



Office of the
Chief Electoral Officer
of Canada

Report on the 2019 By-elections



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March 30, 2020

The Honourable Anthony Rota, P.C., M.P.
Speaker of the House of Commons
House of Commons
Ottawa, Ontario
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Dear Mr. Speaker:

I am pleased to provide my report on the by-elections held in 2019 in the following electoral districts:

On February 25: Outremont (Quebec), York–Simcoe (Ontario), Burnaby
South (British Columbia)

On May 6: Nanaimo–Ladysmith (British Columbia)

I have prepared the report in accordance with subsection 534(2) of the *Canada Elections Act*, S.C. 2000, c. 9. Under section 536 of the Act, the Speaker shall submit this report to the House of Commons without delay.

The report includes a summary of the official voting results and other information on the by-elections.

For more information, please see the Elections Canada website at elections.ca.

Yours sincerely,

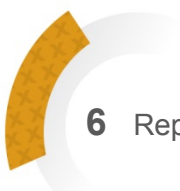
Stéphane Perrault
Chief Electoral Officer



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Foreword

This report discusses the conduct of the four by-elections held in 2019 in the electoral districts of Outremont (Quebec), York–Simcoe (Ontario), Burnaby South (British Columbia) and Nanaimo–Ladysmith (British Columbia).

Under the *Canada Elections Act*, if one or more by-elections are held in a year, the Chief Electoral Officer must, within 90 days after the end of the year, produce a report that sets out “any matter or event that has arisen or occurred in connection with the administration of the Chief Electoral Officer’s office since the last report and that he or she considers should be brought to the attention of the House of Commons.”

These by-elections were the final opportunity to pilot and verify several initiatives before the general election in October 2019. The agency introduced an upgraded registration website, allowing first-time registrants to submit identification documents electronically. This secure service made the registration process easier and more accessible to new electors.

For the 2019 by-elections, the agency used a redesigned ballot, which is more accessible for electors and more efficient to print. There were no reports of issues or confusion from electors about the new ballot design.

In addition, the agency used new information technology hardware and software to simplify administrative and financial procedures for election administrators. It also streamlined election officer training, which resulted in providing more effective services to electors at the polls. Finally, as part of its ongoing efforts to improve the experience of electors, the agency once again piloted a one-stop-service model for voting by special ballot in Elections Canada offices. Turnout for these by-elections ranged from 20 to 41.2 percent, which is in line with historical averages.

The 2019 by-elections took place in a changing legislative environment for the agency. In *Frank v. Canada*, the Supreme Court of Canada ruled that Canadians living abroad could vote regardless of how long they had been living abroad. The ruling applied to all four by-elections. In addition, the passage of Bill C-76 brought several significant changes to the *Canada Elections Act*. However, the core provisions of the bill came into force after the by-elections had taken place.

In closing, I would like to take this opportunity to recognize and thank the election workers, returning officers and field liaison officers who worked to ensure that their fellow Canadians could exercise their democratic right to vote or run for office in these four by-elections.

Stéphane Perrault
Chief Electoral Officer of Canada

1. Launching the By-elections

Legal matters affecting the by-elections

Implementation of Bill C-76

Bill C-76, known as the *Elections Modernization Act*, received Royal Assent on December 13, 2018. Its provisions were not brought into force in time for the by-elections held in Outremont, York–Simcoe or Burnaby South on February 25, 2019. However, a limited number of technical and administrative provisions of Bill C-76 were brought into force before, and applied to, the by-election held in Nanaimo–Ladysmith on May 6, 2019. The vast majority of Bill C-76 provisions came into force on June 13, 2019.

Frank v. Canada

On January 11, 2019, the Supreme Court of Canada ruled that Canadians living abroad could vote regardless of how long they had been living abroad. The ruling, which came into effect on that date, applied to all four 2019 by-elections.

Issue of the writs

By-elections were held in February and May 2019 to fill vacancies in the House of Commons in four electoral districts.

Issue of the writs for the 2019 by-elections			
By-election date	Electoral district	Reason for vacancy	Writ issue date
February 25, 2019 (48-day election period)	Outremont	Resignation of the Hon. Thomas Mulcair (New Democratic Party)	January 9, 2019
	York–Simcoe	Resignation of the Hon. Peter Van Loan (Conservative Party of Canada)	
	Burnaby South	Resignation of Kennedy Stewart (New Democratic Party)	
May 6, 2019 (44-day election period)	Nanaimo–Ladysmith	Resignation of Sheila Malcolmson (New Democratic Party)	March 24, 2019

Opening Elections Canada offices; hiring and training election workers

Shortly after the writs were issued for the 2019 by-elections, the agency opened an Elections Canada office in Outremont, one in York–Simcoe, one with three satellite offices in Burnaby South and one in Nanaimo–Ladysmith.

For the 2019 by-elections, returning officers hired 539, 458, 577 and 747 election workers in the electoral districts of Outremont, York–Simcoe, Burnaby South and Nanaimo–Ladysmith, respectively. Most of the election workers applied through the Elections Canada website. In addition to the website, returning officers used various recruitment options, including job boards on university and college campuses and reaching out to ethnocultural organizations, Indigenous Friendship Centres, seniors' organizations and other groups. Paid targeted advertising was placed on social media and job sites in Nanaimo–Ladysmith to boost recruitment efforts.

