YOUR VISION OF MANITOBA INCLUDES YOU.

The Year in Review | 2019 Annual Report
Including conduct of the 42nd provincial general election, September 10, 2019

ElectionsManitoba

VOTRE VISION DU MANITOBA VOUS INCLUT.

Faits saillants de l'année | Rapport annuel 2019
Y compris la tenue de la 42e élection générale provinciale du 10 septembre 2019

ÉlectionsManitoba

YOUR VISION OF MANITOBA INCLUDES YOU.

The Year in Review | 2019 Annual Report

Including conduct of the 42nd provincial general election, September 10, 2019

ElectionsManitoba

The Honourable Myrna Driedger
Speaker of the Legislative Assembly
Room 244 Legislative Building
Winnipeg, Manitoba R3C 0V8

October 1, 2020

Madame Speaker:

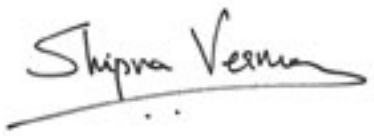
I have the honour of submitting to you the annual report on the activities of Elections Manitoba, including the conduct of 42nd general election. This report is submitted pursuant to subsection 32(1) of *The Elections Act* and subsection 107(1) of *The Election Financing Act*. In accordance with subsection 32(5) of *The Elections Act* and subsection 107(1) of *The Election Financing Act*, post-election and annual reporting under these statutes have been combined.

The applicable legislation states that the Speaker must table the report in the Assembly without delay if the Assembly is sitting or, if it is not, within 15 days after the next sitting begins.

Pursuant to subsection 32(4) of *The Elections Act* and subsection 107(3) of *The Election Financing Act*, an annual report with recommendations for legislative amendments to these Acts stands referred to the Standing Committee on Legislative Affairs for consideration of those matters. The above-noted subsections also provide that the Committee shall begin its consideration of the report within 60 days after the report is tabled in the Assembly.

Pursuant to section 28.1(7) of *The Elections Act*, this volume also includes a report to the Standing Committee on Legislative Affairs on modifications to the voting process carried out during the recent general election.

Respectfully yours,



Ms. Shipra Verma, CPA, CA
Chief Electoral Officer

Madame Myrna Driedger
Présidente de l'Assemblée législative
Palais législatif, bureau 244
Winnipeg (Manitoba) R3C 0V8

Le 1er octobre 2020

Madame la Présidente,

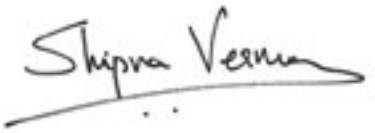
J'ai l'honneur de vous présenter le rapport annuel sur les activités d'Élections Manitoba, en particulier la tenue de la 42e élection générale. Ce rapport est soumis à votre attention conformément aux dispositions du paragraphe 32(1) de la *Loi électorale* et du paragraphe 107(1) de la *Loi sur le financement des élections*. Conformément aux dispositions du paragraphe 32(5) de la *Loi électorale* et du paragraphe 107(1) de la *Loi sur le financement des élections*, le rapport postélectoral et le rapport annuel exigés en vertu des deux lois ont été combinés.

Les dispositions pertinentes stipulent que la présidente de l'Assemblée législative doit déposer sans délai les rapports à l'Assemblée si celle-ci siège ou, sinon, dans les quinze jours qui suivent l'ouverture de la session suivante. En vertu du paragraphe 32(4) de la *Loi électorale* et du paragraphe 107(3) de la *Loi sur le financement des élections*, un rapport annuel avec des recommandations concernant des modifications législatives doit être soumis au Comité permanent des affaires législatives à des fins d'examen. Les paragraphes précités stipulent aussi que le Comité permanent doit commencer à examiner le rapport dans les 60 jours qui suivent son dépôt à l'Assemblée législative.

En vertu du paragraphe 28.1(7) de la *Loi électorale*, ce volume comprend aussi un rapport au Comité permanent des affaires législatives sur les modifications apportées au processus de vote lors de la récente élection générale.

Je vous prie d'agréer, Madame la Présidente, mes salutations distinguées.

La directrice générale des élections,



Shipra Verma, CPA, CA

Preface

The annual report is prepared in accordance with the chief electoral officer's reporting requirements under *The Elections Act* (EA) and *The Election Financing Act* (EFA), as outlined in the letter of transmittal.

The Annual Report is structured as follows:

A. Message from the CEO (chief electoral officer)

B. Development of the Manitoba Voter Register

C. Election activities: Conduct of the 42nd general election

D. Operational expenditures of the 42nd general election

E. Campaign finance

F. Annual activities

G. Report to the Standing Committee on Legislative Affairs: Modifications to the voting process for the 42nd general election

H. Recommendations for amendments to *The Elections Act* and *The Election Financing Act*

Vision:

To provide information, opportunities and resources to foster excellence, participation and fairness in the electoral process.

Mission:

To secure the democratic rights of all Manitobans through the conduct of free and fair elections by enhancing public confidence in and awareness of the electoral process and by ensuring compliance with political financing laws.

Préface

Le rapport annuel est préparé conformément aux exigences du directeur général des élections en vertu de la *Loi électorale* et de la *Loi sur le financement des élections*, comme indiqué dans la lettre d'accompagnement.

Le rapport annuel est structuré comme suit :

A. Message de la directrice générale des élections

B. Développement du registre des électeurs du Manitoba

C. Activités électorales : Tenue de la 42e élection générale

D. Coûts opérationnels de la 42e élection générale

E. Le financement électoral

F. Activités annuelles

G. Compte rendu au Comité permanent des affaires législatives – Modifications dans le déroulement du vote lors de la 42e élection générale

H. Recommandations visant à modifier la *Loi électorale* et la *Loi sur le financement des élections*

Vision:

Fournir des renseignements, des possibilités et des ressources afin de promouvoir l'excellence, la participation aux élections et l'impartialité du processus électoral.

Mission:

Garantir les droits démocratiques de tous les Manitobains en tenant des élections libres et justes, en sensibilisant davantage le public au processus électoral, en renforçant la confiance de la population dans ce processus et en assurant le respect des lois sur le financement des partis politiques.

Photo: Dan Harper

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Shipra Verma CPA, CA—Chief Electoral Officer

A. Message from the Chief Electoral Officer

A New Era for Elections in Manitoba

The 42nd provincial general election was one of transformative change. Elections Manitoba put the new Manitoba Voter Register into practice and launched an online registration service. We introduced technology to streamline processes at the voting place. The 2018 Electoral Divisions Boundaries Commission redrew Manitoba's electoral map. Voters received personalized election information in their mailboxes through delivery of voter information cards. Through teamwork and collaboration with our partners, Elections Manitoba was able to implement these changes effectively in delivering a free and fair election to Manitobans.

All these electoral firsts reinforce and reflect Elections Manitoba's areas of strategic focus: legislation, service, accessibility, innovation and engagement.

Several other recent Elections Manitoba initiatives also supported our strategic priorities:

- Web-based recordkeeping tool for candidate campaigns to track their income and spending
- Enhancements to website
- Development and implementation of the accessibility plan
- Enhanced outreach to groups who may experience barriers to election participation

Manitoba Voter Register

The launch of the Manitoba Voter Register brought Manitoba up to date with other election management bodies in Canada and modernized the registration process for provincial elections. Instead of conducting a province-wide enumeration for each election, Elections Manitoba now maintains a permanent list of voters and keeps it up-to-date.

Elections Manitoba used many sources to build the Manitoba Voter Register. Beginning with the final voters list from 2016, which included 772,877 voters, we supplemented the register with information from Manitoba Health, Seniors and Active Living; Manitoba Public Insurance; Manitoba Vital Statistics and Elections Canada.

In April 2019, Elections Manitoba launched its online voter registration service. Accessible from the Elections Manitoba website, the service allows voters to confirm that they are registered, update their information and register to vote. Between the launch of the register and election day, over 65,500 Manitobans accessed the online service.

The final voters list for 2019 included 870,137 registered voters, or an estimated 91% of all eligible voters. This was an increase of 97,260 over the final voters list for 2016. The increase is a direct result of using a permanent list with continual updates from multiple sources, including voters. The Manitoba Voter Register provided an accurate, current and complete voters list, and it will continue to improve over time.

Voter Information Cards

The 2019 general election was also the first to use voter information cards, mailed to each voter on the Manitoba Voter Register. The card confirms that the voter is registered and provides information on where and when to vote. Elections Manitoba mailed 826,067 voter information cards when the writ was issued and another 61,140 at the end of the revision period.

Modifications to Improve the Voting Process

Introduction of the Manitoba Voter Register also allowed us to make several key improvements to the voting process. Under legislation, our office may make recommendations to the Standing Committee on Legislative Affairs to modify the voting process. Any modifications we recommend must improve service for voters, increase efficiency and maintain the integrity of the electoral process. The Standing Committee approved three modifications for the 2019 general election:

- Electronic strike-off of advance voters from the voter list in real-time, using the electronic voter register
- Adapt the format of the advance voting book, to allow for a printed label instead of writing voter information by hand. The label was printed from the voter record in the electronic voter register.
- Combine the voting book and voters list for election day. Voters who had already voted, either through advance, absentee, homebound or other voting opportunities were already struck off the list.

A detailed report on the modifications can be found on page 109 of this report.

Electoral Divisions Boundaries Commission

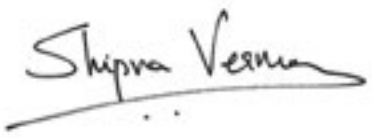
The Manitoba Electoral Divisions Boundaries Commission also had a significant impact on the conduct of the 42nd general election. Under *The Electoral Divisions Act*, an independent commission reviews the provincial boundaries every 10 years, with input from the public. The objective is to ensure effective representation for all Manitobans. The review changed 56 of Manitoba's 57 electoral division boundaries and introduced 14 new electoral division names. Elections Manitoba provided administrative, mapping and communications support to the Commission. I also served as a commissioner.

The commission completed its review in December 2018 with new boundaries going into effect for the 2019 general election. Once the commission submitted its report, Elections Manitoba created 2,892 new maps, assigned 2,446 voting areas and 854 voting places, and recruited or re-assigned returning officers and assistant returning officers for each new electoral division.

The work of an election cannot be accomplished without a strong, committed team. I would like to acknowledge the core Elections Manitoba staff for successfully implementing the changes required to conduct a successful election under new legislation and new boundaries. Thanks also to the approximately 7,000 election staff who played a role at headquarters, at returning offices and voting places. Congratulations to the many Manitobans who ran for office or volunteered their time to manage campaigns, knock on doors, make phone calls and maintain candidates' financial records. I'd like to thank our many partners and suppliers who lent their expertise to the exercise of democracy in our province.

I'd also like to acknowledge and thank Manitoba voters who ensured their voices were heard and took the time to cast their ballot. Elections Manitoba is committed to this democratic exercise and proud to support it.

Yours in democracy,



Shipra Verma CPA, CA
Chief Electoral Officer

Shipra Verma CPA, CA – Directrice générale des élection

A. Message de la directrice générale des élections

Nouvelle ère pour la tenue d'élections au Manitoba

Des changements en profondeur ont marqué la 42e élection générale provinciale. C'est à cette occasion qu'Élections Manitoba a mis en œuvre le nouveau registre des électeurs du Manitoba et lancé un service d'inscription des électeurs en ligne. Nous avons alors introduit la technologie permettant de simplifier le déroulement du vote aux bureaux de scrutin. La Commission de la division électorale du Manitoba de 2018 avait redessiné la carte électorale. Les électeurs avaient reçu dans leur boîte aux lettres leur carte d'information de l'électeur qui contenait des renseignements personnalisés sur les élections. Grâce au travail d'équipe et à la collaboration de nos partenaires, Élections Manitoba a pu mettre en œuvre ces changements de manière efficace en organisant la tenue d'une élection juste et équitable pour les Manitobains.

Toutes ces premières électorales illustrent et renforcent les domaines d'intérêt stratégiques d'Élections Manitoba, à savoir les mesures législatives, le service, l'accessibilité, l'innovation et l'engagement.

Plusieurs autres initiatives récentes d'Élections Manitoba appuyaient aussi nos priorités stratégiques :

- outil de tenue des dossiers en ligne facilitant le suivi des revenus et des dépenses des candidats en campagne électorale
- améliorations apportées au site Web
- élaboration et mise en œuvre du plan d'accessibilité
- intervention accrue auprès des groupes susceptibles de se heurter à des obstacles à leur participation électorale

Registre des électeurs du Manitoba

Le lancement du registre des électeurs du Manitoba a permis à la province de se mettre à jour par rapport aux autres organismes de gestion électorale du Canada et de moderniser le processus d'inscription aux élections provinciales. Au lieu de procéder à un recensement électoral à l'échelle de la province à chaque élection, Élections Manitoba dispose dorénavant d'une liste électorale permanente qu'il tient à jour.

Élections Manitoba s'est tourné vers de nombreuses sources pour établir le registre des électeurs du Manitoba. À partir de la liste électorale définitive de 2016, qui comptait 772 877 électeurs, nous avons ajouté au registre des renseignements provenant de Santé, Aînés et Vie active Manitoba, de la Société d'assurance publique du Manitoba, du Bureau de l'état civil du Manitoba et d'Élections Canada.

En avril 2019, Élections Manitoba a lancé son service d'inscription des électeurs en ligne. Ce site Web convivial permet aux électeurs de confirmer leur inscription, de mettre à jour leurs renseignements et de s'inscrire pour voter. Entre le lancement du registre et le jour du scrutin, plus de 65 500 Manitobains ont accédé au service en ligne.

La liste électorale définitive de 2019 comptait 870 137 électeurs inscrits, un nombre estimé à 91 % de l'ensemble des électeurs admissibles. Cela représentait une hausse de 97 260 électeurs par rapport à la liste électorale définitive de 2016. Cette hausse est directement attribuable à l'utilisation d'une liste permanente mise à jour continuellement à partir de sources multiples, dont les électeurs. Le registre des électeurs du Manitoba a fourni une liste électorale précise, à jour et complète qui continuera de s'améliorer avec le temps.

Carte d'information de l'électeur

C'est aussi lors de l'élection générale de 2019 qu'on a utilisé pour la première fois des cartes d'information de l'électeur, en les envoyant par la poste à chaque électeur inscrit au registre des électeurs du Manitoba. Cette carte confirme que l'électeur est inscrit et indique où et quand voter. Élections Manitoba a envoyé par la poste 826 067 cartes d'information de l'électeur à la délivrance du bref d'élection, puis 61 140 autres à la fin de la période de révision.

Modifications en vue d'améliorer le déroulement du vote

L'établissement du registre des électeurs du Manitoba nous a aussi permis d'apporter plusieurs améliorations importantes au déroulement du vote. En vertu de la législation, notre bureau peut faire des recommandations de modification du déroulement du vote auprès du Comité permanent des affaires législatives. Toute modification que nous recommandons doit améliorer le service aux électeurs, accroître l'efficience et maintenir l'intégrité du déroulement du vote. Le Comité permanent a approuvé trois modifications pour l'élection générale de 2019 :

- biffer électroniquement de la liste électorale en temps réel les noms des électeurs ayant voté par anticipation à l'aide du registre électronique des électeurs
- adapter le format du cahier du scrutin par anticipation, de façon à permettre l'impression d'une étiquette au lieu d'avoir à écrire l'information de l'électeur à la main (l'étiquette était imprimée à partir du dossier de l'électeur dans le registre électronique des électeurs)

- apparier le cahier du scrutin et la liste électorale en vue du jour du scrutin (les électeurs qui avaient déjà voté par anticipation, à titre d'électeur absent, à domicile ou autrement étaient déjà biffés de la liste)

Un compte rendu détaillé de ces modifications est présenté à la page 109 du présent rapport.

Commission de la division électorale

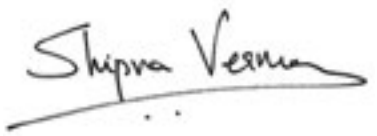
La Commission de la division électorale du Manitoba a eu également une grande influence sur la tenue de la 42e élection générale. La Loi sur les circonscriptions électorales prévoit qu'une commission indépendante examine les circonscriptions électorales tous les dix ans, avec la participation du public. L'objectif est de garantir une représentation efficace de tous les Manitobains. Le dernier examen a eu pour effet de modifier les limites de 56 des 57 circonscriptions électorales du Manitoba et de donner de nouveaux noms à 14 d'entre elles. La Commission de la division électorale bénéficiait du soutien administratif et cartographique d'Élections Manitoba, et de notre soutien à la gestion des communications. J'y ai également siégé à titre de commissaire.

La Commission a terminé son examen en décembre 2018 et les nouvelles limites électorales devaient prendre effet à l'élection générale de 2019. Après que la Commission eut remis son rapport, Élections Manitoba a créé 2 892 nouvelles cartes, a assigné 2 446 sections de vote et 854 bureaux de scrutin et a recruté ou réembauché des directeurs du scrutin et des directeurs adjoints du scrutin dans chaque nouvelle circonscription électorale.

L'organisation d'une élection ne peut se faire sans l'appui d'une équipe solide et dévouée. Je tiens à remercier le personnel permanent d'Élections Manitoba, qui a su si bien mettre en œuvre les changements requis pour garantir le succès de la dernière élection en vertu de la nouvelle législation et en tenant compte des nouvelles limites des circonscriptions électorales. Mes remerciements vont aussi aux quelque 7 000 membres du personnel électoral, pour leur rôle au bureau central, aux bureaux du directeur du scrutin et aux bureaux de scrutin. Je félicite également les nombreux Manitobains qui se sont portés candidats ou qui ont donné de leur temps en s'occupant de la gestion de campagne de leur candidat, en frappant aux portes, en faisant des appels téléphoniques et en tenant les registres financiers des candidats. Un grand merci à nos nombreux partenaires et fournisseurs qui ont mis leur savoir faire au service de l'exercice de la démocratie.

J'aimerais aussi exprimer ma reconnaissance et mes remerciements aux électeurs du Manitoba qui ont veillé à ce que leur voix soit entendue en prenant le temps de déposer leur bulletin de vote. Cet exercice démocratique, nous y tenons beaucoup et nous sommes fiers de l'appuyer.

Démocratiquement vôtre,



Shipra Verma CPA, CA
Directrice générale des élections

Our Strategic Priorities

To achieve its mission and vision, Elections Manitoba defined five strategic priorities and supporting actions to guide the activities of the last election cycle.

Legislation

- Implement legislative changes
- Recommend legislative changes to improve administrative practices
- Assist political entities and others to comply with legislation
- Monitor overall compliance with legislation

Service

- Provide accessible voting opportunities to Manitobans
- Leverage technology innovations in service delivery
- Manage resources efficiently
- Maintain effective budget controls and reporting
- Provide assistance and training to stakeholders
- Provide ongoing training and resources to staff

Accessibility

- Develop and implement a plan to meet the standards under the *Accessibility for Manitobans Act* to identify, remove and prevent barriers faced by persons with disabilities
- Build on plans to make voting accessible to all Manitobans

Innovation

- Review, assess and change organizational practices where feasible to deliver services effectively and efficiently.
- Leverage technology to streamline organizational work
- Seek out new ways to improve performance

Engagement

- Maintain and strengthen existing partnerships with organizations, vendors and other stakeholders
- Continue to reach out to existing and future stakeholders, including youth and those disconnected from the voting process
- Identify new approaches to establishing partnerships and conducting effective outreach to support democratic practices

Elections Manitoba Staff

Development of the Manitoba Voter Register

Thompson Wolf Mural
Photo: Travel Manitoba

B. Development of The Manitoba Voter Register

There was considerable change in the way Elections Manitoba worked and delivered service in the 42nd general election, much of which was related to the introduction of the new permanent register of voters. This section provides an overview of the development of the register.

Background

Elections Manitoba began working towards creation of the Manitoba Voter Register in 2012. In June of that year, Bill 33 was passed requiring our office to study whether a permanent voters list should replace province-wide enumeration as the main method of voter registration. The study outlined the guiding principles of a permanent register, outlined the advantages and disadvantages of both methods of registration, looked at best practices of other jurisdictions, provided an overview of the legislative changes that would be required and created a road map for development.

Legislation passed in 2015 allowed Elections Manitoba to collect gender and date of birth information from voters during enumeration for the 2016 election. This laid out the foundation for the Manitoba Voter Register, which is made up of a voter database and a database of all Manitoba addresses. Inclusion of gender and date of birth in the voter database allows each voter to be uniquely identified and be linked to an address, allowing that voter to be assigned to a voting area.

While the 2013 permanent voters list study did not favour a permanent voters list over province-wide enumeration, Elections Manitoba did recommend that a permanent list be established after the 2016 general election. This would allow time for creation of the Manitoba Voter Register for use in the following general election.

In November 2017, the Legislative Assembly passed the legislation to create the Manitoba Voter Register and use it for provincial elections.

Development of the register included a few key pieces:

- Software to manage the register. Elections Manitoba awarded the contract to manage the register to a supplier after issuing a request for proposals. The contract includes customization of the software, to Elections Manitoba's specific legislation and requirements.
- Information-sharing agreements with several public bodies to help Elections Manitoba validate and update voter information. The bodies include Elections Canada; Manitoba Health, Seniors and Active Living; Manitoba Public Insurance and Manitoba Vital Statistics.
- A privacy impact assessment to ensure policies and processes are in place for managing and accessing the register while maintaining the security and privacy of information.
- The final voters list from 2016 to form the basis of the register. This included any gender and date of birth information collected.

