ministériel)

A Departmental Result represents the change or changes that the department seeks to influence.

A Departmental Result is often outside departments' immediate control, but it should be influenced by program-level outcomes.

#### Departmental Result Indicator (indicateur de résultat ministériel)

A factor or variable that provides a valid and reliable means to measure or describe progress on a Departmental Result.

#### Departmental Results Framework (cadre ministériel des résultats)

Consists of the department's Core Responsibilities, Departmental Results and Departmental Result Indicators.

#### **Departmental Results Report (Rapport sur les résultats ministériels)**

Provides information on the actual accomplishments against the plans, priorities and expected results set out in the corresponding Departmental Plan.

### **Evaluation (évaluation)**

In the Government of Canada, the systematic and neutral collection and analysis of evidence to judge merit, worth or value. Evaluation informs decision making, improvements, innovation and accountability. Evaluations typically focus on programs, policies and priorities and examine questions related to relevance, effectiveness and efficiency. Depending on user needs, however,

evaluations can also examine other units, themes and issues, including alternatives to existing interventions. Evaluations generally employ social science research methods.

### full-time equivalent (équivalent temps plein)

A measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

### government-wide priorities (priorités pangouvernementales)

For the purpose of the 2017–18 Departmental Plan, government-wide priorities refers to those high-level themes outlining the government's agenda in the 2015 Speech from the Throne, namely: Growth for the Middle Class; Open and Transparent Government; A Clean Environment and a Strong Economy; Diversity is Canada's Strength; and Security and Opportunity.

### horizontal initiatives (initiative horizontale)

An initiative where two or more federal organizations, through an approved funding agreement, work toward achieving clearly defined shared outcomes, and which has been designated (for example, by Cabinet or a central agency) as a horizontal initiative for managing and reporting purposes.

## Management, Resources and Results Structure (Structure de la gestion, des ressources et des résultats)

A comprehensive framework that consists of an organization's inventory of programs, resources, results, performance indicators and governance information. Programs and results are depicted in their hierarchical relationship to each other and to the Strategic Outcome(s) to which they contribute. The Management, Resources and Results Structure is developed from the Program Alignment Architecture.

#### non-budgetary expenditures (dépenses non budgétaires)

Net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

#### performance (rendement)

What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve, and how well lessons learned have been identified.

#### performance indicator (indicateur de rendement)

A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

### performance reporting (production de rapports sur le rendement)

The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

### planned spending (dépenses prévues)

For Departmental Plans and Departmental Results Reports, planned spending refers to those amounts that receive Treasury Board approval by February 1. Therefore, planned spending may include amounts incremental to planned expenditures presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their Departmental Plans and Departmental Results Reports.

### plans (plans)

The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

### priorities (priorité)

Plans or projects that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s).

#### program (programme)

A group of related resource inputs and activities that are managed to meet specific needs and to achieve intended results and that are treated as a budgetary unit.

### **Program Alignment Architecture (architecture d'alignement des programmes)**

A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

### results (résultat)

An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

#### statutory expenditures (dépenses législatives)

Expenditures that Parliament has approved through legislation other than appropriation acts. The legislation sets out the purpose of the expenditures and the terms and conditions under which they may be made.

### Strategic Outcome (résultat stratégique)

A long-term and enduring benefit to Canadians that is linked to the organization's mandate, vision and core functions.

### sunset program (programme temporisé)

A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

### target (cible)

A measurable performance or success level that an organization, program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

### voted expenditures (dépenses votées)

Expenditures that Parliament approves annually through an Appropriation Act. The Vote wording becomes the governing conditions under which these expenditures may be made.

### **Endnotes**

i www.elections.ca/content.aspx?section=res&dir=rep/off/rec\_2016&document=index&lang=e

ii www.parl.ca/LegisInfo/BillDetails.aspx?billId=8618270&Language=E

iii http://pm.gc.ca/eng/minister-democratic-institutions-mandate-letter

iv www.elections.ca/content.aspx?section=res&dir=rec/eval/pes2015/ege&document=index&lang=e

www.elections.ca/content.aspx?section=emp&dir=flo&document=index&lang=e

vi www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2016&document=p5&lang=e#p5\_1

vii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2015&document=p3&lang=e#p3\_2

viii www.elections.ca/content.aspx?section=res&dir=rec/eval/pes2015/ege&document=index&lang=e

ix www.elections.ca/content.aspx?section=res&dir=rep/off/sta\_2017&document=index&lang=e

x www.elections.ca/content.aspx?section=res&dir=rep/off/rec\_2016&document=index&lang=e

xi www.ourcommons.ca/Committees/en/PROC/StudyActivity?studyActivityId=9063524

xii www.ourcommons.ca/DocumentViewer/en/42-1/ERRE/report-3/page-408

xiii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2016&document=p5&lang=e#p5\_1

xiv www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2015&document=p3&lang=e#p3\_2

xv www.elections.ca/content.aspx?section=res&dir=rec/eval/pes2015/ege&document=index&lang=e

xvi www.elections.ca/content.aspx?section=abo&dir=adv/acpp&document=index&lang=e

xvii www.elections.ca/content.aspx?section=abo&dir=adv/ecab&document=index&lang=e

xviii www.elections.ca/content.aspx?section=res&dir=cons/comp/crfr&document=e&lang=e

xix www.elections.ca/content.aspx?section=abo&dir=adv/agdi&document=index&lang=e

xx www.ourcommons.ca/Committees/en/PROC

xxi http://democracy-democratie.ca/content.asp?document=home

xxii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2016&document=p5&lang=e#p5\_1

xxiii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2015&document=p3&lang=e#p3\_2

xxiv The Electoral Reform pillar was scaled down following the government's announcement, in February 2017, to not pursue a change of electoral system.

 $<sup>{}^{</sup>xxv}\ www.tpsgc\text{-pwgsc.gc.ca/recgen/cpc-pac/index-eng.html}$ 

 $<sup>{}^{</sup>xxvi}\ www.canada.ca/en/treasury-board-secretariat/services/reporting-government-spending/whole-government-framework.html$ 

xxvii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=financial&lang=e

xxviii Represents net cash the agency is entitled to without further appropriations in order to discharge its liabilities.

xxix http://laws-lois.justice.gc.ca/eng/acts/E-2.01

xxx http://laws-lois.justice.gc.ca/eng/acts/E-3

xl www.fin.gc.ca/purl/taxexp-eng.asp

http://laws-lois.justice.gc.ca/eng/acts/R-4.7

xxxii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=legislation&lang=e

xxxiii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=judicial&lang=e

xxxiv www.elections.ca/content.aspx?section=res&dir=gui&document=index&lang=e

xxxv www.elections.ca/content.aspx?section=res&dir=rep/dpr&document=index&lang=e

xxxvi www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=audit&lang=e

xxxvii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=response&lang=e

xxxviii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=green&lang=e

xxxxiii www.elections.ca/content.aspx?section=res&dir=rep/dpr/dpr2017&document=green&lang=e