See Table 1 in the Appendix for the type and number of election officer positions filled for the 2019 by-elections.

Elections Canada provided a wide range of training materials for staff in the electoral districts, including video presentations, manuals and online resources.

The election officer training program has been refined with each by-election since the 2015 general election. The refined program employs a more hands-on approach, which gives election officers a chance to practise their key job functions before election day. In the 2019 by-elections, the agency streamlined the materials preparation process for delivering hands-on training and made some adjustments to the training scenarios. The lessons learned from this experience contributed to a more efficient and effective training program for election officers for the 2019 general election.

Working with political entities

Candidates and registered political parties

There were 16 political parties that could support candidates for the 2019 by-elections. The complete list is set out in the Appendix. As stipulated in the *Canada Elections Act*, prospective candidates had to file their nomination papers by 2:00 p.m. on the 21st day before election day.

Number of candidates during the 2019 by-elections

Electoral district	Candidates affiliated with a political party	Independent candidate(s)	Total number of candidates
Outremont	6	1	7
York–Simcoe	8	1	9
Burnaby South	4	2	6
Nanaimo–Ladysmith	7	0	7

In the Appendix, Table 2 lists the confirmed candidates and their party affiliation at the close of nominations for each electoral district.

Soon after the close of nominations, returning officers held meetings with the confirmed candidates and their representatives to describe their obligations and responsibilities under the *Canada Elections Act*. The returning officers also shared materials on political financing rules and expenditure limits, including handbooks, tutorials, multimedia kits and customized software for filing returns.

Election expenses limits

Final election expenses limits are based on the number of names on the preliminary lists of electors or on the revised lists of electors, whichever is greater, and are established in accordance with the *Canada Elections Act*. Table 3 in the Appendix shows the election expenses limits for candidates and political parties for each electoral district and the average for each by-election.

The Act also places spending limits on third party election advertising expenses. Four third parties were registered for the by-elections held on February 25, 2019, while one third party was registered for the by-election held on May 6, 2019. The spending limits, pro-rated to the number of days in the election period, were:

- February 25, 2019, by-elections: \$5,561.51 in each electoral district
- May 6, 2019, by-election: \$5,098.05



2. Information Campaign for Electors

Objectives of the campaign

In the run-up to the by-elections, Elections Canada used its *Ready to Vote* information campaign, which was also used in the 2015 general election. The campaign was designed to inform Canadians about where, when and ways to vote, the voter registration process and the accepted pieces of identification. The communications tools used in the 2019 by-elections included a paid media campaign on radio, in newspapers and digital formats, on other types of signage and on the elections.ca website. The agency also used electronic and print information products, direct mail and outreach to specific groups of electors. In addition, the agency used paid and organic social media, including Facebook, YouTube and Instagram, as well as non-traditional advertising channels, such as Tims TV.

These communications efforts were synchronized with the various phases of the by-election calendar: voter registration, mailing of voter information cards (VICs), voting at advance polls and voting on election day.

Social media

During the by-elections, Elections Canada used social media (Facebook, Instagram, Twitter, LinkedIn and YouTube) to share information and digital products about where, when and ways to register and vote. The agency also used its Twitter and Facebook accounts to respond to questions from the public.

Website

As in past elections, the Elections Canada website prominently featured two online services to help electors find the information they needed to be ready to vote. Electors could use the Online Voter Registration Service to register or check whether their information was correct. Electors could also enter their postal code into the Voter Information Service to learn where and when they could vote and about the accessibility of their polling place. The website also provided information about voter eligibility and identification requirements for voting. All told, there were 933,635 visits to the website during the by-election periods: 459,042 during the Outremont, York–Simcoe, and Burnaby South by-elections and 473,593 during the Nanaimo–Ladysmith by-election.

Live election results were published on the website as ballots were counted. On election night, for Outremont, York–Simcoe and Burnaby South, there were 53,686 visits to the website to view the results of the by-elections and 58,206 visits the next day. For Nanaimo–Ladysmith, there were 4,041 visits to the website on election night to view the by-election results and 25,113 visits the next day.

Enquiries from electors

Elections Canada’s Public Enquiries Unit responds to calls and emails from electors on many topics, including registration, polling place location, accessibility, voting procedures and identification requirements. Agents in the Public Enquiries Unit at Elections Canada headquarters responded to 866 enquiries about the by-elections in Outremont, York–Simcoe and Burnaby South, while Elections Canada offices in the electoral districts handled 6,626 enquiries. For Nanaimo–Ladysmith, the Public Enquiries Unit responded to 167 enquiries, while the local office received 1,381 enquiries.

Direct mail

Elections Canada mailed VICs to electors whose names appeared on the preliminary lists of electors in Outremont, York–Simcoe, Burnaby South and Nanaimo–Ladysmith. The VIC tells electors when and where they can vote at advance polls and on election day, describes other voting options, gives them basic information on the accessibility of their polling place and points them to the Elections Canada website for more detailed accessibility information.

Shortly before the advance polls opened, Elections Canada also sent all households in each electoral district a reminder brochure with information about voter eligibility, registration, identification requirements and ways to vote. The brochure also prompted electors to contact Elections Canada if they had not received a VIC.