Milestones in the Development of the Manitoba Voter Register

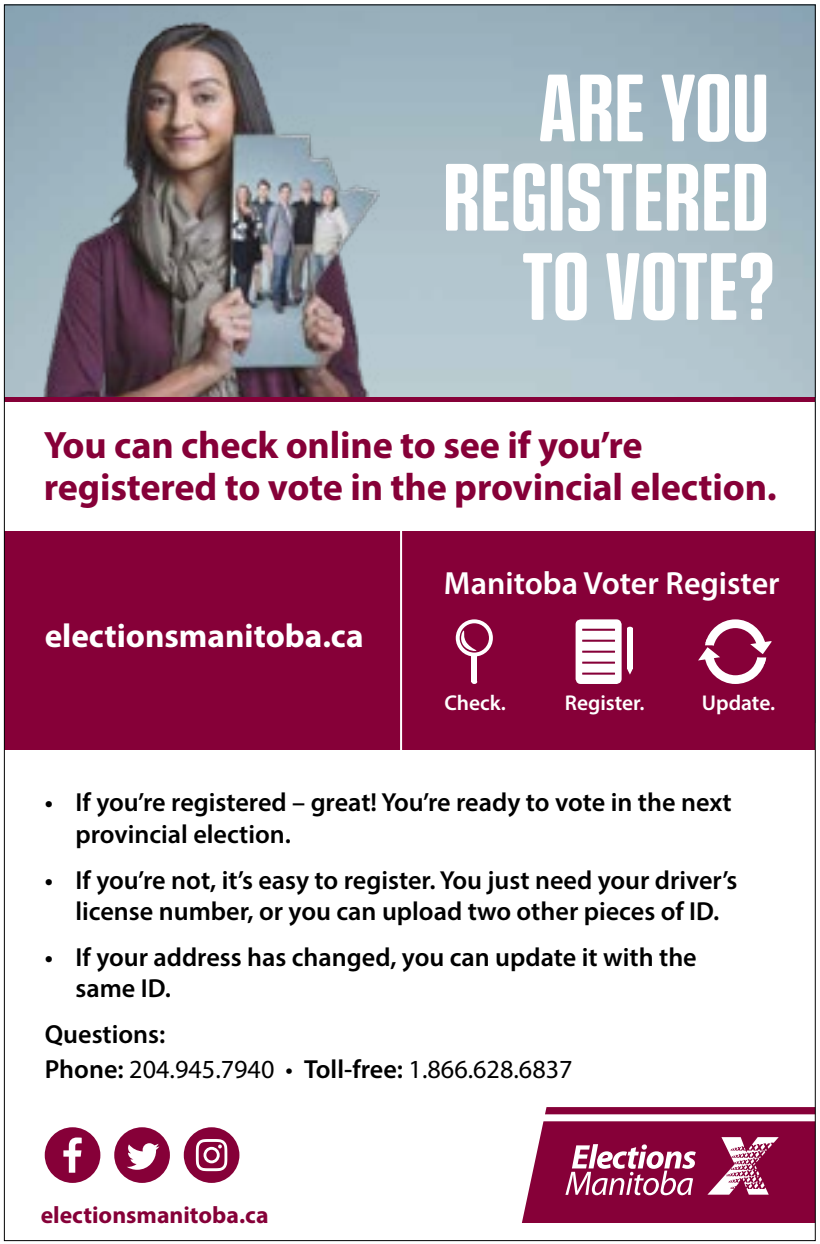
2012	2013	2015	2016	2017	2018	2019
Bill 33 passes, requiring Elections Manitoba to conduct permanent voters list study	Elections Manitoba submits permanent voters list study to the Legislative Assembly	Bill 45 passes, allowing Elections Manitoba to collect gender and date of birth for voters in preparation for building the Manitoba Voter Register	41st general election Enumerators request gender and date of birth information from voters Elections Manitoba recommends creation of Manitoba Voter Register along with supporting legislative amendments	Bill 27 passes, allowing for creation of Manitoba Voter Register using 2016 voters list as basis Elections Manitoba issues request for proposals for provider of software to manage the Manitoba Voter Register and awards contract to supplier Elections Manitoba finalizes third-party agreements with information providers Elections Manitoba develops a service plan and processes for Manitoba Voter Register	Elections Manitoba adds information from third-party sources to register Elections Manitoba integrates address database into Manitoba Voter Register Elections Manitoba tests the register in the St. Boniface byelection, both for creation of the voters list and voter information cards	Elections Manitoba provides first annual voters list extract to registered parties and MLAs Elections Manitoba launches Manitoba Voter Register and online voter registration service Elections Manitoba extracts voters lists and voter information cards from the register 42nd general election Elections Manitoba uses technology to access the Manitoba Voter Register at advance voting places, striking off voters from the list as they vote

Putting the Register into Practice

The Manitoba Voter Register, along with an online voter registration service, was launched to the public in April 2019. Elections Manitoba carried out several initiatives to promote the register and encourage voters to access it:

1. Public Launch of Manitoba Voter Register

Elections Manitoba announced the opening of the register, including the online voter registration service, through news media and paid advertising, in April 2019. Voters could use the online service to check if they were registered, update their information and register to vote. They could also register in person, by mail, by phone and by email. In its first month, 7,407 people accessed Elections Manitoba's online voter registration service, with 3,279 successful searches and 1,228 new registrations.



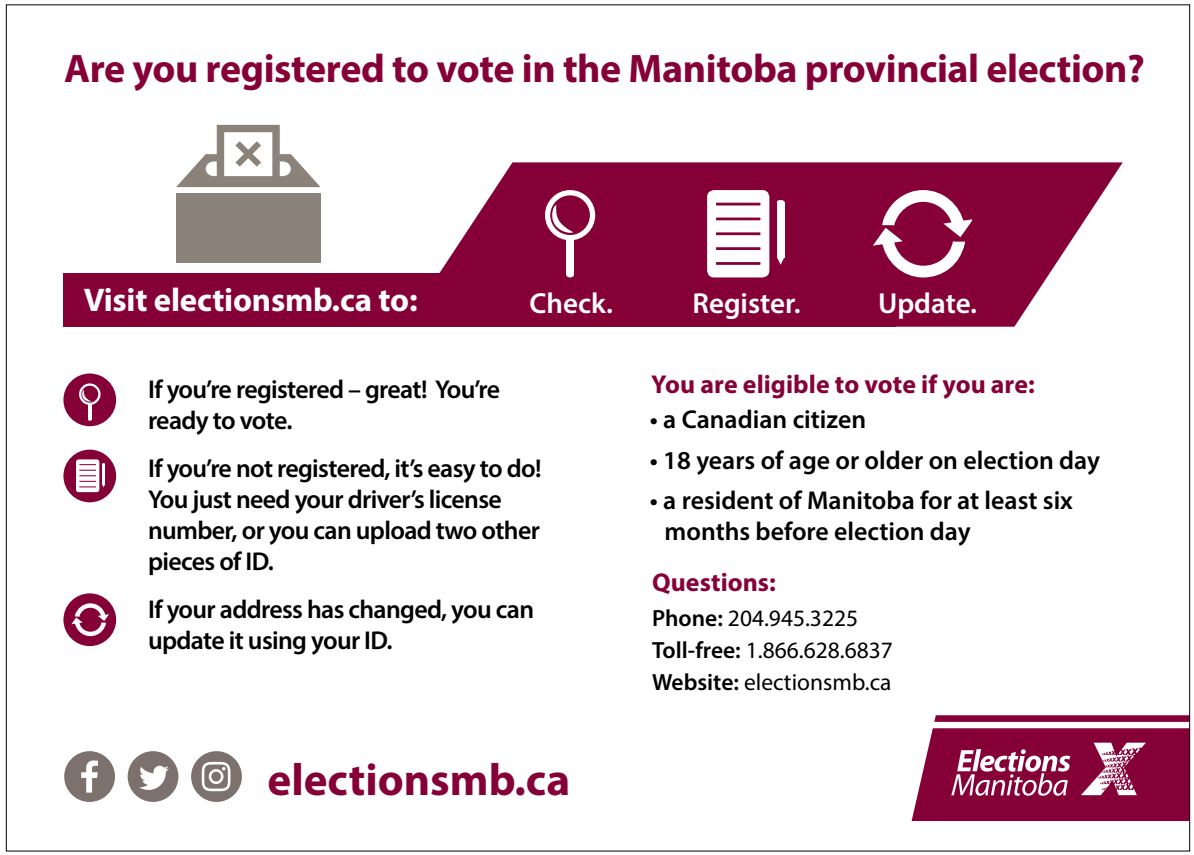
2. Registration Drive

Elections Manitoba held in-person registration at five locations in Winnipeg, one in Brandon and one in Thompson, from June 20-24. During these five days, approximately 1,192 voters registered or updated their information. These events also built awareness about the new voter registration service.

Registration Drive Locations
Brandon Shoppers Mall
Outlet Collection Winnipeg
Garden City Shopping Centre
Kildonan Place
St. Vital Shopping Centre
Thompson City Centre Mall
The Forks Market

3. Registration Mailer

In July Elections Manitoba conducted a second public registration campaign, mailing postcards to all Manitoba addresses (a total of 532,932) and supporting it with additional advertising. In the two weeks that the mailer was received (July 8-19), approximately 27,300 Manitobans checked their information on the online voter registration service, with 5,538 voters registering to vote or updating their information.



Registration mailer

Conducting the 42nd General Election

Red River Mutual Trail
Photo: Travel Manitoba

I. Overview

Electoral Modernization

There was considerable change in the way Elections Manitoba worked and delivered service in the 42nd general election. We introduced our new permanent voter register, leveraged technology to improve our training, streamlined many of our forms and improved administrative processes, all while continuing to deliver exceptional service.

After consulting with the Standing Committee on Legislative Affairs, we made three process changes that improved the voter experience and achieved administrative efficiencies, while maintaining the integrity of the voting process. Two changes involved advance voting: allowing for real time strike-off and using a new voting book format. The third change involved the production of a pre-printed voting book that also included the voters list for use on election day.

None of these modifications altered the vote itself; voters still cast their ballots with paper and pencil. We used technology to allow for better management and tracking of voting, reducing errors and increasing efficiency.

Our report back to the Standing Committee on these modifications is the subject of Section G of this annual report.

Legislative Change

The 2017 amendments to *The Elections Act* (EA) affected virtually every aspect of the 2019 election. The following summary outlines the changes to the legislation:

The Manitoba Voter Register

This is the permanent voter register for Manitoba provincial elections.
A few key points around this are:

- The final voter list from the 2016 general election was the base for the new register.
- Regular updates are made to the register with data from other sources such as Elections Canada, Manitoba Public Insurance, Vital Statistics and Manitoba Health, Seniors and Active Living.
- Voters can update their information, and can also opt out of the register if they choose.
- Voters who register once do not have to do so again.
- The register will include 16- and 17-year-olds.
- The register largely replaces enumeration, although targeted registration may be done before the writ at addresses that have no voters associated with them.
- By February 15 of each year beginning in 2019, registered political parties receive a voters list drawn from the register.

Calendar Changes

- The 75-day election calendar changes to a 28-day election period. Within two days of the writ being issued, preliminary voters lists are sent to each returning office, candidates and parties.

- When an election is called, a voter information card is sent to each voter with information on where to vote, options for advance voting and ways to update their information as needed.
- Advance voting is held from Thursday to Thursday (day 12 to 5) allowing more time to efficiently process non-resident advance ballots.

Administrative Changes

- The day of a fixed date election is a non-instructional day at all public schools, making it more convenient for voters and safer for students.
- On election day, the certificate envelopes (not the ballot envelopes) from non-resident advance voting can be opened at 6:00 pm to help speed up the count.
- Advance voting locations will match the hours of operation of their location – for example, the hours of operation for a shopping mall.
- Election day voting hours revert back to 8:00 am to 8:00 pm. Manitoba previously had the longest election day in Canada with a 7:00 am start.
- Modifications and potential improvements to the voting process can occur with approval from the Standing Committee on Legislative Affairs.
- Voting area sizes increased from 350 to 500 in urban areas, and from 250 to 350 in rural areas. This makes more efficient use of staff and reflects the increase in advance voting.
- Absentee voters can vote for a party or candidate and do not have to wait for nominations to close.
- Impersonation of a candidate, candidate's representative or election official is now an election offence.
- Permanent residents and youth can now be election officials.

Identification

- All voters must present identification to verify their identity and address before they vote. Previously this was only required for voters not on the voters list and for advance voting.
- On election day, voters who are on the voters list but do not have ID can be vouched for by another voter from the same electoral division. Vouching is not available during advance voting.

Legislative changes as they impacted the conduct of 2019 general election will be discussed throughout this section.

Election Calendar

The 42nd general election was held on September 10, 2019, approximately 13 months ahead of the set date. Key dates in the election calendar are determined by legislation. This was the first general election to use the permanent voter register and to follow the new election calendar.

The chief electoral officer issued the writs of election on Monday, August 12. Also on writ day, returning officers were provided with a preliminary voters list for their electoral division, drawn from the register. Returning officers were responsible for distributing the list to candidates. Elections Manitoba also made the voters list available to registered parties through a secure electronic portal. On the same day, voter information cards were mailed to every voter on the preliminary list.

Under sec. 77(1)(b) of the *The Elections Act*, a revision period is held for four days beginning on the Monday after distribution of the preliminary list, which would have been August 19. Using the power to adapt (EA sec. 28), the revision period was started early, on

The chief electoral officer issued the writs of election on Monday, August 12.

Tuesday, August 13, extending the period by six days. The change was made to allow registration agents more time to update the voters list. Revision ended on Thursday, August 22, and Elections Manitoba distributed the revised voters list the following day.

Nominations closed on Monday, August 26 at 1:00 pm. Advance voting ran from Thursday, August 29 to Thursday, September 5, with Manitobans able to vote at any advance location. Regular voting took place on Tuesday, September 10, from 8:00 am to 8:00 pm, one hour less than the previous election, as a result of legislative change.

Elections Manitoba posted unofficial results on its website on election night and declared the winning candidates elected on Tuesday, September 17. Returning officers returned the writ to Elections Manitoba, along with official results, on Tuesday, September 24.

August

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
11	12 • Writs issued Nominations open • Preliminary voters list distributed • Voter information card distributed	13 Revision begins (using CEO's power to adapt)	14	15	16	17
18	19	20	21	22 Revision ends	23 Revised voters list distributed	24
25	26 Close of nominations	27	28	29 Advance voting begins	30	12

September

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2	3	4	5 Advance voting ends	6	7
8	9	10 Election Day	11	12	13	14
15	16	17 Declaration of candidate	18	19	20	21
22	23	24 Return of the writ	25	26	27	28

II. New Boundaries and Mapping

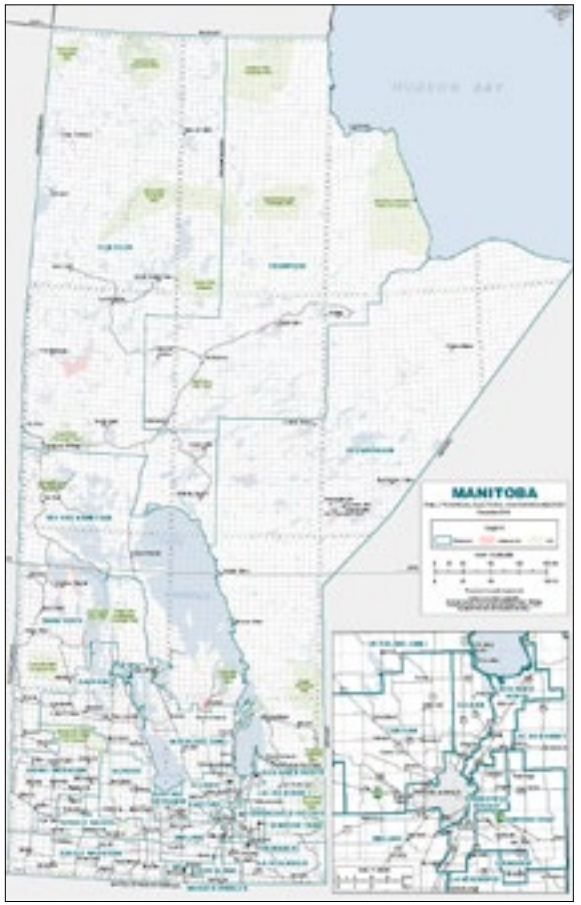
The 42nd general election was held under new boundaries, established in December 2018 by the Electoral Divisions Boundaries Commission. Under *The Electoral Divisions Act*, the boundaries are reviewed every 10 years. In total, 56 of the 57 electoral division boundaries changed as a result of the commission's review, and 14 new electoral division names were introduced. The number of electoral divisions for the Winnipeg area increased by one, from 31 to 32, with the number of divisions outside of Winnipeg decreasing to 25 from 26. For more information on the boundaries review, see the Final Report of the 2018 Electoral Divisions Boundaries Commission.

Legislative change increased the maximum size of voting areas from 250 to 350 voters in rural areas and from 350 to 500 voters in urban areas. This change was recommended to reflect the increase in advance voting and allowed for more efficient use of staff on election day. Overall, the number of voting areas was reduced by 17% compared to the previous election.

With new boundaries in effect, Elections Manitoba Geographic Information Systems (GIS) staff produced new maps with new voting areas. For the first time at Elections Manitoba, staff used a mapping application to create voting areas in the new electoral divisions. The application does the preliminary work that previously had to be done manually. The new mapping tool allowed the work to be completed more quickly, with fewer people, and with a higher degree of accuracy than in the past.

Once the GIS team had completed mapping the voting areas within each electoral division, returning officers and support staff reviewed the new maps. The review criteria included voting area size in comparison to legislated limits, distance to the voting place, travel patterns, and other considerations important for voters in their electoral division.

Elections Manitoba's GIS team produced approximately 3,000 electoral maps. This included 11 x 17 maps and larger wall maps of electoral divisions. They also produced voting area keys, street keys, community keys and the index to electoral divisions. These resources are used by voting officers to help determine where a voter should vote.



2018 Manitoba Electoral Divisions Boundaries

III. Recruitment and Training

The successful conduct of an election depends on the ability to attract, motivate and retain large numbers of appropriately skilled staff. In 2019, Elections Manitoba hired and trained over 7,000 people to administer the 42nd general election. This included headquarters staff, returning officers, assistant returning officers and all staff working within an electoral division.

Recruitment

Elections Manitoba began recruitment of returning officers and assistant returning officers in January 2019. Approximately 42 were re-appointed from the 2016 election, and 72 new appointments were made. The uncertainty of the election date and, once the date was known, the proximity to the federal election, led to a higher level of turnover than usual, as some returning officers and assistant returning officers work both provincially and federally. From the time recruitment began until the end of the election, 167 individuals were appointed to fill the 114 returning officer and assistant returning officer positions.

Returning officers are responsible for recruiting office staff, information officers and voting officers, as well as registration agents who visit homes to add voters to the list. Most of these people applied through the Elections Manitoba website and the rest were hired through the returning offices. In addition to the website, radio and print advertising and social media posts, returning officers recruited staff through postings on local job boards and by reaching out to local schools, ethno-cultural organizations, Indigenous organizations, seniors organizations and other groups.

Changes in legislation now allow permanent residents and youth to be election officials. Approximately 71% of returning officers hired staff who were 16 or 17, many of whom were paired with an experienced staff member. This was a successful initiative which will be repeated for future elections. The ability to recruit from a larger pool will help Elections Manitoba maintain its workforce.

Even with access to a large potential workforce, some of the returning officers experienced challenges in recruiting and/or retaining their full staff complement. Approximately 20% of all election workers withdrew from their work assignment in the days and weeks before the election and had to be replaced with new hires.

For the next election, Elections Manitoba will explore new recruitment opportunities, including partnering with school divisions and newcomer organizations to increase awareness of job opportunities for youth, educational assistants and permanent residents. As the election process continues to modernize and make greater use of technology, the skills required of election workers are evolving rapidly and must be reflected in our election workforce.

To address the retention issue, Elections Manitoba will update the job descriptions for all positions to ensure they more accurately reflect duties and qualifications required. We will also look at holding smaller training

sessions by region and increasing the amount of hands-on learning experiences.

Another challenge we have experienced is recruiting sufficient staff with French language skills to provide service to the Francophone community. Going forward, Elections Manitoba will consult with Francophone organizations and school divisions to build our bilingual capacity, especially in those areas with a higher concentration of Francophone voters. We will also partner with the Francophone Affairs Secretariat to enhance "active offer" training for all election staff. The active offer of French language services means that services in French are evident, readily available, easily accessible and of comparable quality to those offered in English.

Overall, despite some challenges in recruitment and training, the majority of election staff performed exceptionally well. A post-election survey of the Manitoba population showed that there was a high level of satisfaction with election staff; 94% of those surveyed reported that their voting location staff were knowledgeable and 93% were satisfied or very satisfied with their voting experience.

The following are findings from the survey of staff, conducted in November 2019 with 2,253 voting officers, registration agents and data entry operators:

Demographic Data	
Female	73%
Average age	59 years
45 years and over	82%
Occupational status	57% retired or semi-retired
Visible minority	8%
Person with a disability	6%
Indigenous	4%
Bilingual	10%

How did they hear about the job?	
Word of mouth	36%
Contacted by returning officer	28%
Elections Manitoba website	25%
Advertising (print or radio)	12%
Other	13%

Note: Totals may sum to more than 100%. Respondents could give more than one answer.

Training: What was New

With the significant changes in legislation, the adoption of new technology and the modifications to the voting process, Elections Manitoba's training and support materials required substantial updating. Many new processes and forms were developed that had to be incoporated into the training.

Elections Manitoba also introduced several new training methods and resources to supplement the in-person training:

1. Learning Management System

In order to streamline training, improve consistency and reduce costs, Elections Manitoba implemented an online learning management system (LMS). Two modules were developed for the LMS, one for returning officers and assistant returning officers and another for voting officers. Content included static images, videos and a voiceover to walk learners through the training. It was accessed online and staff progess was tracked through the system.

For the returning officer and assistant returning officer training, the use of LMS allowed us to reduce the number of in-person training sessions from three to two. For voting officer training, the in-person training sessions were shortened and staff came to the sessions better prepared.

In total, 4,325 people completed LMS training. Feedback received on the LMS training was positive. Most voting officers (66%) rated the online training as good or excellent. Most others rated it as adequate (13%). Approximately 12% did not complete the online training. Plans are underway to add to the online training curriculum for future elections.

Elections Manitoba's Learning Management System

2. Webinars

Webinars were introduced for this election to provide a live, interactive training method. They were delivered in real-time over the internet with participants able to message their questions during the presentation for trainers to respond. Webinars were used to deliver training to returning officers, assistant returning officers and other staff on several topics, including how to use Elections Manitoba's LMS, registration and revision, advance voting, special voting and election day.

All webinars were recorded and could be replayed at a later date for those who missed the session or wanted to refresh. Finance staff also used webinars to deliver information sessions to political participants.

3. Quick Reference Guides

For this election, many manuals were re-designed as quick reference guides. The guides were shorter, clearer and easier to use. Guides focused on the most common processes with less space dedicated to exceptions. Quick reference guides were available for voting officers, registration agents and registration officers. All were produced in French and English.

4. Indigenous Language Interpretation

Approximately 22% of Cree-speaking Canadians live in Manitoba. The majority of these Manitobans live in 23 northern communities. To support these voters, Elections Manitoba worked with a Cree-speaking interpreter to offer voting official training in remote northern Cree-speaking communities. With the help of the interpreter, staff members were able to have their questions answered in their language of choice, ensuring they had the the information they needed to facilitate voting in their community.

Staff surveyed were asked to rate various aspects of training, including some of the new methods and resources. Responses are summarized below:

Rating (n=2,158)	In-person training	Online training	Quick Guides
Excellent (5)	30%	33%	34%
Good (4)	34%	33%	44%
Fair/ adequate (3)	21%	13%	15%
Poor (1-2)	15%	5%	3%
Don't know/ no response	<1%	3%	2%
Average rating (1-5)	**3.7**	**4.1**	**4.4**

IV. Voter registration

Pre-election

The final voters list from the 2016 general election formed the foundation of the permanent voter register. With voter registration now an ongoing function of Elections Manitoba, voters do not have to register to vote in each provincial election.

There were several phases in building the voters list for the election, both before and during the election period. Much of this is detailed in section B, including information on the public launch of the register, in-person voter registration, the registration mailer and election-period registration.

While the broad-based publicity and mail initiatives were more cost-efficient, the in-person registration activities fill the critical role of raising awareness of the election and the opportunity to register to vote or update voter information. In-person registration also helps Elections Manitoba connect with voters that aren't reached through advertising or mailing, specifically those who experience homelessness, more transient individuals and new voters.

Election Period Registration

As noted above, the preliminary voters list was finalized and distributed on writ day, August 12. In total, there were 835,933 names on this list. This is an increase of more than 20% over the 2016 preliminary voters list.