Number of VICs and reminder brochures sent during the 2019 by-elections

Electoral district	Number of VICs sent	Number of reminder brochures sent
Outremont	70,537	41,606
York–Simcoe	82,602	39,621
Burnaby South	75,262	41,381
Nanaimo–Ladysmith	103,851	54,695

Community relations and outreach

As part of Elections Canada’s outreach efforts to groups that often face greater barriers to voting, returning officers were asked to determine whether a community relations officer should be appointed based on the demographics and needs in their electoral district.¹ In Outremont, York–Simcoe and Burnaby South, nine community relations officers were appointed and, in Nanaimo–Ladysmith, four. Community relations officers set up kiosks,

¹ Community relations officers work with local organizations to assist electors known to face barriers when participating in the electoral process. These include students, seniors, electors with disabilities and Indigenous, homeless and ethnocultural electors. These officers provide information on when, where and ways to register and vote and on the tools and services available to electors.

made presentations, hosted discussion groups, distributed information products, and liaised with electors in these target groups and contacts in organizations or facilities providing services to these groups.

Media Relations

Media Relations handled 36 media requests regarding the Outremont, York–Simcoe and Burnaby South by-elections. There were nine media requests during the Nanaimo–Ladysmith by-election, and spokespeople did 18 proactive interviews with local media outlets. There were 13 news releases issued for the Outremont, York–Simcoe and Burnaby South by-elections and 11 for the Nanaimo–Ladysmith by-election.

A pilot project in the 2018 by-elections that was used in 2019 involved a new handout called *Media at the Polls*. The document clearly explains the rules for members of the media who visit polling places and aimed to shift the task of handling media questions and complaints from election workers to Elections Canada’s Media Relations staff at headquarters.

In the 2019 by-elections, while Media Relations staff did receive requests from journalists who wanted to visit a polling place, the agency has no evidence that those requests resulted from the new handout. The agency has not received feedback from election workers, returning officers or field liaison officers about the handout.

As a result, Media Relations, in collaboration with the agency’s Operations and Field Governance branch, have decided to discontinue the *Media at the Polls* handout going forward. The procedures for media at the polls have instead been updated in the field staff training manuals.



3. Voter Registration Services

National Register of Electors

Elections Canada maintains the National Register of Electors, a database of Canadians who are 18 years or older. The Register is regularly updated between and during elections, using administrative data received through agreements with federal, provincial and territorial agencies. Specifically, agreements are held with the Canada Revenue Agency; Immigration, Refugees and Citizenship Canada; most provincial and territorial agencies responsible for driver's licensing and vital statistics; and provincial and territorial electoral management bodies.

When an election is called, the agency uses data from the Register to produce the preliminary lists of electors, which are provided to registered and eligible political parties and to returning officers. Returning officers then provide the lists to the local confirmed candidates, as required by the *Canada Elections Act*. The preliminary lists are also used to produce the VICs, as a basis for the revised lists of electors (with elector information added during the revision period) and the official lists of electors (the lists used on election day).

Coverage, currency and accuracy of the Register

The quality of the information held in the Register is key to ensuring that all electors receive a VIC at their current address. It is also important to political parties and candidates wanting to engage with electors. Quality is a function of three factors: coverage, currency and accuracy.

Coverage is the proportion of eligible electors who are registered to vote. Historically, national coverage has varied between 91% and 94%. In the 2019 by-elections, the coverage of the preliminary lists was 99% in Outremont, 96.1% in York–Simcoe, 93.3% in Burnaby South and 95.8% in Nanaimo–Ladysmith.

Currency is the proportion of eligible electors who are registered at their current address. Historically, the national currency has varied between 81% and 86%. In the by-elections of 2019, the currency of the preliminary lists was 93.1% in Outremont, 91.2% in York–Simcoe, 76.2% in Burnaby South and 85% in Nanaimo–Ladysmith.

Accuracy is the proportion of registered electors who are listed at their current address. These electors are correctly registered and can vote without taking extra steps. Accuracy is calculated by dividing the currency estimates by the coverage estimates. Historically, national accuracy has varied between 88% and 92%. In the 2019 by-elections, the accuracy of the preliminary lists was 94% in Outremont, 94.9% in York–Simcoe, 81.7% in Burnaby South and 88.7% in Nanaimo–Ladysmith.

Many factors may affect the quality of the lists, including demographic changes and the timely availability of data. The occurrence of these factors may vary by region. However, revision activities carried out by returning officers and through online registration in the weeks before election day aim to improve the quality of the lists.

Revision period

The revision period began on Day 42 (January 14, 2019) for the Outremont, York–Simcoe and Burnaby South by-elections and on Day 40 (March 27, 2019) for the Nanaimo–Ladysmith by-election. The revision period for all the by-elections ended at 6:00 p.m. on the sixth day before election day.

During the revision period, Elections Canada offices in each electoral district offered registration services in person and over the phone. Service agents were also sent out to update address information for electors living on First Nations reserves, in long-term care facilities, student residences, and high-mobility and new residential neighbourhoods. Throughout the 2019 by-elections, electors could also go online to check whether they were registered, update their address or complete their registration.