During the extended revision period, Elections Manitoba sent approximately 750 registration agents to addresses where voters could not be confirmed. Agents registered voters at their homes, using a process similar to that used during enumeration. The chief electoral officer used the power to adapt, under sec. 28 of *The Elections Act*, to begin revision early. During this period, 8,808 voters were added to the list. This compares to 46,725 voters added during revision in 2016.

With a more comprehensive preliminary list, swear-on numbers were predictably lower than in 2016, with 30% fewer. There was also an increase of 13% in the number of voters on the 2019 final voters list compared to 2016.

The chart below compares voter registration by method in the current and previous two elections.

	2019			2016			2011		
Registration Method	**Voters**	**Days**	**%***	**Voters**	**Days**	**%**	**Voters**	**Days**	**%**
Preliminary Voters List	835,933	NA	96.07%	691,218	33	89.43%	710,590	33	91.44%
Revision	8,808	10	1.01%	46,725	29	6.04%	40,185	29	5.17%
Swear On - Advance	8,490	8	0.97%	10,145	8	1.31%	6,202	8	0.79%
Swear On – Election Day	16,906	1	1.94%	24,789	1	3.22%	20,077	1	2.58%
Total Voters Registered	**870,137**		**100%**	**772,877**		**100%**	**777,054**		**100%**

**Percentages may not add up to 100 due to rounding.*

Quality of Voters List

Elections Manitoba conducts a survey after each general election to assess the quality of the voters list, using three different metrics: accuracy, currency and completeness.

Accuracy and currency are assessed by mailing a survey package to a randomly selected 100 voters from each of the 57 electoral divisions. Voter are asked to return the package, noting any inaccuracies in their name or address as they appear on the voters list, or whether the packages are addressed to voters who no longer live at the address. Follow-up is done by phone to those voters who don't return the package.

Completeness is assessed using secondary information from Statistics Canada and the Manitoba Bureau of Statistics to estimate the number of eligible voters in Manitoba, Winnipeg, and each of the electoral divisions at the time of the election.

For two of the three metrics, accuracy and completeness, the quality of the voters list is higher than it has been since Elections Manitoba has been conducting this survey. Currency of the list, however, is lower than in previous elections. This is an expected outcome of the move to a permanent voter register, as noted in Elections Manitoba's 2013 Permanent Voters List Study.

Accuracy

There were slightly fewer errors in the 2019 voters list compared to the last few elections. This may be because Elections Manitoba validates voter information using third-party data and because the public has the opportunity to confirm their information in the register and provide updates.

An overview of findings from the survey follows:

Accuracy of Voters List Over Time

	2019 (n=4,054)	2016 (n=5,035)	2011 (n=4,711)	2007 (n=4,457)	2003 (n=789)
Correct	94.6%	93.7%	94.2%	93.3%	88.3%
Incorrect ▾	5.4%	6.3%	5.8%	6.7%	11.7%
Inaccuracies in name	2.4%	3.4%	3.5%	3.1%	5.3%
Inaccuracies in mailing address	1.8%	1.8%	1.4%	2.0%	5.4%
Inaccuracies in residential address	2.1%	2.6%	1.9%	2.8%	3.8%

**Percentages may not add up to 100 due to rounding.*

Currency

Currency of the voters list depends on when this research was conducted. For 2003, the survey was conducted almost two years after the election and therefore it is not surprising that almost 19% had moved and over 1% were deceased. In 2007, it was between six and eight months after the election and the proportion who had moved decreased to just under 9%. In 2011 and 2016, it was between four and six months after the election and the proportion who had moved decreased again.

Research for 2019 was conducted within six months of the election. Given that the list is updated by voters and through third-party information, rather than by province-wide enumeration, it's not surprising that it is less likely to be current than voters lists from previous elections.

While the decrease in currency is significant, it is consistent with that of the federal list of electors, which is estimated at 84.9% nationally and 82.2% for Manitoba.

Currency of Voters List Over Time

	2019 (n=5,054)	2016 (n=5,343)	2011 (n=5,069)	2007 (n=4,994)	2003 (n=990)
Lived at address	84.5%	97.1%	94.7%	90.8%	79.9%
Moved	14.7%	2.8%	4.9%	8.8%	18.8%
Deceased	0.8%	0.1%	0.3%	0.4%	1.3%
Total	100%	100%	100%	100%	100%

**Percentages may not add up to 100 due to rounding.*

Completeness

Elections Manitoba appears to have been more successful in 2019 at getting individuals onto the voters list than in previous elections. Although the number of eligible voters grew by 5.6% from 2016, the number of voters on the voters list increased by just over 95,000 (12.6%). The voters list coverage of eligible individuals increased from about 85% in 2016 to over 91% in 2019.

Comparing completeness of the voters list between Winnipeg electoral divisions and those outside the city, the pattern that had existed after each enumeration (2003 to 2016) is now reversed with the permanent list. The completeness of the voters list is higher in Winnipeg than outside the city.

While the overall completeness for Winnipeg is estimated at 92.2%, individual electoral divisions range from 89.1% to 94.5%. This is an improvement over past elections, which saw much greater variation, with inner-city electoral divisions having much lower rates of completeness (for example, for the 2016 election the inner city electoral division of Logan had a completeness of only 64%).

Estimates of Eligible Voters Over Time

	Estimated number				
	2019	2016	2011	2007	2003
Population estimate	1,373,859	1,308,912	1,244,156	1,185,997	1,161,976
Eligible to vote					
18 +	1,058,709	1,002,080	963,723	900,005	877,048
Less non-Canadian adults	98,818	93,483	66,787	29,106	28,363
Less six-month residency requirement	5,563	5,020	6,993	6,086	7,138
Total eligible	954,358	903,577	889,943	864,813	841,547
On voters list (of eligible)	870,080	772,877	777,054	740,920	732,946
% on voters list (of eligible)	91.2%	85.5%	87.3%	85.7%	87.1%

Overall Quality of Voters List Over Time

	2019	2016	2011	2007	2003
Accuracy	94.6%	93.7%	94.2%	93.3%	88.3%
Currency	84.5%	97.1%	94.7%	90.8%	79.9%
Completeness	91.2%	85.5%	87.3%	85.7%	87.1%

While still higher than in the past, the completeness of electoral divisions outside the city of Winnipeg has not been affected as much by the creation of the permanent voters list as those inside Winnipeg. This is partly because rates of completeness were already much higher than in the city.

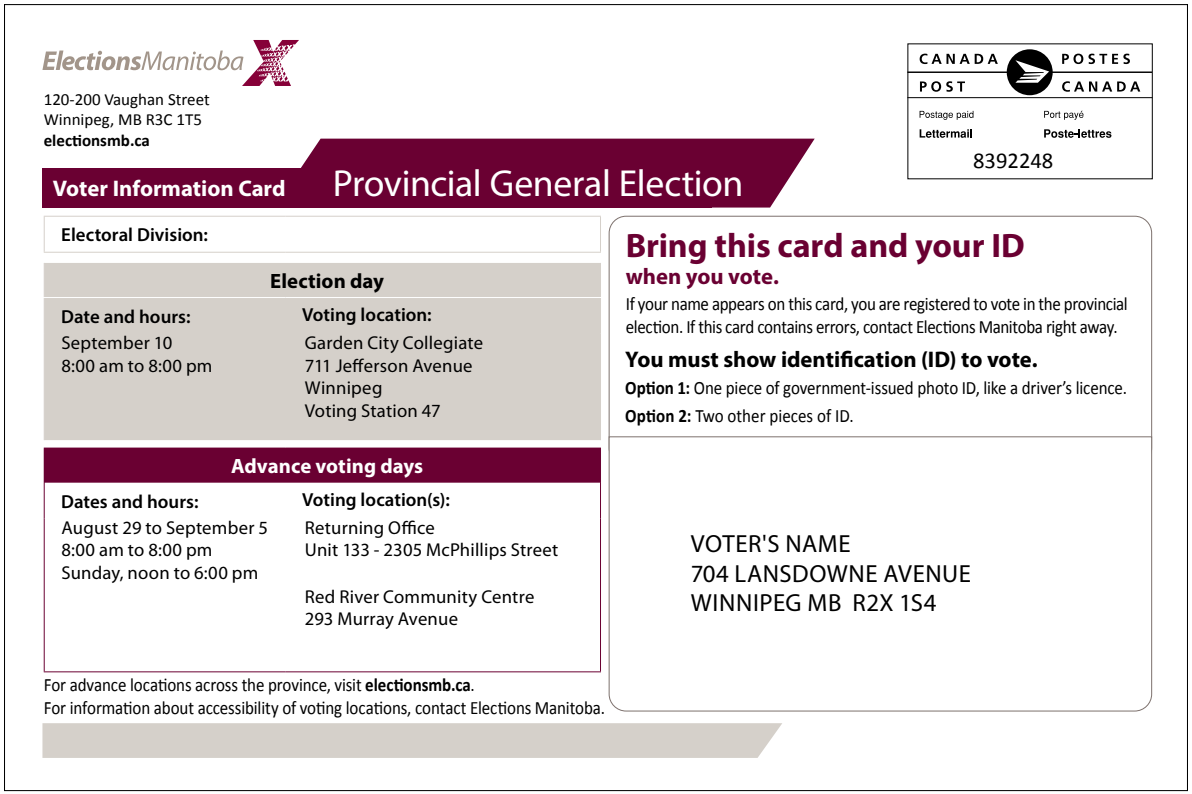
Thus, one of the impacts of the permanent voter register, which uses a variety of sources (including the use of third-party information) to maintain the list, is greater overall completeness.

The second chart on the previous page summarizes the findings of the voters list quality surveys over time.

Voter Information Cards

With the recent legislative change, Elections Manitoba is now required to send voter information cards to all registered voters. The voter information card is now Elections Manitoba's key communication tool during an election.

Voter information cards are customized for each voter, including their election day voting location and advance voting locations in their electoral division. The card also serves as the voter's confirmation that they are registered to vote in the provincial election. Previously, this information was provided to voters by an enumerator. The voter information card also includes a message for voters to update their information or register new voters in their household, along with contact information for Elections Manitoba.


ElectionsManitoba

120-200 Vaughan Street
Winnipeg, MB R3C 1T5
electionsmb.ca

CANADA POST / POSTES CANADA
Postage paid / Port payé
Lettermail / Poste-lettres
8392248

Voter Information Card Provincial General Election

Electoral Division:

Election day

Date and hours:
September 10
8:00 am to 8:00 pm

Voting location:
Garden City Collegiate
711 Jefferson Avenue
Winnipeg
Voting Station 47

Advance voting days

Dates and hours:
August 29 to September 5
8:00 am to 8:00 pm
Sunday, noon to 6:00 pm

Voting location(s):
Returning Office
Unit 133 - 2305 McPhillips Street

Red River Community Centre
293 Murray Avenue

For advance locations across the province, visit **electionsmb.ca**.
For information about accessibility of voting locations, contact Elections Manitoba.

Bring this card and your ID
when you vote.

If your name appears on this card, you are registered to vote in the provincial election. If this card contains errors, contact Elections Manitoba right away.

You must show identification (ID) to vote.

Option 1: One piece of government-issued photo ID, like a driver's licence.

Option 2: Two other pieces of ID.

VOTER'S NAME
704 LANSDOWNE AVENUE
WINNIPEG MB R2X 1S4

Voter information card

A supplier selected through a competitive process managed the printing and mailing of voter information cards. The cards were securely set up to match a voter to a voting place, including a unique bar code for each voter. On writ day, cards were mailed to 826,067 eligible voters on the preliminary list.

Following revision, an additional 61,140 revised cards were mailed. The bulk of this mailing was the result of internal changes to update the accuracy of the permanent voter register. The rest were cards mailed to voters who had registered or made changes during revision and to those living in institutions.

Voter information cards were mailed to 826,067 eligible voters.

Digital copies of all voter information cards were securely stored in the voters list management application. If a voter called to say they had not received their card, election staff could quickly confirm that the card had been generated and provide the voting information over the phone. They could also email a digital copy to the voter, which could be used as ID at the voting place.

Findings from our survey of the Manitoba population indicates that voter information cards were well received. When asked if they remembered receiving their card in the mail, if their name and address were correct, and if the card provided the information they needed to vote, respondents gave the following information:

Voter Information Cards

	Voters (n=519)	Non-voters (n=81)
Received voter card in the mail		
Yes	93%	80%
No	7%	20%
Correct name and address	**(n=481)**	**(n=65)**
Yes	95%	97%
No	5%	3%
Don't know	<1%	-
Provided information needed		
Yes	98%	98%
No	2%	-
Don't know	<1%	2%

Note: Percentages may not add up to 100 due to rounding.

V. Technology and Information Security

Security

Elections Manitoba proactively addressed security in this election, particularly cyber security. A small committee involving senior staff and representatives of the Office of the Clerk of Executive Council and Manitoba Justice was established to discuss potential threats, possible solutions and generally maintain open lines of communication through the election process. Through these discussions, Elections Manitoba linked with the Canadian Centre for Cyber Security and the materials and advice they provide for political parties and candidates. The centre is the federal expert on cyber security and provides advice, guidance services and support for governments, critical infrastructure owners and operators, the private sector and the general public. With the support of the centre, Elections Manitoba shared materials with registered parties and candidates. In addition, the committee facilitated a meeting with the Winnipeg Police Service and the RCMP to establish open lines of communication in the event of any potential digital threats.

Internally, Elections Manitoba strengthened policies around security practices, implemented criminal record checks for employees working with voter information, conducted an external security audit and strengthened overall security for digital systems.

The organization has always operated with a high level of security consciousness in managing information about voters, and during this election continued to build on that effort recognizing the new threats that continue to arise. Elections Manitoba did not experience security breaches during the election.

Voters List Management Application

Information technology supported modernization of the 42nd general election, from pre-writ and training activities to election night results reporting. In particular, the voters list management application improved the efficiency of many electoral processes. In addition to making electronic strike-off possible for advance voting, the application increased Elections Manitoba's internal reporting capability.

Staff used the application to create reports and lists for headquarters, returning offices, registration agents and voting officers, as well as for candidates and parties. Many of these documents were previously created through non-integrated computer applications or manually. Some of the materials produced with the voters list management application included:

- All voters lists (preliminary, revised and final)
- The election day voting book that included all voters, with those who had previously voted struck off
- Lists of addresses for registration agents to visit
- Advance voting reports of resident and non-resident voters at each voting location
- A report that noted voter moves from one address to another

To protect the privacy of voters' personal information, Elections Manitoba adopted enhanced security measures for those using the voters list management application, including two-factor authentication for login.

All employees who needed to access the application, were required to undergo a security clearance. Elections Manitoba contracted with an external supplier to facilitate the large volume of clearances. There were implementation issues with the clearance

process part way through the election that were eventually resolved. The way security clearances are handled will be revisited for the next election.

Elections Manitoba is committed to the security clearance process as a measure to protect voter information. To ensure adequate time to process clearances, we will start our recruitment as early as possible to minimize the impact of any delays from large volumes coming through in a short time frame.

Election Management Application

Elections Manitoba developed a new election management application for 2019 that leverages current technologies, integrates multiple legacy systems and makes use of web-based access channels. The new system supports the integration and streamlining of approximately 10 independent applications into one secure web-based application. The system houses all the core information required to conduct the election and supports management of all phases of the election, from recruitment to election night results. Modules include:

- **Employee management for election staff:**
  - Hiring
  - Assigning positions
  - Set up for training
  - Performance assessment
- **Voting area and voting place management:**
  - Tracking of accessibility, security and leasing information
  - Readiness status on voting days
  - Export of voting location data for voter information cards
  - Integration of voting locations with website for voting information searches
  - Integration with election night results reporting
- **Calendar, messages and task list:**
  - Communication between field and headquarters
- **Returning office:**
  - Contact information
  - Office readiness status
- **Payroll**
- **Candidates and registered parties:**
  - Tracking of nomination forms and candidate endorsement by parties
  - Ballot preparation and proofing
  - Official agent and auditor information
- **Election night results:**
  - Web-based reporting from returning offices to headquarters
  - Validation of results by headquarters staff
  - Publication of unofficial results to website

The election management application allows audited and controlled access by staff at headquarters and in returning offices. Creating distinct user profiles ensures staff can only view or edit data if their position requires them to do so.

Hardware for Returning Offices and Voting Places

In order to expand the use of technology without increasing costs, Elections Manitoba partners with other electoral agencies across Canada to share hardware for elections. Through this partnership, Elections Manitoba was able to lease approximately 500 laptops from Elections Ontario for use in returning offices and voting places.

Voting officers used the laptops during advance voting to facilitate the real-time strike-off process. Of the 326 advance voting locations, electronic strike-off was done at 194 locations, including all returning offices. Through the use of technology, locations with higher traffic and reliable internet connections were able to process advance voters more quickly than would have been possible with the paper-based system.

Real-time strike-off

VI. Candidates and Parties

Nominations for the 2019 general election closed on Monday, August 26 at 1:00 pm, with 235 candidates nominated. In order for a candidate to have their party name printed on the ballot beside their name, that party must endorse the candidate on an official form submitted to Elections Manitoba. Of the 235 candidates nominated, 232 were endorsed by parties and three were independent.

There were seven registered parties in Manitoba during the 42nd general election. As per section 6 of *The Election Financing Act* (EFA), the Manitoba Forward Party became registered as of writ day by endorsing five or more candidates during the election period. The Manitoba Party, registered in March 2016, changed their name to Manitoba First. The number of candidates endorsed by each registered party is shown to the right:

Registered Political Party		Candidates Endorsed
CPC-M	Communist Party of Canada–Manitoba (CPC-M)	5
GPM	The Green Party of Manitoba (GPM)	43
Lib.	Manitoba Liberal Party (Lib.)	57
MBFWD	Manitoba Forward Party (MBFWD)	7
MF	Manitoba First (MF)	6
NDP	New Democratic Party (NDP)	57
PC	The Progressive Conservative Party of Manitoba (PC)	57
Ind.	Independent (Ind.)	3
Total		**235**

To assist with filing nominations and other aspects of their campaigns, Elections Manitoba provided candidates and official agents with information kits that included the legislation, maps, information on the nomination process, rights and responsibilities, rules for campaigning, and more.

Candidate Disclosure

In May 2019, the government introduced an amendment to the nomination provisions for candidates (section 55 of *The Elections Act*). The new provision requires candidates to disclose if they have pled guilty to, or been found guilty of, an offence under any of the following:

a. the *Criminal Code* (Canada);

b. the *Controlled Drugs and Substances Act* (Canada); or

c. *The Income Tax Act* or *the Income Tax Act* (Canada) or any other law related to financial dishonesty that the Lieutenant Governor in Council has, by regulation, designated for the purpose of this section.

Candidates do not have to disclose an offence under the *Youth Criminal Justice Act* (Canada), the *Young Offenders Act* (Canada), or an offence for which they were granted a pardon, as provided for in section 748 of the *Criminal Code*.

Manitoba is the only jurisdiction in Canada with a disclosure provision for prospective candidates.

The new provision also requires the chief electoral officer to publish the disclosure statements on the Elections Manitoba website.

The role of Elections Manitoba is to provide the disclosure form to prospective candidates, ensure that the completed form is included in the nomination form, and publish the disclosures.

Elections Manitoba does not have the authority to investigate candidates to determine if the disclosure statement provided is accurate. Any investigation into the accuracy of a disclosure statement would be a complaint-driven process and would be conducted by the Manitoba Commissioner of Elections.

Ballots

Elections Manitoba used a centralized procurement process for ballot printing, selecting six suppliers in total. In past elections, each returning officer would select and work directly with a print supplier, sometimes leading to inconsistent results. For this election, we divided the province into six regions, identified a printer to supply each region and provided the ballots directly to each printer. This resulted in a greater consistency and a higher quality overall, with no print issues identified.

Returning officers were responsible for calculating the number of ballots required for their electoral division, reviewing the proofs and receiving the printed ballots. Approximately 1,216,000 ballots were printed and delivered to voting places. Print suppliers returned any unused paper directly to Elections Manitoba's warehouse facility.

In addition to regular ballots, Elections Manitoba also printed Braille ballot templates. Voters who read Braille are given a numbered list of candidates and a regular ballot is slid into the template sleeve. The numbers on the template line up with the candidate names on the ballot, with a hole over the circle to mark an X. Voters find the number on the template that corresponds with the candidate of their choice, then find the corresponding hole in the template to mark their X.

In addition to the Braille ballot templates, other tools to assist with voting included a large print list of candidates, a magnifying ruler and large easy-grip pencils. Voters were also able to use their own mobile device to assist them with voting; for example, if they have an application on their device that helps them read a ballot.

Braille ballot template

VII. Voting Places

Accessibility

One of the key assignments returning officers must complete before the election is finding and confirming voting places. The most important selection criteria are central location within the voting area, space for voting stations and physical accessibility. With the use of technology at advance voting places, access to the internet was a new consideration in location selection. An uncertain election date and the fall federal election presented more challenges than usual in finding and securing space.

As part of their assignment to select voting places, returning officers were required to complete an accessibility checklist for each location. Some of the factors considered include parking, paved pathways to the building, signage, level access, handrails and door thresholds. Where required, returning officers made adaptations to bring locations up to accessibility standards, including placing temporary ramps, designating parking for individuals with disabilities, communicating service disruptions and deploying additional staff to direct and assist voters.

Only two of more than 900 voting places used for the election[1], did not fully meet accessibility requirements. In one case, the doorway closest to the voting stations did not meet standards. In the other, staff needed to assist voters to use the elevator and, on two occasions, the staff were not in the immediate area. Elections Manitoba is committed to preventing barriers to voting and strives to quickly address issues as they arise.

Almost all voters surveyed reported that their voting location was very convenient (83%) or somewhat convenient (14%). Few indicated it was inconvenient (3%).

Use of Schools

Along with the recent legislative change, an amendment was made to *The Education Administration Act* (sec. 4(1.1)) requiring that a set election date be a non-instructional day in schools. It was anticipated that this amendment would allow more schools to be used as voting places. As the election was not held on the set date, schools were open on election day. In total, 203 schools in 49 electoral divisions were used as voting places in 2019.

In total, 203 schools in 49 electoral divisions were used as voting places

Elections Manitoba partnered with the Department of Education and the Manitoba School Boards Association to facilitate the use of schools and provide security where required. In total, Elections Manitoba provided 127 schools with paid security and staffed all of them with an information officer to direct voters.

[1] *Some locations were used for both advance and election day voting.*

VIII. Voting Opportunities

Elections Manitoba offers voters many ways to cast a ballot in provincial elections. In addition to regular voting on election day, options include advance voting for eight days at any location in the province; absentee voting by mail; institutional voting in hospitals, personal care homes and correctional facilities; and homebound voting for those unable to leave their homes due to a disability and their caregivers. Mobile voting stations were used in some institutions on election day to serve multiple locations in the same day.

Election Day Voting

Voting on election day took place at 854 locations from 8:00 am to 8:00 pm. On election day, 358,416 Manitobans, or 74.83% of all those who voted, cast their ballot at regular voting stations.

Advance Voting

Advance voting was held from August 29 to September 5 at 326 locations, including each of the 57 returning offices. Criteria for selection of advance locations include accessibility, use in previous elections, and availability for the eight days of advance voting. In electoral divisions outside of Winnipeg and Brandon, locations are more numerous because of the legislative requirement that voters in communities of 50 or more must not have to travel more than 30 km to vote in advance. As a result, northern and many rural electoral divisions had between 13 and 18 advance locations each.

Some institutions had advance mobile voting stations, where voting was held for part of the day before moving to another location. These mobile stations are used primarily in personal care homes.

Vote Anywhere During Advance Voting

In Manitoba, voters have the option to vote at any advance location in the province. This greatly increases accessibility and convenience for voters. Non-resident voters, or those who cast a ballot outside their home electoral division, are given a list of candidates for their electoral division and vote using a certificate envelope system. The certificate envelopes, signed by the voter and the voting officer, ensure that the ballot is returned to the voter's home electoral division, while preserving the secrecy of the vote. While there were some errors made in administering the non-resident vote, e.g. voters given the wrong candidate list or signatures missed on certificate envelopes, most of these errors were successfully resolved.

Use of technology also helped to streamline the advance non-resident process in several ways. It reduced the time it took to sort certificate envelopes at headquarters and send them back to the home electoral division for counting on election night. End-of-day balancing and reporting was simplified and took less time each day. The technology also enabled us to accurately track voters who moved from one electoral division to another.

The recent amendments changed the timeframe of advance voting for this election. Previously held from Saturday to Saturday, advance voting for 2019 ran from Thursday to Thursday. This change was made to allow more time for sorting and sending non-resident advance ballots back to their home electoral division. Another amendment allowed voting officers to open certificate envelopes at 6:00 pm, two hours before the

Kirkfield Park advance voting team

close of voting, to speed up the counting process on election night. The additional time was beneficial to the process and efficiency was increased. Elections Manitoba will continue to explore ways to further streamline and improve the process.

Advance voting places were open from 8:00 am to 8:00 pm Monday to Saturday and noon to 6:00 pm Sunday. Legislative amendments allowed for exceptions to be made to these hours to align with the public opening hours of the location, most notably shopping malls. The intention of this change was to eliminate the need for additional staffing at entrances that were locked and to respond to public expectation that these locations would not normally be open outside mall hours. Some voter confusion arose as a result of this, along with inconsistency of opening hours on Labour Day. By clarifying hours on voter information cards, on the website and in its advertising, Elections Manitoba hopes to reduce confusion.

In Manitoba, voters have the option to vote at any advance location in the province.

The table below shows the advance voting locations with the most traffic in the 2019 election. These 10 locations accounted for approximately 21% of all advance voting.

Top 10 Advance Voting Locations:

Location	Electoral Division	Number of Days	Resident Votes	Non-Resident Votes	Total Votes
Garden City Shopping Centre	McPhillips	7	2,051	1,502	3,553
Kildonan Place Shopping Centre	Radisson	8	1,643	944	2,587
Outlet Collection Winnipeg	Fort Whyte	7	1,020	1,449	2,469
Polo Park Shopping Centre	St. James	7	1,267	1,182	2,449
Returning Office — St. Vital Centre	Riel	8	1,192	1,146	2,338
Grant Park Shopping Centre	Fort Garry	8	939	1,295	2,234
Gateway Community Centre	Rossmere	8	1,605	555	2,160
Returning Office, 6650 Roblin Avenue	Roblin	8	1,949	114	2,063
Tyndall Park Market	Tyndall Park	8	1,821	196	2,017
Returning Office — River Heights Community Club, Crescentwood Site	River Heights	8	1,849	124	1,973

In total, 112,814 people voted in advance. Of those, 94,059 were resident voters, or those who voted in their home electoral division, and 18,755 were non-resident, or those who voted outside their electoral division. Advance voting accounted for 23.55% of all votes.

While more advance votes were cast in 2019 than in 2016, the proportion of advance voting decreased slightly, from 24.86%. This may have been partially because of the long weekend, with advance voting particularly low on Labour Day. Non-resident voting in particular saw a drop. More promotion of the option to vote anywhere in advance will be considered for the next election.

The following table shows advance voting turnout in the last three elections:

	2019	2016	2011
Advance Resident	94,059	81,868	56,307
Advance Non-Resident	18,755	28,464	22,124
Total Advance	112, 814	110,332	78,431
Percentage of all votes	23.55%	24.86%	18.12%

Conversely, the proportion of voters reporting that they planned to use advance voting has grown steadily since 2011, as reported in the Survey of the Manitoba Population:

Use of Advance Voting Locations	2019	2016	2011
Planned it	92%	86%	76%
Happened upon it	8%	14%	24%

Satisfaction with Voting

Voter Satisfaction with Voting Experience

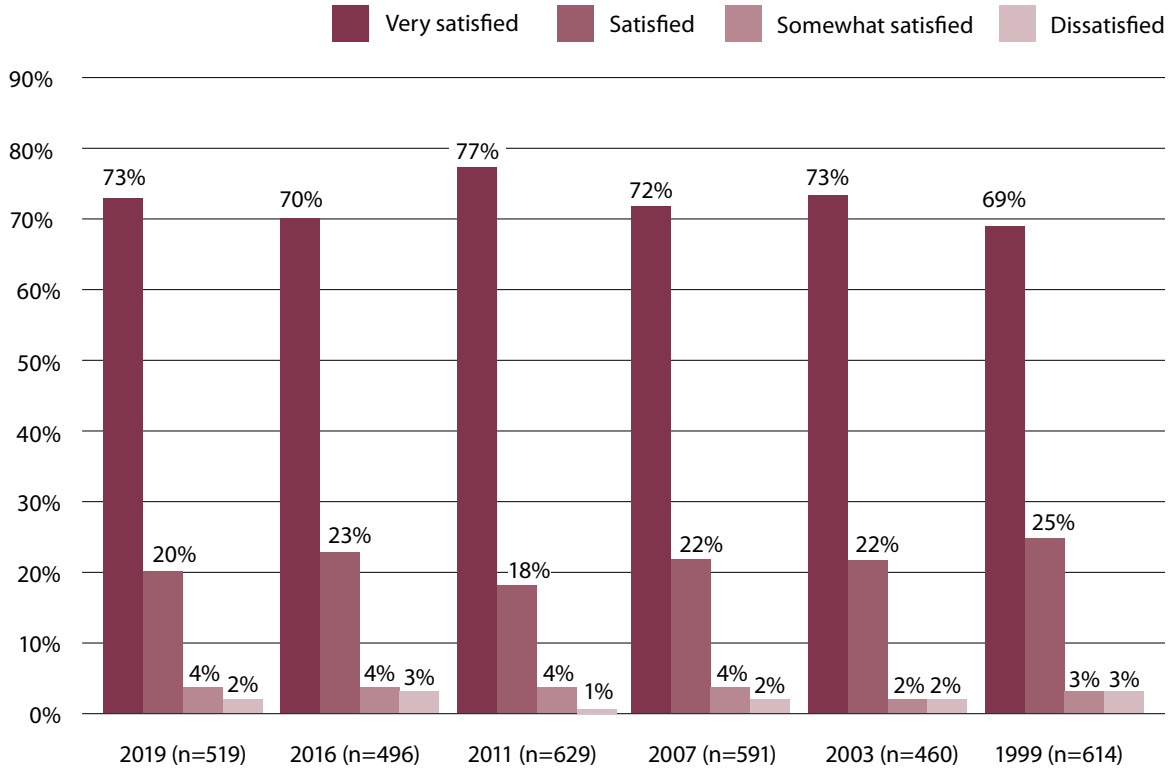
The vast majority of voters said they were very satisfied (73%) or satisfied (20%) with their voting experience. Over 90% of voters reported voting officers were polite, courteous and knowledgeable. Over 9 in 10 voters said they were satisfied with the time it took to vote, including 81% who said they were very satisfied.

Almost all voters reported that they received most of the information they needed, with 84% saying they received all of the information they needed. This percentage has increased steadily since 2011.

Almost all voters said that they received very fair (87%) or fair (11%) treatment when voting. In 2019, the results are similar to 2016, when there was a significant increase in those who said the process was very fair.

The following table shows the overall satisfaction with voting experience over time, among voters surveyed:

Voter Satisfaction with Voting Experience



Staff Satisfaction with Voting Process

Of voting officers responding to the staff survey, most were satisfied with the operation of their voting place, including voter identification and the voting process.

Those working on election day were slightly more likely to be satisfied than those working during advance. Overall, 83% report being satisfied with the way the voting process went on election day.

Overall, 78% or almost eight in 10 advance voting officers report being satisfiedby the way the voting process went. Few were dissatisfied (7%).

Other Voting Methods

Institutional Voting

This voting option was available to residents of personal care homes and hospital patients as well as inmates of correctional facilities. In hospitals, voting officers worked with administrators to offer voting to patients, either setting up a voting station in the facility or going bed to bed with a ballot box and voting screen, or both.

In larger facilities, the voting stations ran all day and in smaller facilities, they ran for several hours before moving on to another facility. Long-term residents used regular ballots to vote, selecting a candidate in the facility's electoral division; temporary residents used write-in ballots, selecting a candidate from their home electoral division. Institutional write-in ballots are counted after election day.

In total, 2,056 Manitobans voted in institutions using write-in ballots and 4,323 using regular ballots. Institutional voting was held at 357 locations.

Type of institution	Number used as voting stations
Personal care homes	141
Senior Residences	110
Hospitals	72
Correctional facilities, including RCMP holding cells	26
Residential treatment centres	5
Homeless shelters	3
Total	**357**

Absentee and Homebound

The absentee and homebound voting options make voting accessible for voters who are not able to cast their ballot at the voting station. Manitobans who were away during advance voting and on election day could apply for absentee voting. Absentee voting is available for voters who will be away on vacation or business during the election. It is also available for voters who are exempt from the six-month residency requirement. These include students, Canadian Armed Forces members, Manitobans working for the Manitoba or Canadian government and anyone living with them. In 2019, 668 voters used absentee voting.

The recent legislative amendments included a change to absentee voting to expand the timeframe to vote: Voters were able to cast their vote for either a candidate or a registered party before nominations closed. Previously, absentee voters had to wait until they had a list of candidates before they could cast their ballot and send it back to the returning office. This was problematic for some voters in international or remote locations whose ballot would take too long to be sent back to returning offices.

Elections Manitoba worked with the Judge Advocate General to pass on absentee voting information and instructions to Canadian Armed Forces members abroad.

The homebound voting option was available, by application, to voters who were unable to leave their home due to a disability as well as to their caregivers. A total of 649 voters applied to vote at home.

Absentee and homebound voting options were communicated to voters through advertising, the Elections Manitoba website and media releases, as well as by registration agents during home visits. Application forms for both voting options were available on the website; previous to this election only absentee applications were online. Elections

Manitoba also worked closely with disabilities organizations to publicize these voting options for 2019.

Both the absentee and homebound numbers were down from previous elections:

Accessible voting option	2019	2016	2011
Absentee	668	1,066	1,008
Homebound	649	1,646	1,284

Although it's not clear why these numbers have dropped, one factor could be the shorter election calendar with less opportunity for promotion. The elimination of full door-to-door enumeration also accounted for some reduction in homebound voting, as enumerators would speak directly to voters about this option. Elections Manitoba will continue to explore other methods of promoting these services to those who need them.

Personal Security Voting

Voters with security concerns could apply to have their personal information omitted or obscured from the provincial voters list. In 2019, nine voters applied for personal security protection voting.

Flood Evacuees

Six First Nations communities in The Pas-Kameesak and Dauphin electoral divisions continued to have voters displaced from their permanent residence due to the ongoing impact of flooding. Elections Manitoba partnered with the Canadian Red Cross to communicate with 1,100 flood evacuees from the Lake St. Martin, Little Saskatchewan, Ebb and Flow, Pinaymootang, Dauphin River, and Peguis First Nations. Evacuees were given information about registration and the option to vote either in their current electoral division or in their home electoral division.

Elections Manitoba also wrote to Chiefs in the affected communities, registered parties and all candidates in The Pas-Kameesak and Dauphin electoral divisions to inform them of the voting options available to evacuees.

There were no issues raised during the election about the voting opportunities or information provided.

Immediately before the election was called, residents were evacuated from Little Grand Rapids and Pauingassi First Nations due to forest fires. After consultation with the Canadian Red Cross, Elections Manitoba determined that no accommodation would be required, as it was a short-term evacuation.

IX. ID Requirements

This was the first general election in which registered voters were required to show ID on election day. Previously, ID was only required for advance voting and for voters not on the list. At present, of the federal, provincial and territorial jurisdictions in Canada, half require voters to show ID.

Although some voters reported confusion among voting officers about ID requirements, there were no reports of voters being unable to vote because they lacked ID. The confusion was due in part to the introduction of the voter information card, which could be used as one of two pieces of ID, but was not required. A very small number of voters were told that they needed to show their voter information cards to vote, but further conversation with a returning officer or senior voting officer resolved this issue.

Along with the change to ID requirements, vouching was also introduced for this election. Vouching was available on election day (but not during advance voting) to voters who were on the voters list. The person vouching also had to be on the voters list and be a resident of the same electoral division. A voter could only vouch for one other voter. In total, 972 voters used the vouching option. Vouching

was more common in rural electoral divisions, with an average of 28 voters vouched for in rural divisions compared to an average of nine in urban divisions.

With ID now required for every voting opportunity, Elections Manitoba must publish a list of acceptable ID every year and within three days after the writ is issued. As noted earlier, the voter information card is included in the list of acceptable ID, but is not required.

The list of acceptable ID is extensive and includes electronic versions of documents, including photos of ID. The list was developed through review of best practices in other jurisdictions and in consultation with the Advisory Committee established under section 200 of the *The Elections Act*.

The list in effect for the 42nd general election was as follows:

Option 1

One government-issued photo ID (federal, provincial, municipal) with your current address, e.g.:

- Driver's licence
- Manitoba Identification Card
- Any other government identification with your photo, name and current address

One government-issued photo ID (federal, provincial, municipal) that does not include your current address, e.g.:

- Canadian Passport
- Indian Status Card
- Canadian Forces Photo Identification Card
- Any other government identification with your photo and name.

If the government photo ID does not have a current address, voters will need to sign a form confirming address.

Option 2

Two Pieces of ID:

Any combination of the following ID will be accepted. At least one must have current address or a declaration of address is required.

- Elections Manitoba Voter Information Card
- Birth certificate
- Manitoba Health card
- Certificate of Canadian citizenship
- Citizenship card
- Veterans Affairs Health Card
- CNIB card
- Employee card
- Parolee card
- Licence or card issued for fishing, trapping or hunting
- Residential lease or sub-lease
- Mortgage contract or statement
- Income tax assessment
- Property tax assessment or evaluation
- Insurance certificate, policy or statement
- Firearms license
- Social insurance number card
- Band membership card
- MMF Métis Citizenship card
- Card issued by an Inuit local authority
- Old age security card
- Credit card
- Debit card
- Student identity card
- Utility bill (e.g. electricity; water; telecommunications services including telephone, cable or satellite)
- Bank statement
- Credit union statement
- Credit card statement
- Correspondence issued by a school, college or university
- Letter from a public guardian or public trustee
- Pleasure Craft Operators License
- Government employee card
- Medical clinic card
- Label on a prescription container
- Identity bracelet issued by a hospital or long-term care facility
- Blood donor card
- Hospital card
- Public transportation card
- Library card
- Liquor identity card
- Personal cheque
- Government statement of benefits
- Government cheque or cheque stub
- Pension plan statement
- Letter of confirmation of residence from a First Nations band or reserve or an Inuit local authority
- Letter of confirmation of residence, admission form or statement of benefits from one of the following designated establishments:
  - student or seniors' residence
  - long-term care facility
  - shelter
  - colony
- Vehicle registration
- Employer paycheque

Electronic documents such as e-bills are acceptable forms of ID. Photos of ID are also acceptable.

Option 3 — Vouching
(Election Day Only)

If you are on the voters list on election day, and don't have ID with your name, you can take an oath and have someone who knows you vouch for you. This person must be on the voters list, show proof of identity and address, be registered in the same electoral division, take an oath and vouch for only one person.

X. Accessibility

As noted throughout this report, election law provides many ways for Manitobans with disabilities to easily and independently cast a ballot. As required by *The Accessibility for Manitobans Act,* Elections Manitoba created an accessibility plan in 2017. Since the last general election, Elections Manitoba has been active in its efforts to reduce barriers to voting.

Some of the recent measures Elections Manitoba has undertaken include:

- Held a consultation with disabilities organizations in 2017. Many of the actions below were taken as a result of the consultation.
- Partnered with Society for Manitobans with Disabilities, now known as Manitoba Possible, to make accessible customer service training videos available to all staff.
  - All permanent Elections Manitoba staff have received this training.
  - Training is now provided as part of orientation for new permanent staff.
  - Training was provided to all returning officers, assistant returning officers and voting officers for the 2019 general election (over 7,000).
- Partnered with disabilities organizations across the province to provide accurate information on registration and accessible voting options.
- Developed new policies for accessible customer service, including a feedback process for customer concerns.
- Close-captioned our TV commercial for the general election.
- Voters are now allowed to use their mobile devices to assist them with voting, e.g. if they have an app on their device that helps them read the ballot.

Elections Manitoba's Accessibility Plan, revised for 2020, outlines our organization's commitment to ensuring that the electoral process is accessible to all eligible voters and provides an update on measures taken since the original plan was developed in 2017.

Television advertising with closed-captioning.

XI. Counting the Vote

Election Night: Unofficial Results

The count took place on election night when voting places closed at 8:00 pm. Regular election ballots were counted at voting places, while homebound, absentee, advance and institutional ballots were counted at the returning offices. The only ballots not counted on election night were those cast by temporary residents at institutions. Candidates and their representatives, or scrutineers, were present during the count at some locations.

Once the ballots were counted, the officials at the voting place called their results in to the returning office. As results were received at the returning offices, they were entered into the election management application for verification and tabulation. Returning office staff also recorded results on the wall chart.

Once approved by headquarters, results were incorporated into the website and into a portal for the media consortium, an organization that works on behalf of several media outlets to streamline results gathering and reporting.

In 2019, some electoral divisions did not promptly report their results to headquarters via the election management application.

This caused delays in verifying results and reporting them on the Elections Manitoba website. Media represented by the consortium were able to report results more quickly because they had staff placed in most returning offices who could report results on the wall charts directly to the consortium by phone. Elections Manitoba will address these delays in future elections through training, by emphasizing the need to prioritize results reporting over other tasks.

Final Tally: Official Results

One week after election night, returning office staff completed a final tally of the votes. The objective of the final tally is to ensure that the statement of vote from each ballot box has been correctly reported. The statement of vote shows the number of votes for each candidate, as well as spoiled, discarded and rejected ballots, total votes cast and total registered voters. Candidates and scrutineers may also be present at the final tally.

Once the statement of votes was finalized, the returning officers declared the winning candidate elected in their electoral divisions. If the difference between the winning candidate and the one in second place is 50 votes or less, the returning officer must apply for a judicial recount. Any eligible voter or candidate may also apply for a recount, even when the plurality is greater than 50. There were no recount applications for the 2019 election.

Elections Manitoba experienced some challenges in finalizing the statements of votes, specifically the final number of registered voters in each voting area. While the new voters list management application has the capability to produce a more accurate final voters list, we need to refine our processes so that we are able to integrate this final list into our election management application more quickly and efficiently. We will also look at devoting more resources to the final tally process.

Adoption of our recommendation that the final voters list include changes made by voters on election day would also contribute to a more accurate and up-to-date final voters list.

XII. Payments and Payroll

Tariff

After every general election, Elections Manitoba reviews the fees paid to returning officers and other election officials, as well as those paid for voting place rentals and printing of ballots. Fees are set in *The Election Fees, Expenses and Rentals Regulation*, also known as the tariff. Elections Manitoba may recommend adjustments to the tariff to reflect changing legislative or administrative requirements. Any changes to the tariff must be approved by the Lieutenant-Governor in Council.

Factors considered in revising the tariff for 2019 included:

- Legislative change: With the introduction of the permanent voter register, returning officers are no longer responsible for conducting a full enumeration of their electoral division. This has been replaced with targeted revision, which requires a shorter time period than enumeration. Legislative change also created the new position of registration agent.
- Boundary changes: The tariff has always provided an additional allowance for returning officers and assistant returning officers working in electoral divisions that are over 30,000 square miles in area. Previously, this included two northern electoral divisions (Flin Flon and Keewatinook) but with the 2018 boundaries review, Thompson also meets the criterion.
- An estimated Consumer Price Index (CPI) increase: To ensure that the tariff meets the minimum wage requirements and reflects the increase in CPI since the previous election.
- Experience from previous elections and interjurisdictional analysis: Feedback from election workers on payments and responsibilities are reviewed alongside best practices from other jurisdictions in developing the tariff. Our goal is to ensure responsible and efficient use of public funds, while ensuring wages remain competitive within the province and with other jurisdictions.

Elections Manitoba provides guidelines to returning officers in budgeting for staff hours. For future elections, these guidelines will be adapted for urban, rural and northern electoral divisions to account for varying needs based on geography and population. Some areas of the tariff to be reviewed for the next election include the possibility of streamlining positions and simplifying the rate structure.

Overall, about six in 10 voting officers surveyed thought the payment they received was adequate. This has fallen fairly steadily since 2003, when 73% thought the pay was adequate. In 2019, the percentage went up slightly from 2016, from 61% to 63%, but this is not statistically significant.

Payroll

Elections Manitoba worked with a payroll provider, selected through a competitive process, to issue paycheques to election officials. There were three pay periods, each corresponding to a phase of the election: revision, advance voting and election day. The previous election had seven pay periods. The decrease in number was due to a shorter election calendar with no registration outside the election period.

Approximately 10,000 cheques were issued in 17 payroll batches, for a total of $3.9 million. Returning officers and assistant returning officers were paid directly through headquarters for a total of $1.4 million. As much as possible, Elections Manitoba ensured that staff were paid within two weeks of working.

Returning officers are ultimately responsible for authorizing and approving field office payroll. Processing payroll involves:

- Ensuring all payroll forms are properly completed by the employees
- Submitting the bi-weekly payroll to headquarters within the specified deadlines
- Addressing all payroll-related questions from election workers by referring to the manual or consulting with returning office support staff
- Responding to any questions from headquarters staff

One of the issues encountered in administering payroll was incomplete employee registration forms, requiring follow-up with the returning office. We are currently reviewing payroll forms so that they will be easier for returning office staff to complete and submit accurately. We will also provide staff with a quick reference guide of common errors and items to watch for during each phase of the election, as well as individual coaching when required.

The integration of payroll into the election management application also caused some issues. While the intention was to increase efficiency by combining hiring, training scheduling and payroll within one system, changes in process made the implementation less successful.

Payroll Statistics

Vendor Payments

Elections Manitoba had a team dedicated to processing payments during the election. In total, they processed more than 3,000 payments to vendors during the election period, including voting place rentals, ballot printing, returning office leases, phone and internet services, and furniture.

Generally, payments were timely, efficient, complete and accurate. We prioritized payroll on alternate weeks from vendor payments so that we could meet our payroll submission deadlines. We are always working on improvements to our internal processes to make them as efficient as possible.