Table 4 in the Appendix provides details on the number of electors on the preliminary lists of electors and the changes made to the lists during the revision period for the four electoral districts involved in the 2019 by-elections.



4. Voting Services

Electors can cast their ballot at their assigned advance polling station during one of the four designated days, at their assigned polling station on election day, by special ballot at an Elections Canada office or by mail. Other voting methods are also available for residents of long-term care facilities and seniors' residences, members of the Canadian Armed Forces and incarcerated electors.

Polling places

For the by-elections in Outremont, York–Simcoe and Burnaby South, the returning officers established 37 polling stations at 17 polling places for the advance polls and 447 polling stations at 78 polling places on election day. A total of 12 mobile polling stations visited 40 establishments.

For the 2019 by-election in Nanaimo–Ladysmith, the returning officer established 17 polling stations at nine polling places for the advance polls and 229 polling stations at 29 polling places on election day. A total of six mobile polling stations visited 20 establishments.

Table 5 in the Appendix breaks down the number of polling stations and polling places for each electoral district.

Elections Canada also expanded its *Polling Place Suitability Checklist*, used for evaluating the accessibility of potential polling places. In consultation with its Advisory Group for Disability Issues, the agency increased the 35 accessibility criteria to 37. Fifteen of these criteria are mandatory; the new criteria involved specifications for the pathway from a parking lot to a building's entrance and for the distance from public transit stops. The accessibility of each polling location was printed on the VIC, with more detailed information available on the Elections Canada website.

Across the four electoral districts in the 2019 by-elections, 165 of the 170 polling places met the 15 mandatory accessibility criteria.

Voting

Voting at assigned advance and election day polling places

In Outremont, York–Simcoe and Burnaby South, the majority of voters (more than 73%) chose to cast their ballot at their polling station on election day. Approximately 25% voted at the advance polls. These turnout numbers help confirm a continuing upward trend of electors choosing to vote in advance of election day.

In Nanaimo–Ladysmith, the majority of voters (more than 73%) also chose to cast their ballot at their polling place on election day. A further 24% voted at the advance polls.

Pilot project: Voting process optimization

An optimized, paper-based voting process was used in the Outremont, York–Simcoe, Burnaby South and Nanaimo–Ladysmith by-elections to provide faster and smoother service to voters.

The objectives of this voting process were to:

- improve and simplify the voting experience
- align advance and election day polling procedures as much as possible
- simplify polling procedures, while reducing both the number of exceptions and the number of administrative products at the polls

The process also aimed to improve working conditions and training for election officers, compliance with the legislation and the integrity of the electoral process.

Voting by mail or at an Elections Canada office

Under the Special Voting Rules (SVR) provisions of the *Canada Elections Act*, electors can vote by mail or at any Elections Canada office. Canadians temporarily outside their electoral district or living abroad can apply online for a special ballot voting kit to be mailed to them.

For every by-election, Elections Canada communicates with its partners in the Canadian Armed Forces, at Correctional Service Canada and at Global Affairs Canada to disseminate information and registration materials to those electors whose address of ordinary residence is in the electoral district.

In the 2019 by-elections in Outremont, York–Simcoe and Burnaby South, 844 electors voted by special ballot. This represents 1.5% of the electors who voted, compared to 3.3% in the 2015 general election. In the 2019 by-elections in Nanaimo–Ladysmith, 1,007 electors voted by special ballot. This represents 2.4% of the electors who voted, compared to 4.0% in the 2015 general election.

In the Appendix, Table 6 breaks down the vote by category for each electoral district. Table 7 breaks down special ballot voting.

Voter turnout

For the 2019 by-elections, 95,978 registered electors voted in Outremont, York–Simcoe, Burnaby South and Nanaimo–Ladysmith.

In the Appendix, Table 8 shows turnout by electoral district and compares turnout rates with those for the 2015 general election. Historically, voter turnout in by-elections is lower than in general elections.

Pilot project: Ballot modernization

Elections Canada piloted the production and use of a new ballot design for the 2018 and 2019 by-elections. The new design had been developed in consultation with the political parties and stakeholder groups, such as the disability community, and focus-tested with a cross-section of Canadians.

The new, larger ballot features larger font sizes and, to increase legibility, displays the candidates' surnames in upper-case letters. The agency also improved the processes for ballot printing, which reduced the labour required during assembly and improved quality control.

As there were no issues reported with the new ballot, the Chief Electoral Officer approved its use for the 2019 general election.

Projects enabled by IT Services

Elections Canada deployed new field telephony systems and introduced an online case management system to enhance services to field staff and candidates. Both systems had been designed for the 43rd general election and were carried out during the 2019 by-elections. These deployments were an opportunity for field staff to test these systems and to refine processes and training manuals before the general election.

Also in preparation for the general election, Elections Canada took the opportunity to continue refining governance, processes and technologies related to the security posture of the new web-hosting facility set up in late 2018.

Adaptation

Under the *Canada Elections Act*, the Chief Electoral Officer may, for the sole purpose of enabling electors to exercise their right to vote or enabling the counting of votes, adapt the Act under subsection 17(1) to address an emergency, unusual or unforeseen circumstance, or error. Adaptations apply only during an election period or within 30 days of election day.

During the 2019 by-elections, there were no adaptations.

5. Concluding the By-elections

Election results

In the 2019 by-elections, the candidates elected in the electoral districts were as follows:

- February 25, 2019, by-elections:
 - Outremont: Rachel Bendayan, Liberal Party of Canada
 - York–Simcoe: Scot Davidson, Conservative Party of Canada
 - Burnaby South: Jagmeet Singh, New Democratic Party
- May 6, 2019, by-election:
 - Nanaimo–Ladysmith: Paul Manly, Green Party of Canada

Validation of results and return of writs

Returning officers in each electoral district validate the results of a by-election as soon as possible after election day. Once validation is completed, returning officers issue a certificate showing the number of votes cast for each candidate.

A returning officer must hold the writ for six days after the validation of the results to allow time for candidates and electors to request a judicial recount. If there is no recount, the returning officer declares the candidate who received the most votes elected and returns the writ to the Chief Electoral Officer.

There were no judicial recounts initiated in any of the 2019 by-elections.

In the Appendix, Table 9 lists the number of valid votes obtained by each candidate in each electoral district.

The official voting results were published on the Elections Canada website at elections.ca.

Complaints

During and after general elections or by-elections, Elections Canada receives, reviews and responds to complaints from electors. Complaints may relate to a wide range of issues, such as long lines, campaign financing irregularities and accessibility problems at polling places.² Electors can register complaints by telephone, mail or email or by using a special form that is available on the Elections Canada website at elections.ca. They can also lodge a complaint at an Elections Canada office or at their polling place.

² The agency defines a *complaint* as an expression of dissatisfaction with the products or services provided by Elections Canada, the way in which services were provided by Elections Canada or the inappropriate conduct of a person or group during the electoral process.

Elections Canada received 205 complaints related to the 2019 by-elections:

- 32 complaints related to the agency's central services, such as the VIC, lists of electors and voting by special ballot
- 32 complaints related to polling place accessibility, 15 of which were about parking, seven about signage, four about the location of the voting room, three about exterior pathways and three about hallways, doors and door thresholds
- 70 complaints related to services at the polls
- 38 complaints related to activities of political parties, such as campaigning and spending
- 33 complaints related to services to electors

The volume and types of complaints for the 2019 by-elections were consistent with those for previous by-elections.

Elections Canada follows up on all complaints received. Complaints are analyzed and used to improve the agency's services. Complaints that may impact an elector's right to vote are given the highest priority. Those that are related to a potential offence under the *Canada Elections Act* are referred to the Commissioner of Canada Elections for possible investigation. For the 2019 by-elections, 27 complaints were referred to the Commissioner. Table 10 in the Appendix shows a summary of complaints for the 2019 by-elections.

Reporting obligations after polling day

Candidates and third parties had to file their campaign return with Elections Canada four months after election day:

- For the February 25 by-elections: by June 25, 2019
- For the May 6 by-election: by September 6, 2019

Candidates who were elected or who had received at least 10% of the valid votes cast in their electoral district were eligible to receive a partial reimbursement of their electoral campaign expenses. Initial instalments were paid to these eligible candidates in the amount of \$198,855.32 for the February 25 by-elections and \$85,731.60 for the May 6 by-election.

At the time of writing, Elections Canada was completing the audit of by-election campaign returns.

Cost of the by-elections

As of February 28, 2020, the total estimated cost of the four by-elections was \$3,924,000, including \$669,000 projected to be paid to candidates for the partial reimbursement of their election expenses and subsidies to the candidates' auditors. The cost per registered elector is estimated at \$11.87, which is 2.6% lower than the historical average³ of \$12.18.

The following table breaks down the estimated cost of the by-elections.

Estimated cost of the 2019 by-elections			
Activity	Estimated costs (in thousands of dollars)		
	February 25 by-elections*	May 6 by-election**	Total
Conducting the by-election Includes expenses for the fees and allowances of returning officers and election workers, printing ballots and lists of electors, leasing local offices and polling places, shipping election materials, running communications campaigns, hiring temporary staff and deploying IT infrastructure and telecommunications	2,378	877	3,255
Reimbursing election expenses to candidates and subsidies to candidates' auditors	409	260	669
Total estimated costs	2,787	1,137	3,924

*In Outremont, York–Simcoe, Burnaby South.

**In Nanaimo–Ladysmith.

Election officer compliance with procedures

The *Canada Elections Act* requires Elections Canada to arrange for an independent audit of the performance of election officers at each general election and by-election.

In 2015, following a competitive procurement process, the Chief Electoral Officer commissioned PricewaterhouseCoopers LLP (PwC) to conduct these audits, beginning with the 42nd general election. PwC was tasked with reporting on whether certain election officers (deputy returning officers, poll clerks and registration officers) had performed the duties and

³ The historical average is based on actual expenditures of the last 20 by-elections from June 2014 to December 2018.

functions imposed on them under specific sections of the Act and with determining the degree to which the established administrative controls, including manuals and training materials, had supported these election officers in the performance of their duties.

In 2019, PwC conducted independent audits of the Outremont, York–Simcoe, Burnaby South and Nanaimo–Ladysmith by-elections. Collectively, 342 electoral interactions were audited from a sample of polling sites across these electoral districts.