XIII. Communicating with the Public

Advertising Campaign

Elections Manitoba has a legislative mandate to provide information to the public about the electoral process, the right to vote, the right to be a candidate and other aspects of the law. For 2019, Elections Manitoba worked with a creative agency, selected through a competitive process, to develop a new advertising campaign. The agency developed a creative concept that was used in all election advertising; election collateral, such as brochures and posters; and the website. The tagline for the campaign was "Your vision of Manitoba should include you." The visual for the campaign concept, as implemented in the TV ad, showed a series of faces from different demographics looking at themselves in a Manitoba-shaped mirror. Print and other ads used still photography to convey the same message.

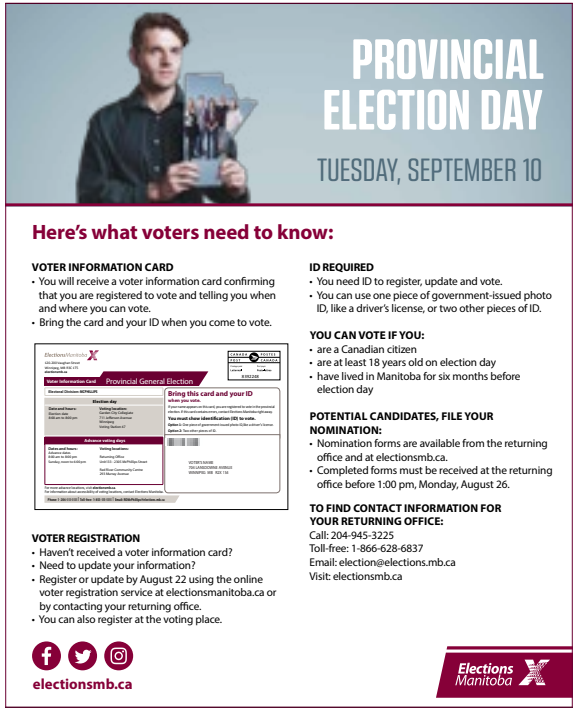
With the public launch of the permanent voter register, Elections Manitoba began placing ads about voter registration as early as April. Recruitment ads followed in the summer.

Elections Manitoba did a broad media buy for the general election to create awareness of the election and provide information. Paid media included newspapers, radio, television, online, billboards, and transit.

The following placements were new for 2019:

- **City of Winnipeg Network:** Stills and videos shown in recreation centres, pools and libraries
- **Convenience Store Posters:** Placed in neighbourhoods across Winnipeg, Brandon, Portage la Prairie and Steinbach
- **Indoor Digital Network:** Stills and videos on digital office and lobby screens as well as wayfinding screens located throughout the pedestrian concourse underground at Portage Portage and Main.

Billboard advertising



Sample Print advertising

2019 General Election Advertising

308 Newspaper and other print ads

34 Standard billboards

63 Digital billboards

2,284 Broadcast TV ad spots

4,879 radio spots

320 Transit bus interiors

40 Convenience store posters

39 Online ad spots

99 Transit bus exteriors

70

80 Movie screens

Tim Horton's TV screens

$696,053 Total Cost

Voter's Guide

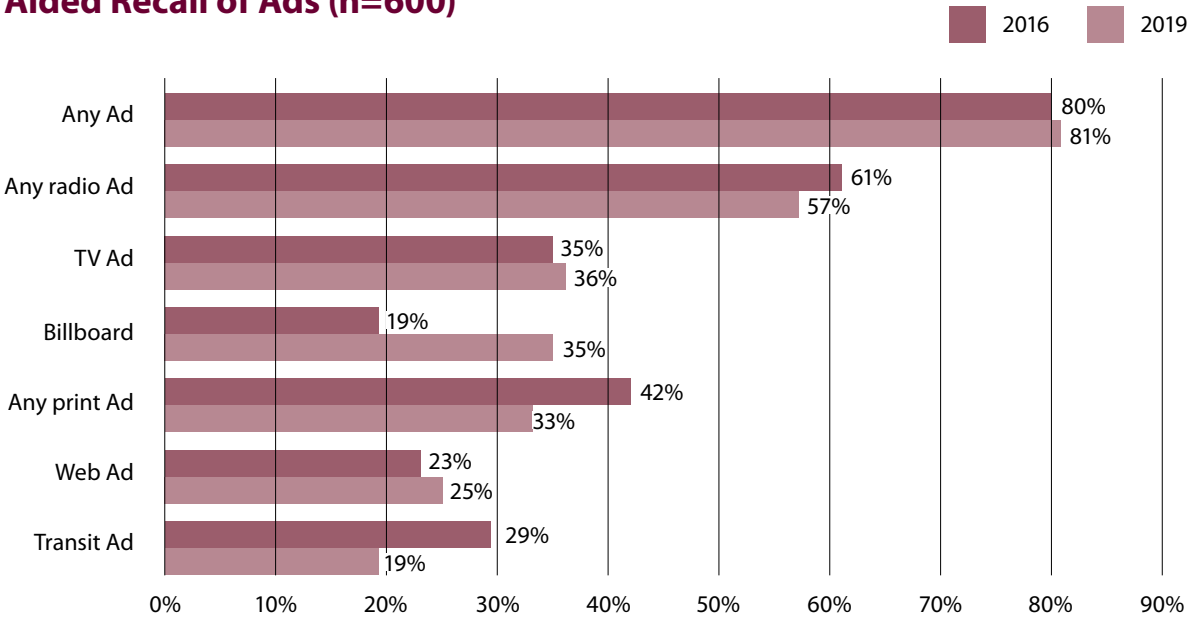
Paid advertising was supplemented by the Voter's Guide, which was distributed to locations across the province. The Voter's Guide included information on the various voting opportunities, ID requirements and how to register.

To assess the effectiveness of our 2019 advertising campaign, Elections Manitoba's survey of the Manitoba population tested respondents' aided and unaided recall of various ads. Aided recall (tested by showing or playing a sample ad to participants) remained the same as in 2016.

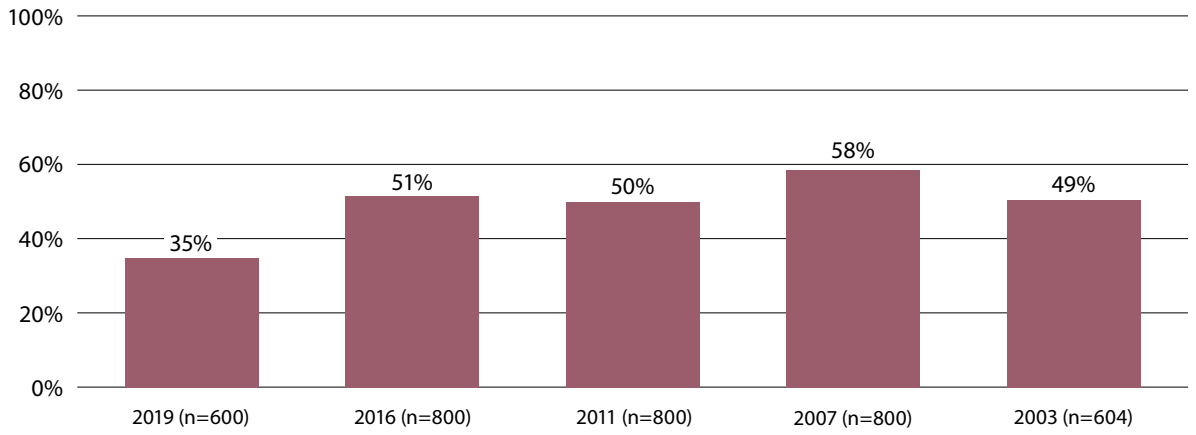
Unaided recall, however, showed a significant drop.

This could be due to the shorter timeframe of the campaign; in 2016, advertising ran throughout a 75-day period, compared to 28 days in 2019.

Aided Recall of Ads (n=600)



Unaided Awareness of Advertising: Over Time



Social Media

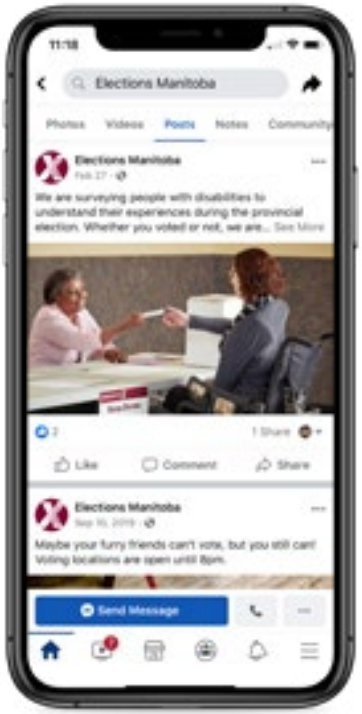
Elections Manitoba maintains profiles on three social media platforms to support our traditional advertising: Facebook, Twitter and, new for 2019, Instagram. Staff monitored accounts daily, in the evening and on weekends, to provide quick responses to inquiries and complaints. Elections Manitoba's social media accounts were promoted in all print advertising, brochures and on the website.

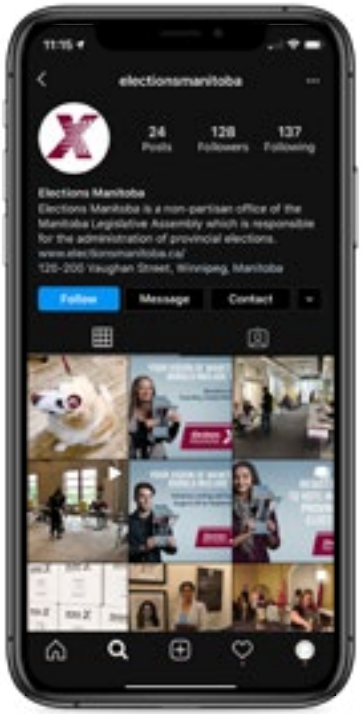
There has been an increase in Elections Manitoba's social media following over time, although there is still much potential for growth: The following table shows the number of followers over time:

Platform	2019	2016	2011
Facebook	700	450	170
Twitter	1,397	890	165
Instagram	127	-	-

Some high performing social media posts included a video showing where to find the advance voting location at The Forks Market (shared by The Forks) and a recruitment post targeting rural Manitoba. The Forks post reached 3,300 viewers, while the recruitment post reached 7,100, with 1,100 engagements.

New for this election, headquarters staff provided posts for returning officers and assistant returning officers to use on their personal social media accounts to promote recruitment and advance voting. This enabled Elections Manitoba to reach more users, while ensuring consistency in messaging.





Website

Elections Manitoba's website continues to be a preferred source of information for the public, voters, candidates, parties, media and educators. The new online voter registration service drove additional traffic to our website, with close to 30,000 visits to the registration page in the election period alone (August 12 to September 10).

In addition to the registration portal, another frequently visited page of the website was the employment application. A total of 6,500 applications were received through the website.

There were close to 30,000 visits to the voter registration page in the election period.

New in this election, the integration of the website with the election management application allowed returning officers to see job applications as soon as they were submitted. In past elections, headquarters staff received the online applications via email and forwarded it to the appropriate electoral division. This new approach streamlined the application process.

Website Sessions by Device: August 12 to September 10

Device	Users	New Users	Sessions
Mobile	109,899 (58.83%)	105,107 (59.9%)	166,816 (57.9%)
Desktop	59,500 (32.04%)	54,570 (31.1%)	96,989 (33.7%)
Tablet	16,944 (9.13%)	15,935 (9.1%)	24,276 (84.3%)
Total	**184,716**	**175,612**	**288,081**

Another website page experiencing high traffic was the voter information search. New for this election, the dynamic web page used Google Maps and information from Elections Manitoba's address database to display voting area, advance and election day voting places, candidate information and returning office information.

During the election period, there were approximately 86,000 searches on this page.

The election night results page included a graphical display of results for all 57 electoral divisions and an interactive results map. On election night, there were approximately 28,100 visits to the results page.

Media Relations

Provincial media rely on Elections Manitoba as a trusted source of election information and we work closely with media outlets to ensure Manitobans have accurate and up-to-date information. This starts with media releases distributed throughout the election period, followed by quick responses to information and interview requests.

In addition to local media, Elections Manitoba distributes its news release to individuals subscribing through the Government of Manitoba news site. Releases were distributed as follows:

Date	News Release Topic
April 15	Voter register launched
May 15	Voter register update/use to date
June 19	In-person registration
August 12	Writ issued/Voter information cards go out
August 21	Revision ends tomorrow
August 22	Voters not registered can still vote
August 23	Voting opportunities
August 27	Official candidates
August 27	Manitoba Forward Party registers
August 29	Advance voting
September 5	Advance voting turnout
September 10	Election day

Public Inquiries

An in-house call centre at Elections Manitoba's headquarters handled all public calls received during the 2019 election. Four of the 10 staff were bilingual. To support the launch of the permanent voter register, the call centre was open in a limited capacity from April 15 to August 11. Hours were 8:30 am to 4:30 pm Monday to Friday. Once the writ was issued, hours expanded to the same as returning office hours: 8:00 am to 8:00 pm Monday to Saturday and noon to 6:00 pm Sunday.

While in past elections the call centre's primary function was to respond to inquiries and escalate issues or complaints, the function shifted to registration assistance for this election, both before and during the election period. In addition to answering general inquiries, call centre staff worked directly in the voters list management application, registering voters and updating voter information.

For every registration or update, the staff person would complete a voter registration/update form. This increased the length of most calls and required a different skill set than in the past. Staff also assisted job-seekers with completing the online employment application.

We are reviewing the call centre staffing model to assess the most efficient way to respond to both general inquiries and requests for registration assistance while ensuring a high level of customer service.

In total, the call centre responded to 8,834 calls, including 1,103 on election day.

Public Inquiries & Complaints

8,834 Calls

1,123 on election day

Call centre hours

8 am – 8 pm

Monday to Saturday | **12:00 - 6:00 pm** Sunday

300 election-related complaints

92% response rate

24 hours

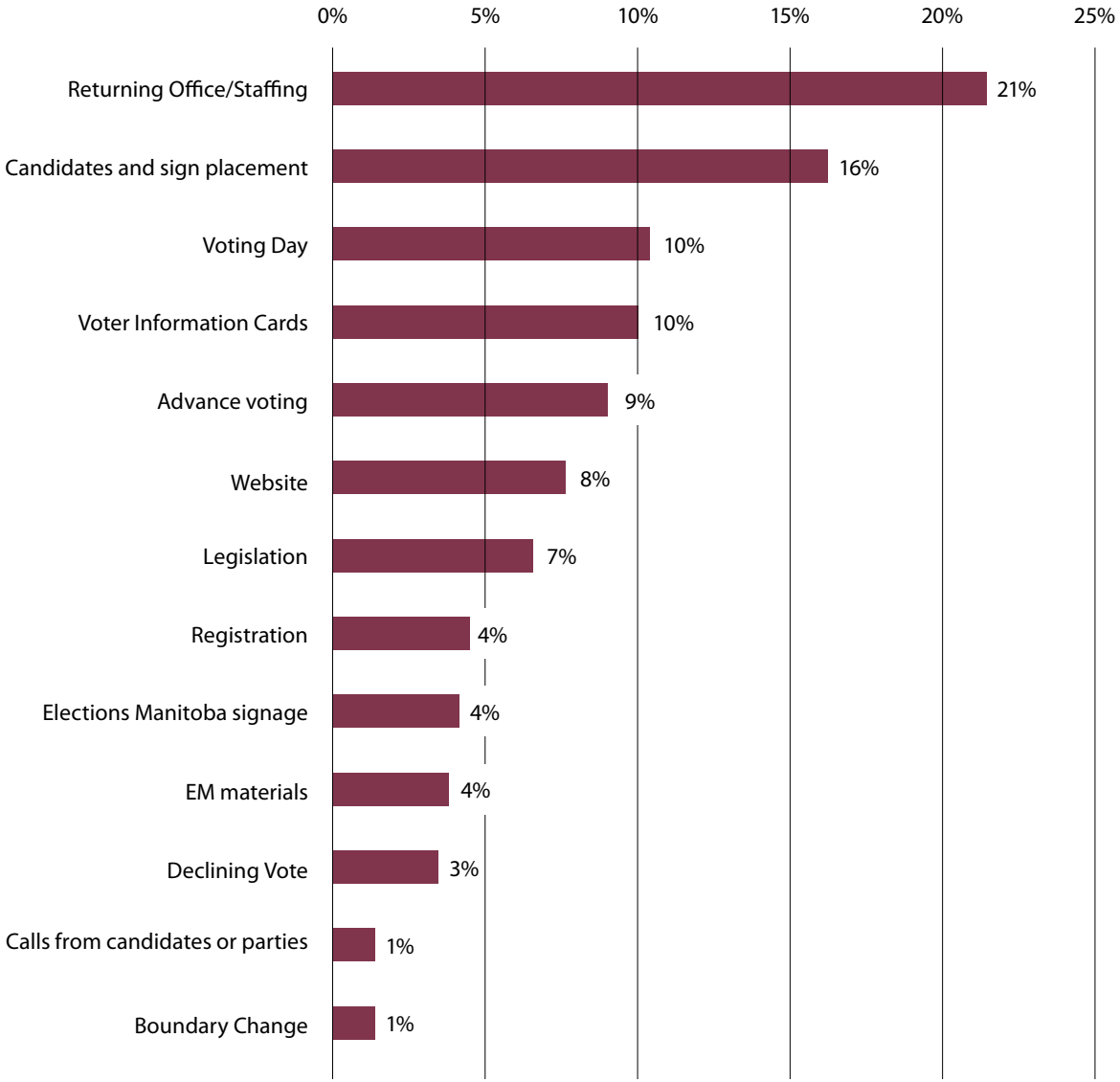
Maximum response time

Complaints

Elections Manitoba received approximately 300 election-related complaints between July 12 and September 19. A complaints officer responded to most of the issues raised by the public. Complaints relating to alleged violations of *The Elections Act* or *The Election Financing Act* were referred to the Commissioner of Elections.

Complaints can be divided into 11 broad topics. Some individuals who contacted Elections Manitoba had concerns about more than one topic. The following chart shows the key topics by number:

2019 Complaint Topics



Elections Manitoba responded to almost 100% of complaints within 24 hours of receiving them. When the complaints officer was not able to resolve a complaint within an initial conversation, follow-up was completed promptly.

The top six complaint topics can be further broken down as follows:

Returning Office	• Behaviour/performance of returning office staff • Staff not getting desired positions • Absentee/homebound voting issues
Candidates and sign placement	• Campaigning • Advertisements • Sign placement
Voting Day	• Locations inconvenient/ inaccessible • Slow voting process
Voter Information Cards	• Did not receive • Received multiple • Incorrect information
Advance Voting	• Locations inconvenient/ inaccessible • Slow voting process • Given wrong candidate list
Website	• Can't find voting location

XIV. Outreach and Education

Your Power to Choose Education Program

Elections Manitoba has long recognized education as integral to the success of our democratic system. We have been involved with teachers and schools for close to 30 years, offering support materials and in-class workshops, both during and between elections

Your Power to Choose is a curriculum-based education program developed in 2006 by Elections Manitoba in partnership with educators. The program consists of an education guide, linked to the grades 6, 9, and 11 social studies curriculum outcomes. The Your Power to Choose Adult Guide is geared to adult learners and links to the nine essential skills as outlined by Employment and Social Development Canada. Workshops based on the guide are available to students from grade 4 to 12 and adult learners. The workshops are learner-centered and interactive, including a mock election that lets students experience the power of their own voice and the impact they can have on their community.

Workshops continue to be in demand by educators in Manitoba. In September and October alone, Elections Manitoba delivered 100 workshops to approximately 2,500 students in Manitoba. This is typical of demand for an election year; in a non-election year, the number of workshops scheduled for the first two months of the school year is typically less than 50.

Indigenous Outreach

Research indicates that Indigenous voters participate in federal and provincial elections at lower rates than the average. Elections Manitoba is committed to building and strengthening respectful relationships with Indigenous communities in order to support their participation in the democratic process. For the 2019 general election, Elections Manitoba implemented several measures towards this goal.

To ensure accessible voting opportunities for Indigenous voters, Elections Manitoba established voting places in all First Nation communities on election day and additional voting opportunities during the advance voting period. Local community liaison officers worked with returning officers to ensure Indigenous voters were aware of the voting opportunities available and to facilitate information sharing between Elections Manitoba, communities and Indigenous voters.

As noted earlier in this report, a Cree-speaking interpreter was hired to assist with training in northern remote communities to ensure staff had the information they needed to facilitate voting.

Findings from the staff survey showed that 4% of voting officers and 5% of registration agents reported being Indigenous.

In updating the voters list, Elections Manitoba worked with First Nations communities and other election bodies to ensure Indigenous voters were included with current, complete and accurate voter information.

Elections Manitoba also partnered with Sagkeeng Anicinabe First Nation to locate and secure a returning office space within the community.

Before the election, Elections Manitoba staff received cultural awareness training to foster understanding of Indigenous culture and history, including colonial policies and practices. Processes to deal with racism and discrimination at voting places, returning offices and HQ were reviewed and enhanced.

Elections Manitoba supported Indigenous suppliers in procurement processes for the recent election, while ensuring compliant bids, quality, cost and timeliness of delivering the goods or services remained the primary criteria in making purchasing decisions and awarding contracts.

Continuing to build on our Indigenous outreach strategy and implementation is a priority for the coming election cycle.

Outreach to New Canadians

Elections Manitoba has an ongoing relationship with the local Immigration, Refugees and Citizenship Canada office to distribute our voting information brochures at all citizenship ceremonies in the province. In 2019, close to 9,500 brochures were included in welcome packages handed out to new Canadians at citizenship ceremonies.

For this election, Elections Manitoba partnered with the Ethnocultural Council of Winnipeg to translate the brochure into 10 languages and distribute them. Through this initiative, community members distributed almost 10,000 brochures to over 20 ethnocultural communities in Winnipeg. Points of distribution included hair salons, laundry and convenience stores, barber shops, ethnic grocery stores and restaurants, health clinics, community centres, places of worship and other locations where members of ethnocultural communities gather.

During the election, with the support of the Ethnocultural Council as well as 66 other organizations across the province, Elections Manitoba distributed a total of 17,300 print copies of our voting brochure for new Canadians, as well as electronic copies.

Vote PopUp

As reported in our 2018 annual report, Elections Manitoba collaborated with United Way Winnipeg, the City of Winnipeg and Ryerson University's Democratic Engagement Exchange to organize a democratic engagement project for non-profit community groups in Winnipeg. Created by Samara Canada and now run by the Democratic Exchange, Vote PopUp was designed to educate those community members who are often left out of the democratic process, about where, when and how to vote. Instead of telling people why they should vote, Vote PopUp gives people the experience of voting and asks them why they think voting is important.

Multiple language brochures

Through this partnership, Elections Manitoba provided Vote PopUp training to 10 community-based organizations.

Elections Manitoba hosted several Vote PopUps in the lead up to the election and provided materials for others. Because Elections Canada partnered with Democratic Engagement Exchange to conduct Vote PopUps during the federal election, the reach of the program was extended in 2019 without additional cost to Elections Manitoba.