PwC’s findings concluded that, in all the by-elections on all days of advance polling and on election day, election officers properly exercised the powers conferred on them and properly performed their duties and functions under specific sections of the Act. This applied to the vast majority of electors who arrived at the polls already registered and with documentary proof of identity and address as well as to the minority of electors who required special procedures to vote, such as registering at the polls or correcting their electoral information. While some inconsistencies were noted in the completion of the procedures for both groups of electors, PwC determined that these errors were not pervasive.

PwC also examined Elections Canada’s training program for election officers. PwC concluded that, overall, Elections Canada’s training program is comprehensive and effective in providing prescriptive guidance and support to the temporary workforce hired for the by-elections.

These audit findings are in line with those reported in the *Retrospective Report on the 42nd General Election of October 19, 2015*.

Survey of Electors

Further information and feedback on the 2019 by-elections can be found in the survey of electors commissioned following each election. The findings are available on the Elections Canada website at elections.ca.



Appendix

Registered political parties during the 2019 by-elections

- Alliance of the North
- Animal Protection Party of Canada
- Bloc Québécois
- Christian Heritage Party of Canada
- Communist Party of Canada
- Conservative Party of Canada
- Green Party of Canada
- Liberal Party of Canada
- Libertarian Party of Canada
- Marijuana Party
- Marxist-Leninist Party of Canada
- National Citizens Alliance of Canada
- New Democratic Party
- People's Party of Canada
- Progressive Canadian Party
- Rhinoceros Party

Table 1 – Type and number of positions filled* for the 2019 by-elections

Position	Outremont	York–Simcoe	Burnaby South	Nanaimo–Ladysmith
Poll Workers				
Central poll supervisor	27	36	37	39
Deputy returning officer	186	142	201	264
Information officer	43	49	58	73
Poll clerk	187	137	195	255
Registration officer	37	27	53	58
Special messenger	21	3	0	0
Subtotal	501	394	544	689
Other Election Workers				
Additional assistant returning officer	0	0	0	0
Assistant automation coordinator	0	1	1	1
Assistant recruitment officer	2	0	1	1
Assistant returning officer	1	1	1	1
Automation coordinator	1	1	1	1
Community relations officer	5	2	2	4
Financial officer	1	1	2	1
Inventory clerk/ Electoral material coordinator	2	3	1	1
Office clerk	8	35	10	24
Office coordinator	3	1	1	2
Office messenger	2	0	0	3

Table 1 – Type and number of positions filled* for the 2019 by-elections

Position	Outremont	York–Simcoe	Burnaby South	Nanaimo–Ladysmith
Receptionist	3	8	3	0
Recruitment officer	1	8	2	1
Returning officer	1	1	1	1
Service agent	11	24	8	17
Revision centre clerk	3	0	0	9
Service point supervisor	2	4	2	1
Support staff for office of additional assistant returning officer	0	0	0	0
Training officer	1	2	3	1
Witness – validation of results	0	0	2	0
Special Voting Rules Expansion – Special ballot coordinator	0	0	0	0
Safety officer	0	0	0	0
Hospital liaison officer	0	0	0	1
Subtotal	38	64	33	58
Total	539	458	577	747

*Includes individuals on standby. Excludes trainees not retained.

Table 2 – Confirmed candidates, by electoral district

Electoral district	Number	Name	Party affiliation
February 25, 2019, by-elections			
Outremont	7	Barrett, William	Independent
		Bendayan, Rachel	Liberal Party of Canada
		Duchesne, Michel	Bloc Québécois
		Green, Daniel	Green Party of Canada
		Louras, Jasmine	Conservative Party of Canada
		Sánchez, Julia	New Democratic Party
		Seale, James	People's Party of Canada
York–Simcoe	9	Baxter, Dorian	Progressive Canadian Party
		Davidson, Scot	Conservative Party of Canada
		Geurts, Robert	People's Party of Canada
		Komar, Keith Dean	Libertarian Party of Canada
		Lund, Mathew	Green Party of Canada
		McLean, Jessa	New Democratic Party
		Suhr, Adam	National Citizens Alliance of Canada
		Tanaka, Shaun	Liberal Party of Canada
		Turmel, John The Engineer	Independent
Burnaby South	6	Grimwood, Terry	Independent
		Lee, Richard T.	Liberal Party of Canada
		Shin, Jay	Conservative Party of Canada
		Singh, Jagmeet	New Democratic Party
		Thompson, Laura-Lynn	People's Party of Canada
		Wu, Valentine	Independent
May 6, 2019, by-election			
Nanaimo–Ladysmith	7	Chamberlin, Bob	New Democratic Party
		Clarke, Jennifer	People's Party of Canada
		Corfield, Michelle	Liberal Party of Canada
		Hirst, John	Conservative Party of Canada
		Letkemann, Jakob	National Citizens Alliance of Canada
		Manly, Paul	Green Party of Canada
		Marlatt, Brian	Progressive Canadian Party

Table 3 – Expenses limits for the 2019 by-elections

Candidate expenses limits for February 25, 2019, by-elections		Average: \$133,723.37
Electoral district	Expenses limits for candidates	
Outremont	\$129,303.45	
York–Simcoe	\$139,489.18	
Burnaby South	\$132,377.49	
Registered political party expenses limits for February 25, 2019, by-elections		
Registered political party	Expenses limits for party	
Bloc Québécois	\$96,168.89	
Conservative Party of Canada	\$312,761.78	
Green Party of Canada	\$209,109.65	
Liberal Party of Canada	\$312,761.78	
Libertarian Party of Canada	\$113,225.55	
National Citizens Alliance of Canada	\$113,225.55	
New Democratic Party	\$312,761.78	
People’s Party of Canada	\$312,761.78	
Progressive Canadian Party	\$113,225.55	
Candidate expense limit for May 6, 2019, by-election		Average: \$142,885.98
Electoral district	Expense limit for candidates	
Nanaimo–Ladysmith	\$142,885.98	
Registered political party expenses limits for May 6, 2019, by-election		
Registered political party	Expenses limits for party	
Conservative Party of Canada	\$124,010.52	
Green Party of Canada	\$124,010.52	
Liberal Party of Canada	\$124,010.52	
National Citizens Alliance of Canada	\$124,010.52	
New Democratic Party	\$124,010.52	
People’s Party of Canada	\$124,010.52	
Progressive Canadian Party	\$124,010.52	

Table 4 – Voter registration statistics for the 2019 by-elections, by electoral district

Electoral district	Electors on preliminary lists (incl. Special Voting Rules (SVR))	Electors added ¹	Inter-ED address changes ²	Moves within ED ³	Other corrections ⁴	Electors removed ⁵	SVR Group 1 updates ⁶	Electors on final lists ⁷
February 25, 2019, by-elections								
Outremont	70,579	535	340	690	208	842	435	70,647
York–Simcoe	82,604	458	290	290	400	246	7	83,357
Burnaby South	75,270	705	313	313	330	93	14	76,617
May 6, 2019, by-election								
Nanaimo–Ladysmith	99,241	779	412	737	728	365	7	100,074

¹ Electors who did not appear on any lists of electors at the beginning of the by-election and were added during the by-election.

² ED = electoral district. Electors who appeared on the lists of electors of one ED at the beginning of the by-election but changed their address during the by-election because of a move to another ED.

³ Electors who appeared on the lists of electors of one ED at the beginning of the by-election and changed their address during the by-election because of a move to another polling division. These figures also include administrative changes that the returning officer made to elector records during the by-election.

⁴ Electors who appeared on a list of electors and requested a correction to an error in their name or mailing address during the by-election.

⁵ Electors who appeared on a list of electors but were removed for one of the following reasons: the elector was deceased, the elector requested to be removed, the elector was no longer resident at that address or was not qualified to be on the list (for example, less than 18 years old or a non-citizen). Figures also reflect elector records removed as a result of a move to another ED during the by-election and duplicate records removed during the by-election, including during the preparation of the final lists of electors.

⁶ SVR = Special Voting Rules. This row indicates a change in the number of Group 1 electors registered under the SVR (Canadian electors temporarily residing outside Canada, Canadian Forces electors and incarcerated electors) during the by-election.

⁷ The total number of electors on the final lists is the sum of electors on the preliminary lists of electors, electors added, electors with inter-ED address changes and SVR Group 1 updates, minus removed records.

Table 5 – Polling stations and polling places, by category, for the 2019 by-elections

Electoral district	Election day polling stations	Election day polling places	Advance polling stations	Advance polling places	Mobile polling stations
February 25, 2019, by-elections					
Outremont	152	19	12	6	4
York–Simcoe	116	26	13	6	5
Burnaby South	179	33	12	5	3
May 6, 2019, by-election					
Nanaimo–Ladysmith	229	29	17	9	6

Table 6 – Ballots cast for the 2019 by-elections

Electoral district	Ballots at election day polls	Ballots at advance polls	Voting by special ballot (SVR)	Total valid ballots	Total rejected ballots	Total ballots cast
February 25, 2019, by-elections						
Outremont	10,925	3,831	297	15,053	135	15,188
York–Simcoe	11,974	4,277	313	16,564	95	16,659
Burnaby South	17,087	5,435	224	22,746	190	22,936
May 6, 2019, by-election						
Nanaimo–Ladysmith	30,140	9,919	1,006	41,065	130	41,195

Table 7 – Special Voting Rules ballots cast for the 2019 by-elections

	Electoral district	Ballots issued	Valid ballots	Rejected ballots	Ballots cast	Ballots returned ³
	February 25, 2019, by-elections					
Group 1 (Canadian Forces, international, incarcerated)	Outremont, York–Simcoe, Burnaby South	333	49	1	50	15.02%
	May 6, 2019, by-election					
	Nanaimo–Ladysmith	175	22	0	22	12.57%
Subtotals		508	71	1	72	14.17%
	February 25, 2019, by-elections					
Group 2 (local¹ and national²)	Outremont, York–Simcoe, Burnaby South	868	785	9	794	91.47%
	May 6, 2019, by-election					
	Nanaimo–Ladysmith	1,020	984	1	985	96.57%
Subtotals		1,888	1,769	10	1,779	94.23%
Totals		2,396	1,840	11	1,851	77.25%

¹ Electors whose applications were processed and whose ballots were counted at Elections Canada offices. This includes electors who registered to vote in acute care facilities.