Voter PopUp at SEED Winnipeg

Outreach to Persons with Disabilities

Elections Manitoba's ongoing efforts to remove barriers to electoral participation have been outlined earlier in this report. Communication is fundamental to these efforts. Elections Manitoba partnered with disabilities organizations to provide information about registration and voting to people with disabilities. During the election, with the support of these and other organizations, we distributed almost 1,600 print copies of our accessibility brochure, as well as digital versions to 17 disabilities organizations in Manitoba. This included working with the Vision Impaired Resource Network (VIRN) to produce the brochure in Braille and hosting an information booth at the launch of the Disability Matters non-partisan election awareness campaign.

Post-secondary Outreach

Timing of this election limited our ability to connect with student councils on outreach for post-secondary students. We did, however, work with the administration at 12 Manitoba universities and colleges to provide information about registration, employment and voting to students, faculty and staff. Materials included over 6,800 brochures, as well as posters, digital advertising for display screens across campuses, social media messages, and job postings on student employment websites. Advance voting was also held on nine campuses in the province.

Outreach to Manitobans with No Fixed Address

With the new ID requirements in effect, Elections Manitoba worked with shelters across the province to inform staff of the many types of acceptable ID, as well as the vouching option. We also provided a template letter for the shelters to pass on to their clients for use as one piece of ID. In total, we reached out to 13 shelters in the province. We also registered voters with no fixed address at two events, one at Resource Assistance for Youth (RaY) and the Brandon Neighbourhood Renewal Corporation.

12 Manitoba university and college partnerships

XV. After the Election

Returning Office Closure and Wrap-up

Returning officers and assistant returning officers continue to be on contract with Elections Manitoba for six months following the election. This allows for completion of their post-election reporting, returning of the writ and other materials to headquarters, and packing furniture, supplies and electronic equipment for return to suppliers or to Elections Manitoba warehouse facility. A section on preparing and packing materials was included in Elections Manitoba's learning management system, to help ensure that materials were properly organized for easier processing at the warehouse. Elections Manitoba also created videos showing how to pack up hardware to ensure all materials were returned safely.

Once materials were returned to inventory storage, staff sorted and counted materials, re-packaging any that could be re-used and safely disposing of other materials. Sensitive materials, like printed voters lists or any other documents containing voter information, were shredded. After the deadline for challenging an election, the ballots were destroyed.

Election records, including voting books and oath books, are archived for at least one year.

Returning officers returned the writs of election to Elections Manitoba on September 24, along with the official statement of results for their electoral division.

In their post-election reporting, returning officers evaluated all phases of the election through an online survey and participation in an election de-brief, facilitated by headquarters staff. Support officers and field officers also participated in the de-briefing sessions.

Elections Manitoba's post-election surveys, referenced throughout this section, also provide valuable information in our assessment and planning. The following outlines the details of our surveys:

Survey	Sample size	Modality/Source	Survey timing
Manitoba Population	600	Online	Sept. 19 to Sept. 26, 2019
Voting Officers and Other Staff	2,253	Mixed: online and phone	Oct. 22 to Nov. 4, 2019
Voter/Non-Voter	Voters: 464 Non-voters: 336 Total: 800	Mixed: online and phone	Nov. 25, 2019 to Feb. 20, 2020
Accuracy, Currency and Completeness of the Voters List	100 x 57 electoral divisions: 5,700	Accuracy & Currency: • Mail to voters • Follow-up by phone Completeness: • MB Bureau of Statistics and Census Data	Jan. 3 to March 30, 2020

Summary of Results

Electoral Division	Member Elected	Party	Registered Voters	Votes Cast	Turnout	Ind.	CPC-M	Lib.	NDP	PC	GPM/PVM	MF	MBFWD	Rejected	Declined	Plurality
Agassiz	CLARKE, Eileen	PC	13,514	7,575	56.05	0	0	463	964	5,700	420	0	0	19	9	4,736
Assiniboia	JOHNSTON, Scott	PC	17,080	9,342	54.70	0	0	1,247	3,292	4,108	636	0	0	36	23	816
Borderland	GUENTER, Josh	PC	11,996	7,421	61.86	740	0	1,226	291	4,886	250	0	0	22	6	3,660
Brandon East	ISLEIFSON, Len	PC	14,292	6,529	45.68	0	0	818	2,347	3,294	0	0	0	56	14	947
Brandon West	HELWER, Reg	PC	14,522	7,446	51.27	0	0	567	1,757	4,311	748	0	0	39	24	2,554
Burrows	BRAR, Diljeet	NDP	14,124	6,508	46.08	0	0	1,178	2,555	1,681	0	0	0	51	21	874
Concordia	WIEBE, Matt	NDP	15,021	7,279	48.46	0	0	612	4,305	2,295	0	0	0	41	26	2,010
Dauphin	MICHALESKI, Brad	PC	16,315	9,564	58.62	0	0	675	4,032	4,805	0	0	0	36	16	773
Dawson Trail	LAGASSÉ, Bob	PC	14,386	8,321	57.84	0	0	1,880	1,785	4,555	0	0	0	64	37	2,675
Elmwood	MALOWAY, Jim	NDP	15,990	8,031	50.23	0	45	746	3,886	2,540	765	0	0	21	28	1,346
Flin Flon	LINDSEY, Tom	NDP	14,896	5,051	33.91	0	0	299	3,173	1,357	192	0	0	27	3	1,816
Fort Garry	WASYLIW, Mark	NDP	15,399	9,499	61.69	0	0	1,719	4,003	3,007	723	0	0	28	19	996
Fort Richmond	GUILLEMARD, Sarah	PC	13,474	7,732	57.38	0	0	2,363	1,708	3,242	379	0	0	20	20	879
Fort Rouge	KINEW, Wab	NDP	16,870	9,913	58.76	0	0	1,290	5,055	1,857	1,580	54	0	30	17	3,198
Fort Whyte	PALLISTER, Brian	PC	16,386	9,889	60.35	0	0	1,731	1,757	5,619	665	54	0	37	26	3,862

Summary of Results

Electoral Division	Member Elected	Party	Registered Voters	Votes Cast	Turnout	Ind.	CPC-M	Lib.	NDP	PC	GPM/PVM	MF	MBFWD	Rejected	Declined	Plurality
Interlake-Gimli	JOHNSON, Derek	PC	16,100	10,555	65.56	0	0	400	3,478	6,165	473	0	0	21	18	2,687
Keewatinook	BUSHIE, Ian	NDP	13,422	2,932	21.84	0	0	535	1,932	413	0	0	0	48	4	1,397
Kildonan-River East	COX, Cathy	PC	17,661	10,918	61.82	0	0	1,607	3,679	5,523	0	0	0	67	42	1,844
Kirkfield Park	FIELDING, Scott	PC	17,789	10,895	61.25	0	0	1,695	2,777	5,445	896	0	0	61	21	2,668
La Vérendrye	SMOOK, Dennis	PC	13,279	7,358	55.41	0	0	939	1,046	5,310	0	0	0	34	29	4,264
Lac du Bonnet	EWASKO, Wayne	PC	15,477	9,478	61.24	0	0	1,381	1,814	6,177	0	0	0	63	43	4,363
Lagimodière	SMITH, Andrew	PC	16,172	10,070	62.27	0	0	1,481	2,792	5,187	557	0	0	32	21	2,395
Lakeside	EICHLER, Ralph	PC	16,039	9,498	59.22	0	0	894	2,089	6,409	0	0	0	71	35	4,320
McPhillips	MARTIN, Shannon	PC	15,643	8,860	56.64	0	0	1,506	3,271	3,359	414	245	0	51	14	88
Midland	PEDERSEN, Blaine	PC	15,259	9,044	59.27	0	0	862	1,372	6,706	0	0	0	58	46	5,334
Morden-Winkler	FRIESEN, Cameron	PC	14,813	7,583	51.19	0	0	277	365	6,109	804	0	0	23	5	5,305
Notre Dame	MARCELINO, Malaya	NDP	13,044	5,330	40.86	0	33	719	3,420	794	267	0	28	54	15	2,626
Point Douglas	SMITH, Bernadette	NDP	14,186	5,107	36.00	0	49	594	3,136	763	414	0	74	67	10	2,373
Portage la Prairie	WISHART, Ian	PC	14,279	6,945	48.64	0	0	845	1,508	4,502	0	0	0	55	35	2,994
Radisson	TEITSMA, James	PC	17,150	9,684	56.47	0	0	1,002	3,538	4,527	572	0	0	29	16	989

Summary of Results

Electoral Division	Member Elected	Party	Registered Voters	Votes Cast	Turnout	Ind.	CPC-M	Lib.	NDP	PC	GPM/PVM	MF	MBFWD	Rejected	Declined	Plurality
Red River North	WHARTON, Jeff	PC	15,077	9,644	63.96	0	0	735	2,389	5,569	740	173	0	22	16	3,180
Riding Mountain	NESBITT, Greg	PC	16,761	9,340	55.72	0	0	472	1,970	6,126	726	0	0	39	7	4,156
Riel	SQUIRES, Rochelle	PC	16,875	10,672	63.24	0	0	1,471	3,744	4,734	630	0	0	40	53	990
River Heights	GERRARD, Jon	Lib.	16,757	10,972	65.48	0	0	5,884	1,595	2,702	757	0	0	23	11	3,182
Roblin	DRIEDGER, Myrna	PC	18,257	11,289	61.83	0	0	1,775	2,023	6,203	1,238	0	0	28	22	4,180
Rossmere	MICKLEFIELD, Andrew	PC	15,734	9,380	59.62	0	0	711	3,618	4,369	615	0	0	36	31	751
Seine River	MORLEY-LECOMTE, Janice	PC	15,712	9,761	62.12	0	0	2,151	2,525	4,372	659	0	0	26	28	1,847
Selkirk	LAGIMODIERE, Alan	PC	15,964	9,458	59.25	0	0	482	3,329	4,872	716	0	0	38	21	1,543
Southdale	GORDON, Audrey	PC	17,301	10,668	61.66	0	0	1,427	4,010	4,493	595	0	71	47	25	483
Springfield-Ritchot	SCHULER, Ron	PC	15,822	9,582	60.56	0	0	814	1,982	5,670	1,066	0	0	34	16	3,688
Spruce Woods	CULLEN, Cliff	PC	14,746	8,368	56.75	0	0	517	1,321	5,665	820	0	0	21	24	4,344
St. Boniface	LAMONT, Dougald	Lib.	16,824	10,058	59.78	0	0	4,152	2,975	1,907	845	0	81	77	21	1,177
St. James	SALA, Adrien	NDP	15,288	8,528	55.78	0	0	880	4,002	2,781	806	0	0	41	18	1,221
St. Johns	FONTAINE, Nahanni	NDP	14,600	6,911	47.34	0	0	1,111	3,548	1,674	506	0	0	49	23	1,874
St. Vital	MOSES, Jamie	NDP	15,239	9,262	60.78	62	0	1,274	4,092	3,211	502	60	0	47	14	881

Summary of Results

Electoral Division	Member Elected	Party	Registered Voters	Votes Cast	Turnout	Ind.	CPC-M	Lib.	NDP	PC	GPM/PVM	MF	MBFWD	Rejected	Declined	Plurality
Steinbach	GOERTZEN, Kelvin	PC	14,623	7,676	52.49	0	0	370	616	6,241	418	0	0	21	10	5,625
Swan River	WOWCHUK, Rick	PC	14,790	8,115	54.87	0	0	423	2,084	5,546	0	0	0	45	17	3,462
The Maples	SANDHU, Mintu	NDP	13,470	7,150	53.08	0	0	2,103	2,792	1,883	289	0	0	50	33	689
The Pas-Kameesak	LATHLIN, Amanda	NDP	12,823	5,519	43.04	0	0	186	3,180	1,336	790	0	0	21	6	1,844
Thompson	ADAMS, Danielle	NDP	13,267	4,945	37.27	0	0	183	2,686	1,757	298	0	0	17	4	929
Transcona	ALTOMARE, Nello	NDP	16,701	8,759	52.45	0	0	734	4,030	3,918	0	0	0	47	30	112
Turtle Mountain	PIWNIUK, Doyle	PC	16,206	9,283	57.28	0	0	618	1,003	6,210	1,372	0	0	59	21	4,838
Tuxedo	STEFANSON, Heather	PC	16,903	9,786	57.90	0	0	2,287	1,921	4,645	793	61	0	60	19	2,358
Tyndall Park	LAMOUREUX, Cindy	Lib.	14,068	7,933	56.39	0	22	4,301	2,403	984	157	0	0	63	3	1,898
Union Station	ASAGWARA, Uzoma	NDP	12,699	5,595	44.06	0	65	1,037	2,913	950	538	0	33	43	16	1,876
Waverley	REYES, Jon	PC	12,634	6,563	51.95	0	0	1,070	1,867	3,267	324	0	0	26	9	1,400
Wolseley	NAYLOR, Lisa	NDP	16,418	9,352	56.96	52	0	778	4,271	838	3,340	0	0	55	18	931
Totals			**870,137**	**478,926**		**854**	**214**	**69,497**	**150,016**	**222,569**	**30,295**	**647**	**1,339**	**2,336**	**1,159**	
Turnout			**55.04%**													

Operational Expenditures

Pembina Valley Provincial Park
Photo: Travel Manitoba

Operational Expenditures

The total cost to administer the 42nd general election was $10,375,867 which fell within the budgeted amount. The administrative costs of the election are divided into two categories:

Field Expenditures

This category includes the fees, training and travel for election officials in the field as well as the expenses related to operating returning offices, renting voting places and conducting the election within the electoral divisions. Returning office expenditures account for $7,696,777, or 74% of the total administrative costs of the election. The move from full enumeration to the permanent voter register reduced expenditures on election officials, but this was partially offset by the cost to print and mail voter registration cards. The proportion of field costs in 2019 was similar to 2016, when they accounted for 79% of the overall budget.

Headquarters Expenditures

This category includes the costs associated with providing central administration, payroll and support to returning offices as well as advertising and publicity, as required by legislation. Headquarters expenditures account for 26% of the 2019 election budget, as compared to 20% in 2016.

Another election cost, not included in the total administrative cost, is the election expense reimbursement. Under *The Election Financing Act* (EFA), candidates who receive at least 5% of the votes in their electoral division and registered parties whose endorsed candidates receive, in total, at least 5% of the votes in the election are eligible for reimbursement of up to 25% of their election expenses.

Prior to legislative changes, candidates and parties had to receive 10% of the votes cast in order to qualify for a reimbursement of 50% of allowable election expenses. This change resulted in more candidates being eligible than in 2016 (201 compared to 155) but less reimbursement paid out in total.

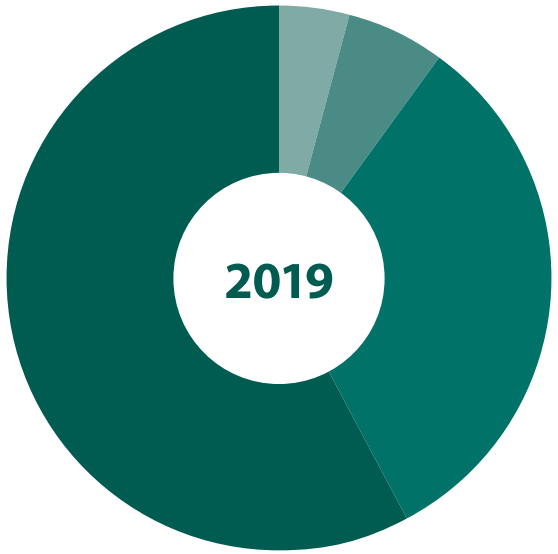
Auditors receive subsidies of up to $1,500 for auditing a candidate's financial statement and $30,000 for a registered party's election financial statement. Reimbursements and auditor subsidies will be reported in the 2020 annual report.

Field Expenditures Summary

Election officials expenditures	
Fees:	
Advance voting officials	$749,600
Election day voting officials	1,299,101
Office & field support	818,436
Registration agents	259,555
Returning officers & assistant returning officers	1,336,224
Subtotal	**$4,462,915**
Training:	
Advance voting officials	49,999
Election day voting officials	236,933
Office & field support	16,658
Registration agents	32,758
Online learning management system	106,913
Subtotal	**$443,261**
Travel:	
Advance voting officials	43,866
Election day voting officials	76,739
Office & field support	44,117
Registration agents	57,706
Returning officers & assistant returning officers	59,697
Subtotal	**$282,124**
Total election officials expenditures	**$5,188,300**

Returning office expenditures:	
Furniture & equipment rental	$578,831
Office supplies & expenses:	
Ballot printing	186,834
Courier and freight	22,420
Election materials	38,628
Telephone and internet	125,068
Professional services	98,086
Space rental — including utilities:	
Advance	118,408
Election day	209,991
Returning office	344,059
Voter information mail	**786,152**
Total returning office expenditures	**2,508,477**
Total field expenditures	**$7,696,778**

Field Expenditures



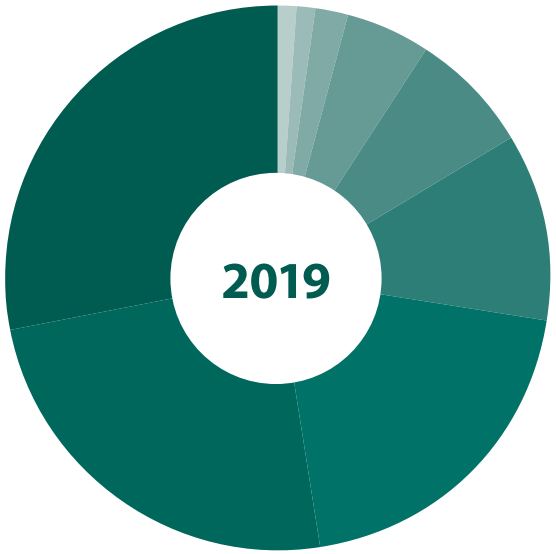
Headquarters Expenditures Summary

Headquarters expenditures		
Advertising		$696,053
Financial compliance review services[1]		225,000
Furniture & equipment rental		44,643
Office supplies & expenses	Postage, courier & freight	33,346
	Election materials	186,438
Professional services		384,975
Salaries		948,740
Space rental & storage		100, 843
Travel		47,476
Worker's Compensation Board		11,575
Total headquarters expenditures		**$2,679,090**

Total operational expenditures	**$10,375,867**

[1] This accounts for the total financial compliance review costs to the end of March 31, 2020. Costs from April 1, 2020 until completion of campaign finance review will be reported in the 2020 annual report.

Headquarters Expenditures



- **36%** Salaries
- **26%** Advertising
- **14%** Professional services
- **8%** Financial compliance review services
- **7%** Election materials
- **4%** Space rental & storage
- **2%** Furniture & equipment rental
- **2%** Travel
- **1%** Postage, courier & freight

Independent Audit of Election Expenditures

An independent chartered accounting firm, Bulat & Poustie Chartered Accountants, audited the financial records of the returning offices. No matters were identified. A copy of the Auditor's Report follows along with the financial statements as prepared by Elections Manitoba.

ElectionsManitoba

An independent office of the Legislative Assembly/Un bureau indépendant de l'Assemblée législative

Management Report

The accompanying financial statements are the responsibility of management and have been prepared in accordance with *The Elections Act* (Manitoba) and Section 113 of *The Election Financing Act* (Manitoba). In management's opinion, the financial statements have been properly prepared within reasonable limits of materiality, incorporating management's best judgment regarding necessary estimates and all other data available.

Management maintains internal controls to provide reasonable assurance that the financial information is reliable and accurate and that assets are properly safeguarded. Staff of Bulat & Poustie view internal controls, and report their findings to management.

The responsibility of Bulat & Poustie is to express independent, professional opinion on whether the financial statements are fairly presented in accordance with *The Elections Act* and Section 113 of *The Election Financing Act*. The Auditor's Report outlines the scope of the audit examination and provides the audit opinion.

Shipra Verma, CPA, CA
Chief Electoral Officer

Tracy Nylen
Manager of Elections Finances

Winnipeg, Manitoba
September 21, 2020

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INDEPENDENT AUDITOR'S REPORT

TO THE CHIEF ELECTORAL OFFICER

Opinion

We have audited the accompanying financial statements of Elections Manitoba Returning Offices - 42nd General Election, which comprise the statement of financial position as at March 31, 2020, and the statement of operations for the period April 1, 2019 to March 31, 2020, and notes to the financial statements, including a summary of significant accounting policies.

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Agency as at March 31, 2020 and the results of its operations for the period April 1, 2019 to March 31, 2020 in accordance with Section 201 of *The Elections Act* (Manitoba).

Basis for Opinion

We conducted our audit in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are independent of the Agency in accordance with the ethical requirements that are relevant to our audit of the financial statements in Canada, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Other Information

Management is responsible for the other information. The other information comprises the information, other than the financial statements and our auditor's report thereon, in the Annual Report that is posted on their government website.

Our opinion on the financial statements does not cover the other information and we do not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information, and in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.

The Annual Report is expected to be made available to us after the date of the auditor's report. If, based on the work we perform on this information, we conclude that there is a material misstatement of this other information, we are required to report that fact to those charged with governance.

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Section 201 of *The Elections Act* (Manitoba), and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Agency's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Agency or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Agency's financial reporting process.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Agency's internal control.

- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.

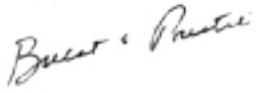
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Agency's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditor's report. However, future events or conditions may cause the Agency to cease to continue as a going concern.

- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

Other Matter

Elections Manitoba has prepared a separate financial statement of statutory expenses for the year ended March 31, 2020 in accordance with Section 201 of *The Elections Act* (Manitoba), Section 113 of *The Election Financing Act* (Manitoba) and Sections 8(5) and 12.1 of *The Electoral Divisions Act* (Manitoba) on which we issued a separate auditor's report to Elections Manitoba dated September 21, 2020.



September 21, 2020
Winnipeg, Manitoba

CHARTERED PROFESSIONAL ACCOUNTANTS

ElectionsManitoba

RETURNING OFFICES - 42nd GENERAL ELECTION

STATEMENT OF FINANCIAL POSITION
AS AT MARCH 31, 2020

FINANCIAL ASSETS		
Cash	$	4,736
Accounts receivable		29,026
		33,762
LIABILITIES		
Accounts payable and accrued		33,762
ACCUMULATED SURPLUS	$	-

The accompanying notes are an integral part of the financial statements

ElectionsManitoba

RETURNING OFFICES - 42nd GENERAL ELECTION

STATEMENT OF OPERATIONS
FOR THE PERIOD APRIL 1, 2019 TO MARCH 31, 2020

RETURNING OFFICES OPERATING EXPENSES	
Furniture and equipment rental	$ 578,831
Office supplies and expenses	372,950
Professional services	98,086
Salaries and benefits	
Advance voting officials	749,600
Election day voting officials	1,299,101
Office and field support	818,436
Registration agents	259,555
Returning and assistant returning officers	1,336,224
Space rental	
Advance	118,408
Election day	209,991
Returning office	344,059
Training	443,261
Travel	282,124
Voter information mail	786,152
	7,696,778
LESS: STATUTORY FUNDING ALLOCATION	(7,696,778)
	$ -

The accompanying notes are an integral part of the financial statements

ElectionsManitoba

RETURNING OFFICES - 42nd GENERAL ELECTION

NOTES TO FINANCIAL STATEMENTS
MARCH 31, 2020

1. ENTITY DEFINITION

Elections Manitoba is an independent office of the Legislative Assembly for the Province of Manitoba.