² Electors whose applications were processed and whose ballots were counted by Elections Canada in Ottawa.

³ Total ballots cast divided by ballots issued.

Table 8 – Ballots cast in the 2015 general election and 2019 by-elections

Electoral district	Election			
	2015 general election		2019 by-elections	
	Ballots cast	Turnout	Ballots cast	Turnout
February 25, 2019, by-elections				
Outremont	44,045	61.9%	15,188	21.5%
York–Simcoe	48,111	63.3%	16,659	20.0%
Burnaby South	46,162	60.8%	22,936	29.9%
May 6, 2019, by-election				
Nanaimo–Ladysmith	71,399	75.0%	41,195	41.2%

Table 9 – Valid votes obtained, by candidate

Electoral district	Candidate and affiliation	Place of residence	Occupation	Valid votes obtained	Percentage of valid votes
February 25, 2019, by-elections					
Outremont	Rachel Bendayan (Liberal Party of Canada)	Outremont, Quebec	Lawyer	6,086	40.4
	Julia Sánchez (New Democratic Party)	Montreal, Quebec	Economist	4,142	27.5
	Daniel Green (Green Party of Canada)	Hampstead, Quebec	Environmentalist	1,946	12.9
	Michel Duchesne (Bloc Québécois)	Montreal, Quebec	Writer	1,674	11.1
	Jasmine Louras (Conservative Party of Canada)	Montreal, Quebec	Legal Advisor	925	6.1
	James Seale (People's Party of Canada)	Montreal, Quebec	Accountant	232	1.5
	William Barrett (Independent)	Westmount, Quebec	Businessman	48	0.3
	York–Simcoe	Scot Davidson (Conservative Party of Canada)	Sutton West, Ontario	Entrepreneur	8,929
Shaun Tanaka (Liberal Party of Canada)		East Gwillimbury, Ontario	Communications Director	4,811	29.0
Jessa McLean (New Democratic Party)		Sutton, Ontario	Community Organizer	1,244	7.5
Dorian Baxter (Progressive Canadian Party)		Newmarket, Ontario	Anglican Clergyman	634	3.8

Table 9 – Valid votes obtained, by candidate

Electoral district	Candidate and affiliation	Place of residence	Occupation	Valid votes obtained	Percentage of valid votes
	Mathew Lund (Green Party of Canada)	Wyebridge, Ontario	Licensed Paralegal	451	2.7
	Robert Geurts (People's Party of Canada)	Toronto, Ontario	Lawyer	314	1.9
	Keith Dean Komar (Libertarian Party of Canada)	Barrie, Ontario	Landscape Designer	95	0.6
	John The Engineer Turmel (Independent)	Brantford, Ontario	Banking Systems Engineer	64	0.4
	Adam Suhr (National Citizens Alliance of Canada)	Arrowwood, Ontario	Professional Driver	22	0.1
Burnaby South	Jagmeet Singh (New Democratic Party)	Burnaby, British Columbia	Leader of Canada's New Democratic Party	8,848	38.9
	Richard T. Lee (Liberal Party of Canada)	Burnaby, British Columbia	Senior Advisor	5,919	26.0
	Jay Shin (Conservative Party of Canada)	Vancouver, British Columbia	Lawyer	5,147	22.6
	Laura-Lynn Thompson (People's Party of Canada)	New Westminister, British Columbia	Broadcaster	2,422	10.6
	Terry Grimwood (Independent)	Sechelt, British Columbia	Yacht Designer	242	1.1
	Valentine Wu (Independent)	Burnaby, British Columbia	IT Consultant	168	0.7

Table 9 – Valid votes obtained, by candidate

Electoral district	Candidate and affiliation	Place of residence	Occupation	Valid votes obtained	Percentage of valid votes
May 6, 2019, by-election					
Nanaimo–Ladysmith	Paul Manly (Green Party of Canada)	Nanaimo, British Columbia	Film Maker and Producer	15,302	37.3
	John Hirst (Conservative Party of Canada)	Nanaimo, British Columbia	Financial Services	10,215	24.9
	Bob Chamberlin (New Democratic Party)	Ladysmith, British Columbia	Chief Councillor	9,446	23.0
	Michelle Corfield (Liberal Party of Canada)	Nanaimo, British Columbia	Consultant	4,515	11.0
	Jennifer Clarke (People’s Party of Canada)	Nanaimo, British Columbia	Sales Representative	1,268	3.1
	Brian Marlatt (Progressive Canadian Party)	Honeymoon Bay, British Columbia	Public Policy Analyst	253	0.6
	Jakob Letkemann (National Citizens Alliance of Canada)	Salt Spring Island, British Columbia	Board Game Maker	66	0.2

Table 10 – Complaints in relation to the 2019 by-elections, by type

Electoral district	Type of complaint				
	Elections Canada central services	Polling place accessibility	Services at the polls	Activities of political parties	Services to electors
February 25, 2019, by-elections					
Outremont, York–Simcoe, Burnaby South	28	22	32	34	27
May 6, 2019, by-election					
Nanaimo–Ladysmith	4	10	38	4	6
Total	32	32	70	38	33