These financial statements reflect the financial activity relating to the operation of the 57 provincial Returning Offices for the 42nd General Election. These costs are required to fulfil statutory obligations under *The Elections Act* (Manitoba).

2. SIGNIFICANT ACCOUNTING POLICIES

These financial statements reflect the following policies:

Revenue Recognition

Elections Manitoba does not generate any revenues from its operations to perform the duties of holding a general election. The Agency generates funds by requisitioning reimbursements from the Consolidated Fund of the Province of Manitoba in amounts equal to election related expenditures incurred.

Financial Instruments

Fair market value

The carrying value of financial instruments consisting of cash, accounts receivable and accounts payable approximate fair value due to their short term maturity.

Use of Estimates

The preparation of the financial statements in conformity with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities (and disclosure of contingent assets and contingent liabilities) at the date of the financial statements and the reported amount of revenues and expenses during the reporting period. By their nature, these estimates are subject to measurement uncertainty and actual amounts could differ from these estimates.

3. STATEMENT OF CASH FLOWS

A statement of cash flows has not been presented, as it was determined that there was no significant value added to the financial statements by preparing the statement.

Campaign Finance

Exchange District
Photo: Mike Peters

Campaign Finance

Overview

Candidates and registered parties must report on their financial activity during an election by filing a financial return with Elections Manitoba. Public reporting by political participants ensures fairness and transparency in the political process.

In 2017, a bill to amend *The Election Financing Act* (EFA) came into effect, making several changes to campaign finance provisions for the 2019 general election.

Changes to the legislation can be summarized as follows:

Contributions

- Contribution limits increased to $5,000 from $3,000 and are indexed to inflation after each fixed date general election.
- Fees paid to attend a conference, convention or leadership convention count as a contribution.
- The definition of volunteer services includes the services of a self-employed individual.
- Cash contributions are limited to $25 or less.
- Contribution rules do not apply to fundraising tickets or items sold for $25 or less, or multiple tickets or items $75 or less, if the individual ticket or item is $25 or less.

Limits

- Advertising limits apply to a 90-day pre-election period in the year of a fixed date election.
- Advertising costs include paid advertising only; promotional costs are not included.
- Base spending limits for registered parties and candidates are set using the preliminary voters list from the current general election.

Filing

- Constituency associations must file an annual unaudited financial statement.

Third Party

- Third parties must register with Elections Manitoba when they incur $2,500 in expenses during the pre-election period or during the election period.
- Third party spending limits increase to $25,000 during an election period, with an additional limit of $100,000 for the 90-day pre-election period.
- The definition "election communication" that applies to third parties is expanded to include communications about issues associated with a political party or a candidate.

Reimbursement

- Amount of reimbursement to candidates and parties for eligible election expenses reduced from 50% to 25%.
- Percent of votes required to be eligible for reimbursement decreased from 10% to 5%.

Reporting by Candidates and Registered Parties

Candidates must report on their expenses from the date they file nomination papers under the EFA or have their nominations accepted under *The Elections Act* (EA) until two months after election day (candidacy period). Registered parties report on financial activity from writ day until two months after election day (campaign period).

Candidate returns must include:

- audited statement of income, transfers and expenses
- balance sheet outlining assets and liabilities
- auditor's report
- all contributions
- supporting documentation for expenses

Registered parties are required to file:

- audited statement of income, transfers, and expenses
- auditor's report

Elections Manitoba publishes original, amended and final returns on its website. Members of the public may also view the returns in person at Elections Manitoba's office.

In total, 240 candidates (235 official candidates and five who withdrew) and seven registered parties are required to file returns for the 2019 general election by the filing deadline, January 10, 2020.

Candidate and party election financial returns will be included in the 2020 annual report.

Spending Limits for Candidates and Registered Parties

Spending limits ensure all political participants operate on a level playing field. The amount a candidate or a party can spend during an election is set by the EFA in two ways:

- Total Election Expenses — the total value of election expenses incurred during an election period
- Total Advertising Expenses — the total value of advertising expenses incurred during an election period

Advertising election expenses are subject to a separate limit but are also included in the total election spending limit. The election and advertising spending limits are calculated by multiplying two factors:

- a spending limit per registered voter
- the number of voters on the voters list in an electoral division

The new 90-day pre-election advertising spending limits were not in effect for the 2019 general election because it was not a fixed date election.

For parties, the spending limits are calculated by multiplying the total number of registered voters by the spending limit per registered voter. If they do not nominate a candidate in each of the 57 electoral divisions, the limit is reduced to reflect the number of actual candidates nominated.

For candidates, the spending limits are calculated by multiplying the number of registered voters within the electoral division by the spending limit per registered voter.

Contributions

The EFA places several restrictions on political contributions. Contributors must be individuals that live in Manitoba. They must use their own money, without expectation of reimbursement. Individuals must not contribute more than $5,000 to all political entities in a calendar year. An exception to this is a leadership contest, where an additional $3,000 limit per leadership contest is allowed.

Contributions may be monetary, in the form of cash, cheque or credit card, or non-monetary. The latter includes property and services provided free of charge and at fair market value.

When reporting on contributions, candidates must provide the name and residential address of contributors, the amount and date of contribution. An individual must not contribute cash in an amount that exceeds $25.

Once their nominations become official, candidates may register to issue tax receipts for contributions. Elections Manitoba provides numbered tax receipts and a unique tax registration number for their use. Registered parties and registered candidates must issue a tax receipt for any contribution over $10.

The new 90-day pre-election advertising spending limits were not in effect for the 2019 general election because it was not a fixed date election.

The following table shows the number of candidates, by affiliation, who registered to issue tax receipts for 2019:

Political Affiliation	Official Candidates 2019	Registered to Issue Tax Receipts 2019
CPC-M	5	1
GPM	43	12
Ind.	3	1
Lib.	57	36
MBFWD	7	1
MF	6	6
NDP	57	10
PC	57	52
Total	**235**	**119**

Reimbursements

Qualified candidates and registered parties may be reimbursed for up to 25% of eligible election expenses. Candidates qualify if they receive at least 5% of the valid votes in their electoral division and parties qualify if the candidates they endorse receive at least 5% of the votes in the election.

Election expenses are those used during the election period, that is, from the date the writ was issued, August 12, until 8:00 pm on election day. Non-monetary expenses are not reimbursed but do count towards the spending limit allotted to each candidate and party.

Candidates who receive at least 5% of the vote in their electoral division are also reimbursed for 100% of their reasonable child care and disability-related expenses. Reasonable expenses are those over and above the expenses normally incurred by the candidate. In certain circumstances, depending on the surplus status of a candidate's campaign, some or all of the candidate's reimbursement is paid directly to the endorsing registered party.

Elections Manitoba is carrying forward its recommendation to reimburse all candidates for reasonable child care and disability-related expenses, regardless of what percentage of the votes the receive.

In the 2019 general election, there were 201 candidates and four registered parties eligible for reimbursement, compared to 155 candidates and three registered parties in the previous election.

Third Parties

Third party rules are aimed at promoting fairness through limits on spending by individuals and interest groups that may influence public opinion during an election. The EFA defines a third party as a person or group (other than a registered party, candidate or constituency association) that promotes or opposes a registered party or candidate during an election.

Third parties must not spend more than $25,000 on election communication during the election period. An additional limit of $100,000 is set for the pre-election period in the year of a fixed date election. The new pre-election spending limits were not in effect in 2019 because it was not a fixed date election.

An election communication is any communication with the public during an election that supports or opposes a candidate or party. Some exceptions apply, as outlined in section 82 of the EFA.

In addition to spending limits, rules for third parties include mandatory registration with Elections Manitoba once the third party has spent $2,500 on election communication, identification of third party on election communication, appointment of a financial agent, and authorization on any advertising or promotional material.

Three third parties registered during the 2019 general election: Canadian Union of Public Employees – Manitoba (CUPE – Manitoba), Make Poverty History Manitoba and Unifor. Their election expense reports follow:

2019 Third Party Election Expenses

Third Party	CUPE - Manitoba[1]	Make Poverty History Manitoba	Unifor
Contributions			
By third party using own funds	$0	$7,342	$18,898
Total Contributions	**$0**	**$7,342**	**$18,898**
Election Communication Expenses and Surplus/(Deficit)			
Election Communication Expenses	$1,098	$7,342	$18,898
Surplus (Deficit)	**($1,098)**	**$0**	**$0**

[1] *CUPE - Manitoba filed a Third Party Election Communication Deficit Status report.*

Annual Activities

Photo: Travel Manitoba

Annual Activities: Activities related to *The Elections Act*

Working with Advisory Committees

Elections Manitoba consults each year with representatives from all registered parties on matters related to *The Elections Act* (EA) and *The Election Financing Act* (EFA). These advisory committees are legislated under each Act.

The Elections Act Advisory Committee

The EA advisory committee met twice in 2019. At the first meeting, on July 9, Elections Manitoba walked members through the election calendar and provided an update on election readiness. Specific topics included:

- updates to the nomination form, including the new disclosure section
- mapping work completed to implement new boundaries and new voting area sizes
- activities related to the permanent voter register, including public launch of online voter registration service and providing the first annual extract of the register to parties and MLAs

The second meeting of the EA Advisory Committee, held November 13, was an opportunity for Elections Manitoba to discuss the conduct of the election with committee members. Much of the discussion was on the effect of the permanent voter register on election administration and the number of voters on the list at various phases of the election.

Elections Manitoba also sought the committee's feedback on potential recommendations being considered for amendments to the EA, based on the experience of the recent election.

***Elections Act* Advisory Committee Members for 2019**

Registered party	Representative
CPC-M	vacant
GPM	Dirk Hoeppner
Lib.	Sam Dixon
MP	David Sutherland—until the election
NDP	Tim Johnson
PC	Keith Stewart

Activities related to *The Election Financing Act* (EFA)

Processing Annual Financial Returns

Registered parties and constituency associations are required to disclose their annual financial activities to demonstrate compliance and maintain transparency with the public. Candidates must also report on outstanding liabilities and loan status.

Registered Parties

The filing deadline for 2018 annual statements was April 1, 2019 unless Elections Manitoba approved an extension. Statements were filed as follows:

Annual filing by registered parties for 2018

Registered party	Filed date
CPC-M	April 15, 2019
GPM	March 27, 2019
Lib.	April 23, 2019
MP	May 15, 2019
NDP	April 12, 2019
PC	April 15, 2019

Registered Party Annual Financial Statements—2018

	CPC-M	GPM	Lib.	MP	NDP	PC
Income and expenses						
Contributions[1]	$7,445	$13,826	$144,947	$4,685	$457,064	$1,768,383
Transfers	-	1,563	725	-	19,600	5,974
Other income	7	4,716	33,752	-	33,557	308,028
Total income	7,452	20,105	179,424	4,685	510,221	2,082,385
Expenses	2,816	8,820	184,857	9,534	550,253	2,268,553
Surplus (deficit)	4,636	11,285	(5,433)	(4,849)	(40,032)	(186,168)
Assets and liabilities						
Assets	917	67,048	54,289	2,294	223,312	1,324,399
Liabilities	5,156	1,168	21,353	7,702	56,017	79,202
Net worth (deficit)	($4,239)	$65,880	$32,935	($5,408)	$167,295	$1,245,197

1 Excludes contributions made during the election periods for 2018 St. Boniface byelection.

Contributions Received by Registered Parties for 2018

The Election Financing Act (EFA) sets rules for contributions to political entities, including contribution limits, who may make and receive contributions, and how contributions may be made.

Under the EFA, only individuals who live in Manitoba may contribute. Contributions may be made to registered parties, candidates and constituency associations. An individual may contribute a maximum of $5,000 per year in total to political entities. This amount is indexed for inflation after each fixed date general election. There is an additional contribution allowed of up to $3,000 to one or more leadership contestants during a leadership contest period.

Cash contributions are limited to $25. Individuals must use their own resources and no contribution may be made in expectation of reimbursement or compensation.

Registered parties must report on the value of all monetary and non-monetary contributions received in their annual statements. The table below shows the total value of contributions made to registered parties in 2018, as reported in 2019.

The following table shows the dollar value of credits claimed for political contributions for the last 10 years:

Tax year	Total credits claimed
2008	$1,092,884
2009	$1,493,803
2010	$2,287,870
2011	$2,347,693
2012	$1,158,297
2013	$1,338,177
2014	$1,022,360
2015	$1,819,002
2016	$2,237,043
2017	$1,624,738
2018	$1,453,104

Contributions to Registered Parties in 2018

	CPC-M	GPM	Lib.	MP	NDP	PC	Total
$250 or more total value	**$4,598**	**$19,431**	**$139,352**	**$3,780**	**$464,248**	**$1,630,340**	**$2,261,479**
Less than $250 total value	2,847	5,745	36,860	905	163,726	370,398	580,751
Total	**7,445**	**25,176**	**176,212**	**4,685**	**627,974**	**2,000,738**	**2,842,230**
Less contributions on form 921[1]	0	11,350	31,265	0	170,910	232,355	445,880
Total of all contributions for annual statement	**$7,445**	**$13,826**	**$144,947**	**$4,685**	**$457,064**	**$1,768,383**	**$2,396,350**

[1] *Form 921: Statement of income, transfers and election expenses of a registered party for a campaign period.*

Manitoba Tax Credits Claimed for Political Contributions

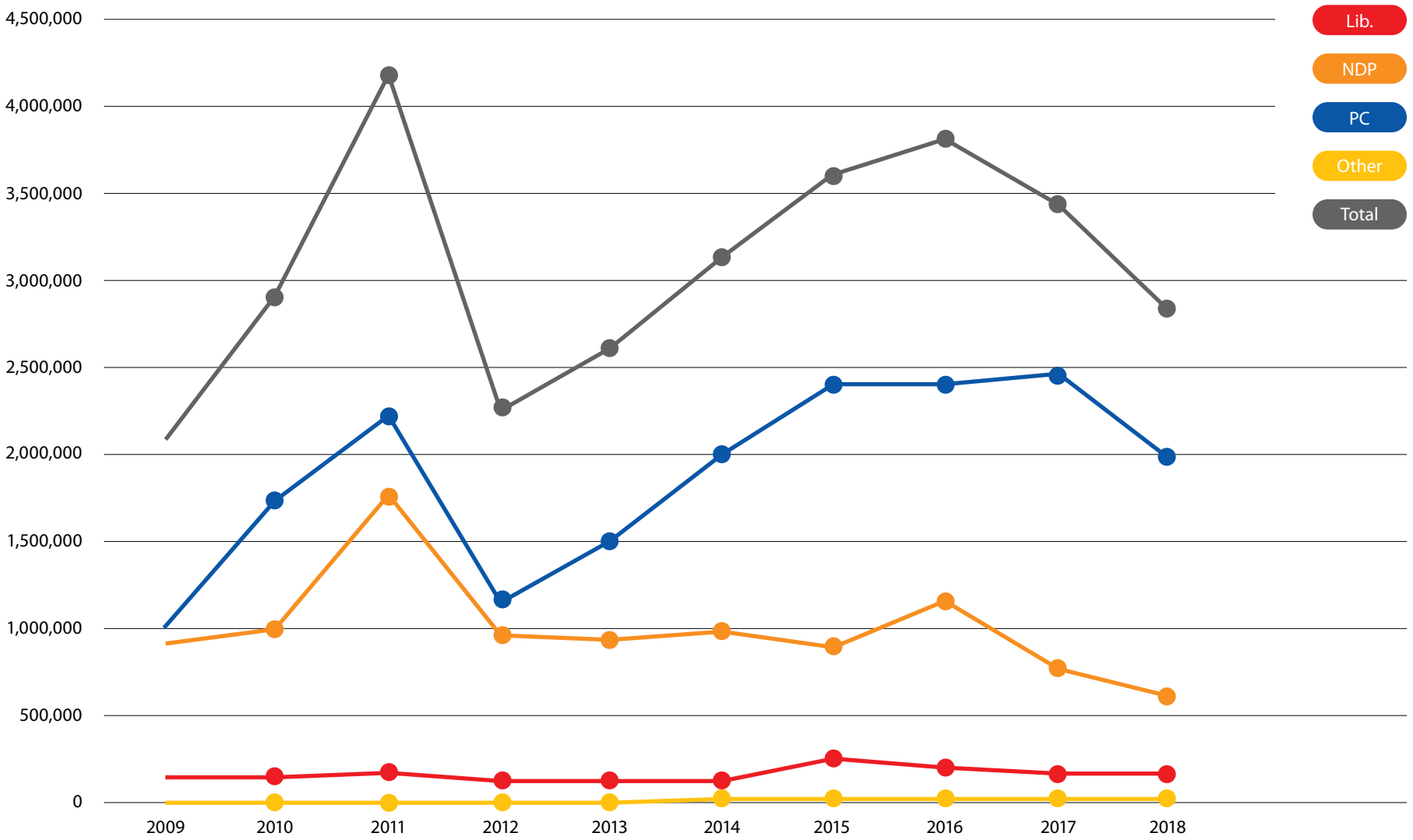
Only registered candidates and parties may issue tax receipts for contributions. The tax receipts may be used to claim tax credits as per section 4.11(1.) of *The Income Tax Act*. An individual's political contribution tax credit for a taxation year ending after 2017 is the lesser of $1,000 and the amount determined according to the following table:

Total contribution (T)	Political contribution credit (PCC)
$400 or less	PCC = .75 x T
more than $400 but not more than $750	PCC = $300 + (T - $400)/2
more than $750	PCC = $475 + (T - $750)/3

Historical Summary of Contributions Received by Registered Parties

Reporting Year	Lib.	NDP	PC	Other	Total
2009	157,511	927,872	999,581	12,930	**2,097,894**
2010	152,633	1,012,747	1,742,924	12,914	**2,921,217**
2011	169,840	1,763,304	2,227,047	18,888	**4,179,079**
2012	130,258	963,237	1,160,517	10,165	**2,264,177**
2013	132,290	949,700	1,499,192	20,492	**2,601,674**
2014	123,709	988,786	2,003,850	27,556	**3,143,901**
2015	254,914	904,518	2,418,236	29,508	**3,607,176**
2016	207,555	1,152,780	2,414,749	35,852	**3,810,936**
2017	167,216	778,482	2,459,578	35,363	**3,440,639**
2018	176,212	627,974	2,000,738	37,306	**2,842,230**
Total	**$1,672,138**	**$10,069,400**	**$18,926,412**	**$240,974**	**$30,908,924**

Contributions to Registered Parties — 10 Year Analysis



Constituency Associations

Constituency associations must file an unaudited statement, including a detailed listing of contributions as part of their annual reporting requirements. An annual contribution to the constituency association totaling $250 or more is public information.

With the changes to the electoral boundaries, many registered parties dissolved their existing constituency associations and formed new ones in 2019.

Contributions of $250 or More to Constituency Associations in 2019 (2008 Boundaries)

	Lib.	NDP	PC	GPM
Total number of constituency associations	57	57	57	1
Number reporting				
Contributions of $250 or more	—	—	—	—
Contributions of $250 or more	—	—	—	—

The Manitoba Party and The Communist Party of Canada – Manitoba did not have constituency associations.

Contributions of $250 or more to constituency associations in 2019 (2018 Boundaries)

	Lib.	NDP	PC	GPM
Total number of constituency associations	57	57	49	1
Number reporting				
Contributions of $250 or more	—	3	—	—
Contributions of $250 or more	—	$5,560	—	—

The Manitoba Party, Manitoba First and The Communist Party of Canada – Manitoba did not have constituency associations.

Yearly Comparison of Constituency Associations Reporting Contributions of $250 or More:

Year	No. of constituency associations	Reporting contributions of $250 or more	Total contributions of $250 or more
2010	173	4	$1,631
2011	171	4	$1,240
2012	171	3	$2,513
2013	171	1	$320
2014	171	0	$0
2015	171	4	$3,461
2016	171	0	$0
2017	172	1	$280
2018	172	0	$260
2019 (old)	172	0	$0
2019 (new*)	164	3	$5,560

**Transitioning to new boundaries established by the 2018 Boundaries Commission*

Candidates' Outstanding Liabilities and Loan Balances

Any candidate or leadership contestant who has outstanding liabilities or loans must file a statement with Elections Manitoba for every year that the liabilities or loans remain outstanding.

At the end of 2019, the number of candidates and leadership contestants required to file was as follows:

Election/leadership contest	Number required to file	Number filed
2014/2015 NDP leadership contest	1	1
2016 general election	11	11 [1]
2017 Point Douglas byelection	1	1
2017 NDP leadership contest	1	1

[1] *One candidate failed to file by the deadline*

Complete details can be found in the returns filed by candidates and leadership contestants, which are available for viewing at Elections Manitoba or on Elections Manitoba's website.

The EFA Advisory Committee

The committee met on July 9, 2019.
At the meeting, Elections Manitoba reviewed the important deadlines for candidate and party campaigns, guidelines for spending limits, third party rules, changes to reimbursement calculations and the schedule for reimbursement.

Members were also advised of dates and topics for upcoming compliance information sessions, procedures for official agents in managing candidates' finances, authorization of political advertising, and new reporting requirements for constituency associations.

Finally, two recommendations carried forward from 2018 to 2019 were reviewed.

Election Financing Act Advisory Committee Members for 2019:

Registered party	Representative
CPC-M	vacant
GPM	Dirk Hoeppner
Lib.	Sam Dixon
MP	David Sutherland – until the election
NDP	Kevin Dearing
PC	Darrell Girardin

Financial officers of registered parties are also invited to attend meetings of the EFA advisory committee.

Public Interest Disclosure

The Public Interest Disclosure Act, known as Whistleblower Protection, came into effect in April 2007. There have been no disclosures within Elections Manitoba, although the organization remains fully aware of the Act and is ready to ensure its regulations are met should an employee come forward with a concern.

The Act gives employees a clear process for disclosing concerns about significant and serious matters (wrongdoing) in the Manitoba public service, and strengthens protection from reprisal. The Act builds on protections already in place under other statutes, as well as collective bargaining rights, policies, practices and processes in the Manitoba public service.

Wrongdoing under the Act may be: contravention of federal or provincial legislation; an act or omission that endangers public safety, public health or the environment; gross mismanagement; or, knowingly directing or counseling a person to commit a wrongdoing. The Act is not intended to deal with routine operational or administrative matters.

The following is a summary of disclosures received by Elections Manitoba for fiscal year 2018 – 2019:

Information Required Annually (per sec. 18 of the Act)	Fiscal Year 2018-2019
The number of disclosures received, and the number acted on and not acted on. Subsection 18(2)(a)	NIL
The number of investigations commenced as a result of a disclosure. Subsection 18(2)(b)	NIL
In the case of an investigation that results in a finding of wrongdoing, a description of the wrongdoing and any recommendations or corrective actions taken in relation to the wrongdoing, or the reasons why no corrective action was taken. Subsection 18(2)(c)	NIL

Commissioner of Elections

Sections 92(1) & (2), of *The Election Financing Act* regulates the kind of information a government department or Crown agency can publish or advertise leading up to and during elections and byelections.

Any person who believes that a department or Crown agency has violated section 92 may file a complaint with the Commissioner of Elections.

Section 93 of *The Election Financing Act* requires that, if the Commissioner of Elections finds that a complaint is justified, the Commissioner must advise the Chief Electoral Officer of the particulars of the violation, which are then published in the Annual Report.

At the time of writing the 2019 Annual Report, no matters were provided by Commissioner Bill Bowles.

Developing Staff and Sharing Best Practices

Elections Manitoba regularly participates in professional development activities that reflect our areas of strategic focus. To enhance service, support innovation and foster engagement, staff from Elections Manitoba participated in the following:

- Canadian Society of Election Official Training: Staff from Elections Manitoba were involved in both conducting and receiving training through this program.
- Advisory Committee of Electoral Partners: Annual meeting of Canadian chief electoral officers
- Elections Yukon: Elections Manitoba staff provided support in development of Elections Yukon's permanent voter register
- Elections Canada voting officer training for Manitoba staff
- Elections Canada visitor program for the federal general election
- Workplace leadership course for independent offices of the Legislative Assembly
- Manitoba GIS User Group conference
- Council on Government Ethics and Laws

Elections Manitoba also continued to participate in the Secretariat for Electoral Coordination, a Canada-wide pilot program that facilitates collaboration and resource-sharing among electoral management bodies. There were three sub-committees active during the pilot program:

- Sharing Poll Site Technology sub-committee: Developed an inventory of equipment and software, created a live event calendar that shows technology availability and established a process for sharing equipment and software. Elections Manitoba benefited from this in the recent general election, leasing equipment from Elections Ontario.
- Register of Electors subcommittee: Investigated ways that Canadian election management bodies can work together to create current, complete and accurate voters lists. The subcommittee has reviewed common data elements, developed a proof of concept for an integrated address register and conducted a legislative review to identify potential barriers to sharing voter and address information
- Outreach and Civic Education Sub-Committee: Created a common resource package on voting and democratic rights for new Canadian citizens and a common educator resource for secondary students on the three levels of government.

Other Activities

Elections Manitoba provided assistance to Elections Canada during the federal election in the wake of the October 11th snowstorm. Elections Canada set up a "mega-poll' at the University of Winnipeg for residents of 13 First Nations communities who were evacuated from their homes because power outages caused by the storm. Elections Manitoba assisted by providing staff and logistical support.

Report to the Standing Committee on Modifications to the Voting Process

Little Limestone Lake
Photo: Travel Manitoba

Report to the Standing Committee on Legislative Affairs

Modifications to the Voting Process for the 42nd General Election

In January 2019 Elections Manitoba received approval from the Standing Committee on Legislative Affairs to proceed with three modifications to the voting process following the steps set out in section 28.1 of *The Elections Act*. The following is a report back to the committee on how the modifications performed during the 42nd general election, as required by legislation. The changes were proposed to meet public expectations to use technology efficiently while maintaining the security and integrity of paper ballots.

What Changed

Elections Manitoba made three process changes. Two involved advance voting: streamlining advance voting procedures, allowing for electronic strike-off; and using a new voting book format. The third change involved the production of a pre-printed book that combined the voting book and voters list for use on election day. The book included the preliminary and revised voters lists and showed the names of advance, homebound and absentee voters already struck from the list.

The Results

All three modifications were well received and performed well during the election. Feedback from voters and frontline voting officials was very positive. The objectives as set out in s. 28.1(2) were achieved:

1. Improve the voting process for voters: Using technology during advance voting sped up the process of voting and reduced cumbersome and time-consuming manual processes.
2. Achieve administrative efficiencies: Using technology increased overall speed and efficiency, and reduced the potential for errors. Real-time information was useful for election officials and registered parties.
3. Maintain the integrity of the voting process: The selective use of technology addressed areas where administrative efficiencies were needed while maintaining the security and integrity of a single paper ballot for each voter.

The Details

Advance Voting Electronic Strike-Off and New Voting Book Format

These two modifications were implemented during advance voting from August 29, 2019 to September 5, 2019 at 194 locations out of 326 locations. The criteria for locations was:

1. All returning offices.
2. One other location in each electoral division where connectivity could be established.
3. Capacity of field staff in terms of training and ability to provide support
4. Anticipated voter turnout, particularly for non-resident voters.

Instead of searching through a paper list, staff found voters' names quickly in one of two ways: scanning the bar code on their voter information card or using the web-based voters list management system. This approach proved to be faster and more accurate in finding and processing voters. The electronic strike-off showed all system users that a voter had voted almost immediately.

Advance voting reports were provided daily to the registered parties in a digital format. One report indicated all voters who had voted the previous day and where they had voted. In addition, a move report was provided indicating which voters had moved and changed addresses, the address and electoral division they had left where applicable, and their new address and electoral division.

The advance voting book was re-formatted to allow for labels to be printed and pasted into the voting book, eliminating the need to hand write information. For non-resident advance voting, a second label was printed for the certificate envelope, again replacing the need to hand write.

Using the new voting book format and printing out labels for the booklet and certificate envelopes of non-resident voters was fast and provided more accurate and legible information.

Combined Voting Book and Voters List for Election Day

Combining the preliminary and revised paper voting lists along with those who had voted in advance streamlined the process of voting on election day and reduced errors. The pre-printed books were prepared for each voting station and included the struck off names of those individuals who had voted in advance, homebound or absentee. It meant that voting officials only had to go through one list instead of two or more.

Printed labels replaced hand-written voter information in voting books.

Challenges

Overall the modified processes performed very well. There were a few challenges addressed during advance voting, including:

- Connectivity issues: use of technology requires a secure network that connects to the voters list and Elections Manitoba's internal databases. There were some challenges in finding and maintaining a robust enough signal in some areas of Winnipeg, in the north and in a few areas of rural Manitoba. All sites had the ability to revert to paper if there were difficulties.

Solution: Elections Manitoba will continue to seek service providers and systems that provide robust and dependable signals.

- Adapting to technology: a few election officials had some difficulty adapting to the use of technology. This number was relatively small. The majority understood and became quite comfortable in using the voters list management system during advance. The program is intuitive and easy to use.

Solution: Training will be revised to give voting officials more time to get used to using the technology. Some minor adjustments have been made to the program to make it easier to use for Manitoba elections.

- Proper technology set-up: The voting day set-up using technology takes a bit more time and requires attention to detail. A few sites were slow in getting up and running, but the majority were running quite smoothly within the first hour of advance voting.

Solution: Training will emphasize the steps in properly setting up voting stations. In addition, in-house videos and detailed instructions will be provided and emphasized prior to use to help elections officials clearly understand the set-up process.

Recommendation

The modifications have been tested in a byelection and a full general election, and worked well in achieving the objectives set out in legislation.

It is therefore recommended that modifications be permanently enshrined in legislation through legislative amendments to *The Elections Act*.

It is further recommended that amendments should reflect the possibility of extending the technological modifications made in advance voting to election day, with review and approval of the Standing Committee on Legislative Affairs.

It is recommended that Elections Manitoba work with Legislative Counsel in developing the amendments.

	s. 28.1(2) (a) Improve voting process for voters	Number s. 28.1(2)(b) Achieve administrative efficiencies	s.28.1(2)(c) Maintain integrity of voting process
Advance – electronic strike off of voters	✓	✓	✓
Advance – new voting book format	✓	✓	✓
Election day – combined voters and voting book with advance voter names already struck off.	✓	✓	✓

Compte rendu au Comité permanent des affaires législatives

Modifications dans le déroulement du vote lors de la 42e élection générale

En janvier 2019, le Comité permanent des affaires législatives a autorisé Élections Manitoba à apporter trois modifications au déroulement du vote, en suivant les étapes prescrites à l'article 18.1 de la Loi électorale. Ce qui suit est un compte rendu à l'intention du Comité qui décrit comment les modifications ont été apportées lors de la 42e élection générale, comme l'exige la législation. Les modifications avaient été proposées pour répondre aux attentes publiques concernant l'utilisation efficace de la technologie et le maintien de la sécurité et de l'intégrité des bulletins de vote en format papier.

Ce qui a changé

Élections Manitoba a apporté trois modifications au déroulement du vote. Deux d'entre elles portaient sur le scrutin par anticipation : la simplification des procédures du scrutin par anticipation, en permettant le biffage en temps réel; et l'utilisation d'un cahier du scrutin au format modifié. La troisième modification consistait en la production d'un livret préimprimé appariant le cahier du scrutin et la liste électorale en vue du jour du scrutin. Le livret comprenait les listes électorales préliminaires et révisées classées par sections de vote, et donnait les noms des électeurs ayant voté par anticipation, à titre d'électeur absent, à domicile ou autrement déjà biffés de la liste.

Les résultats

Les trois modifications ont été bien reçues et leur mise en œuvre s'est bien déroulée pendant l'élection. Les commentaires des électeurs et du personnel électoral sur place étaient très positifs. Les objectifs énoncés au paragraphe 28.1(2) ont été remplis :

1. Améliorer le déroulement du vote pour les électeurs – Le recours à la technologie lors du scrutin par anticipation a permis d'accélérer le déroulement du vote et de réduire le traitement manuel long et fastidieux.

2. Réaliser des efficiences administratives – Le recours à la technologie a permis d'augmenter la vitesse et l'efficience en général, et de réduire le risque d'erreurs. L'information en temps réel s'est avérée utile pour le personnel électoral et les partis politiques inscrits.

3. Maintenir l'intégrité du déroulement du vote – L'utilisation sélective de la technologie a permis de s'attarder là où des efficiences administratives étaient requises, tout en maintenant la sécurité et l'intégrité du bulletin de vote en format papier remis à chaque électeur.

Les détails

Biffage électronique des noms d'électeurs ayant voté par anticipation et cahier du scrutin au format modifié

La mise en œuvre de ces deux modifications a eu lieu lors du scrutin par anticipation qui s'est déroulé du 28 août au 5 septembre 2019, dans 194 des 326 centres de scrutin. Le choix des lieux s'est arrêté en fonction des critères suivants :

1. tous des bureaux du directeur du scrutin;
2. autre centre du scrutin dans chaque circonscription électorale où il est possible d'établir une connectivité;
3. capacité du personnel sur le terrain à offrir une formation et du soutien;
4. participation au scrutin par anticipation, particulièrement des non-résidents.

Au lieu d'avoir à chercher sur une liste imprimée, le personnel trouvait les noms des électeurs rapidement de deux façons possibles : par la lecture du code à barres sur la carte d'information de l'électeur; en consultant la liste électorale en ligne. Cette approche s'est révélée plus rapide et plus précise pour trouver des électeurs et les inscrire. Le biffage électronique signalait presque instantanément à tous les utilisateurs du système qu'un électeur avait voté.

Des rapports sur le scrutin par anticipation étaient envoyés chaque jour aux partis inscrits en format numérique. Un rapport dressait la liste de tous les électeurs qui avaient voté le jour précédent et indiquait où ils avaient déposé leur vote. De plus, un rapport sur les déménagements donnait les noms des électeurs qui avaient déménagé et changé d'adresse, en précisant le cas échéant l'adresse et le nom de la circonscription électorale qu'ils avaient quitté, ainsi que leur nouvelle adresse dans la circonscription électorale.

Le cahier du scrutin par anticipation a changé de format de façon à permettre l'impression d'étiquettes à coller dans le cahier du scrutin du jour du scrutin, éliminant ainsi la nécessité d'écrire les renseignements à la main. Dans le cas du scrutin par anticipation des non résidents, une seconde étiquette était imprimée pour l'enveloppe certificat, éliminant là encore la nécessité d'écrire à la main. L'utilisation du cahier du scrutin au format modifié et l'impression d'étiquettes pour le cahier du scrutin et les enveloppes-certificats à l'intention des électeurs non résidents ont permis d'accélérer les choses et d'obtenir des renseignements plus précis et lisibles.

Appariement du cahier du scrutin et de la liste électorale en vue du jour du scrutin

Apparier les listes électorales préliminaires et révisées imprimées à celles des électeurs ayant voté par anticipation a simplifié le déroulement du vote le jour du scrutin et réduit les erreurs. Des livrets pré imprimés ont été préparés pour chaque bureau de scrutin et comprenaient les noms biffés des électeurs ayant voté par anticipation, à titre d'électeur absent et à domicile. Le personnel électoral n'avait donc qu'une liste à consulter au lieu de deux ou plus.

Les renseignements écrits à la main ont été remplacées par les étiquettes imprimées dans les registres du scrutin.

Enjeux

Le déroulement du vote modifié s'est très bien passé dans l'ensemble. On a toutefois rapporté quelques problèmes au moment de la mise en œuvre des modifications, qui ont été réglés pendant le scrutin par anticipation, y compris ceux ci :

- Problèmes de connectivité : Le recours à la technologie requiert un réseau sécurisé qui se connecte à la liste électorale et aux bases de données internes d'Élections Manitoba. On a éprouvé quelques difficultés à trouver et à maintenir un signal assez fort dans certains quartiers de Winnipeg, dans le Nord et dans quelques régions rurales du Manitoba. Il était possible partout de revenir aux documents imprimés en cas de problème.

  Solution: Élections Manitoba poursuivra sa recherche de fournisseurs de services et de systèmes capables de maintenir des signaux forts et fiables.

- Adaptation à la technologie : Quelques membres du personnel électoral ont eu de la difficulté à s'adapter à l'utilisation de la technologie. Le nombre était relativement faible. La majorité a compris et est parvenue à utiliser le programme de gestion de la liste électorale avec assez d'aisance lors du scrutin par anticipation. Le programme est intuitif et facile à utiliser.

  Solution: La formation sera revue afin de donner au personnel électoral assez de temps pour se familiariser avec l'utilisation de la technologie. Quelques rajustements mineurs ont été apportés au programme pour le rendre plus facile à utiliser aux prochaines élections au Manitoba.

- Installation appropriée de la technologie : L'installation nécessaire à l'utilisation de la technologie le jour du scrutin demande un peu plus de temps et une attention aux détails. À quelques endroits, la mise en place a pris du temps, mais dans la majorité des cas tout entrait dans l'ordre dès la première heure du scrutin par anticipation.

  Solution: La formation mettra l'accent sur les étapes à suivre pour installer correctement la technologie dans les bureaux de scrutin. En outre, des vidéos et des instructions détaillées seront fournies et favorisées avant l'utilisation afin d'aider le personnel électoral à bien comprendre le processus d'installation.

Recommandations

Les modifications ont été mises à l'essai lors d'une élection partielle et d'une élection générale et ont bien rempli les objectifs prescrits dans la législation.

Il est par conséquent recommandé que les modifications soient intégrées de manière permanente dans la législation en apportant des amendements à la *Loi électorale*.

Il est en outre recommandé que ces amendements ouvrent la possibilité d'étendre les modifications d'ordre technologique apportées au scrutin par anticipation au jour du scrutin, sous réserve de l'examen et de l'approbation du Comité permanent des affaires législatives.

Il est enfin recommandé qu'Élections Manitoba élabore ces amendements en collaboration avec le Conseiller législatif.

	Alinéa 28.1(2) a) Améliorer le déroulement du vote pour les électeurs	Alinéa 28.1(2)b) Réaliser des efficiences administratives	Alinéa 28.1(2)c) Maintenir l'intégrité du déroulement du vote
Scrutin par anticipation – Biffage électronique	✓	✓	✓
Scrutin par anticipation – Cahier du scrutin au format modifié	✓	✓	✓
Jour du scrutin – Appariement des listes électorales et du cahier du scrutin comprenant les noms biffés des électeurs ayant voté par anticipation	✓	✓	✓

Recommendations

Photo: Anthony Urso

Recommendations

The chief electoral officer may recommend amendments to Manitoba's electoral law in order to improve and/or update the electoral process and better serve the electorate. The chief electoral officer's recommendations are published in Elections Manitoba's annual reports.

The CEO consults with the Advisory Committees when drafting recommendations; however, what is ultimately recommended is at the sole discretion of the chief electoral officer.

The Elections Act: New recommendations

Voters List Efficiency

a) Provide consistent voters list information to registered parties - sections 63.8(2), 74(2), 75(2) , 89(3), 176

Recommendation: That voters list content be standardized throughout the legislation so that consistent information is provided to registered parties at all phases of the election as well as on an annual basis.

Background: Currently *The Elections Act* sets out different categories of information to be included in the annual, preliminary, revised and final voters list, all of which are provided to registered parties. The mailing address, for example, is not required to be included in all lists.

By standardizing the information given to registered parties, all voters lists can be produced in a consistent format, making the process more consistent, reducing the potential for error and improving service to stakeholders. It is, therefore, recommended that the annual, preliminary, revised and final voters list be consistent.

b) Provide a voters list to candidates upon request - sections 75(1), 89(3)

Recommendation: To remove the requirement that returning officers provide the preliminary and revised voters lists to all candidates in their electoral division, so that lists only be provided to candidates on request.

Background: *The Elections Act* requires returning officers to provide a copy of the preliminary and revised voters lists to all candidates. Under current provisions, returning officers prepare voters lists for all candidates in their electoral division, but experience shows that candidates are using voter information provided by their registered party. Fewer and fewer candidates are picking up the lists produced by the returning officer, resulting in excess copies in the office.

Providing a voters list upon request ensures that a list is always available to candidates, eliminates unnecessary creation of duplicate voter information, reinforces access controls and strengthens privacy provisions.

c) Final Voters List - section 176

Recommendation: To include the most up-to-date information available at the end of election day in the final voters list. This would expand the scope of changes that returning officers can make to the voters list after election day, by including updates and corrections provided by voters themselves.

Background: The current legislation only allows voters to be added to the final voters list, but doesn't allow for moves, corrections or updates received from the voter, such as a name or address change. The computer application used by Elections Manitoba to manage the Manitoba Voter Register allows staff to easily update the voters list with information provided directly from the voter on election day. Using the application, staff can add voters who swore on at a voting opportunity, and they can quickly and accurately move a voter, correct errors in a voter record, and update voter information. Using the capabilities of the application more fully would enhance the quality of the final voters list.

Because the final voters list is also used to update the information in the Manitoba Voter Register, allowing returning officers to perform a more broad range of updates during final tally will also improve the accuracy and currency of the data in the register.

Voter Service and Accessibility

Telephone Voting

Recommendation: To introduce a telephone voting option for absentee voters unable to return their ballot by mail in time to be counted, for voters with a disability and their caregivers.

Background: Absentee voting allows voters who will be outside the province or remote from their voting location during advance and election day to cast their ballot. A voting package is sent to the voter and it is their responsibility to return their ballot by 8:00 pm on election day.

Some absentee voters do not have a fixed address while traveling or are travelling in areas where they are not able to receive or return their ballot in the time provided. There have been cases in past election of ballots returned too late to be counted.

The ability to vote by phone would allow an absentee voter to quickly and easily cast their ballot before the close of voting on election day, with appropriate security and process measures. The option to vote by phone would also facilitate the voting of Canadian Armed Forces members serving outside of Canada.

Telephone voting would also enhance accessibility to the electoral process for voters with a disability and their caregivers. Under current legislation, voters who cannot go to a voting station due to a disability or because they are caring for someone who is unable to leave their home may apply for homebound voting. The option to vote by phone would further enhance service to voters, reduce barriers and allow voters more independence in casting their ballot.

Election Administration Modernization

a) Modifications to the Electoral Process

As reported in the previous section, Elections Manitoba implemented three modifications to the electoral process in 2019, as follows:

i. Allow for real-time strike-off during advance voting

ii. Change the advance voting book format to allow for labels to be printed and pasted into the book instead of hand writing voters' names

iii. Combine the voters list and voting book for use on election day

Recommendation: That these modifications be permanently enshrined in legislation through amendments to *The Elections Act*. It is further recommended that amendments should reflect the possibility of extending the technological modifications made in advance voting to election day, with review and approval of the Standing Committee on Legislative Affairs.

It is also recommended that Elections Manitoba work with Legislative Counsel in developing the amendments.

b) Leave to Participate in Elections — Elections Office Staff - section 17(1)

Recommendation: That the leave given to office staff and interpreters to work in a returning office be consistent with the leave timelines for registration agents.

Background: Registration agents can begin unpaid leave to work in a returning office 75 days before a fixed date election in order to conduct targeted registration. Currently, leave for office staff and interpreters does not begin until the election is called. As a result, staff are not in place to support registration activity. Aligning the leave of absence for office staff with that of registration agents would improve voter registration efforts that occur before an election is called.

c) Electronic Signature

Recommendation: To accept electronic signatures to allow for the electronic filing of forms under *The Elections Act*.

Background: Multiple forms for voters and candidates are currently available on the Elections Manitoba website in a fillable format but require an “ink” signature. This means that users can complete the form on their computer, but must print them out, sign their name, and scan the signed form in order to send it. The use of an electronic signature would eliminate the need for printing and scanning, thereby enhancing service, and increase efficiency in receiving and processing these forms. By making the forms completely electronic, Elections Manitoba would be meeting voter expectations of providing a full online service for the completion and submission of forms.

The Election Financing Act: New Recommendations

1. Reporting by Constituency Association — Section 64

Recommendation: To amend section 64 by changing the date for a constituency association to file their annual financial statement from January 31 to March 31.

Background: In 2016, Elections Manitoba recommended that constituency associations be required to file an unaudited financial statement providing an overview of their financial position at the end of each year and, if requested by the chief electoral officer, any other sources of funding. The rationale for this recommendation was to enhance transparency of funding to political participants by allowing for the reconciliation of transfers between constituency associations and both candidates and registered parties.

This recommendation was implemented in legislation in 2017 and constituency associations first reported in 2018 with a deadline of January 31.

Since the change in reporting requirements, Elections Manitoba has had discussions with advisory committee representatives and financial officers of constituency associations about adjusting the timing of filing the financial statements. By making the reporting deadline consistent with that of registered parties, the financial officers would be able to file more accurate information, reducing the need to later amend their statements. This would make the process more efficient for the constituency associations.

2. Late Filing Fee: Constituency Association — Section 70(2)

Recommendation: To update section 70(2) to reflect the change in filing deadline recommended under section 64.

Background: Under current legislation, a constituency association's financial officer that fails to file a statement required under section 64 by February 28 of each year must pay the chief electoral officer a late filing fee of $25 for each day the failure continues.

If section 64 were amended as recommended above, the date after which the late filing fee would come into effect would be April 30. This would be a consequential amendment due to changing in reporting of the constituency association.

3. Electronic Signature

Recommendation: It is recommended that electronic signatures be accepted to allow for the electronic filing of forms under *The Election Financing Act*. Multiple forms are currently available electronically but require an "ink" signature. The use of an electronic signature would improve the efficiency in receiving and processing these forms, and make it easier for users to send in required information.

The Election Financing Act: Recommendations Carried Forward

1. Reimbursement: 100% Reasonable Disability and Child Care expenses to all Candidates – Section 74

Recommendation: To amend section 74(1) to provide reimbursement of reasonable child care and disability expenses to all candidates, not just those who receive 5% of the valid votes.

Background: In order to further support participation in the electoral process, both by potential candidates with disabilities and those with young children, we are proposing that the reimbursement for disability-related expenses and child care expenses be provided to all candidates, not just those who receive 5% of the valid votes.

As the organization responsible for ensuring all eligible Manitobans have the opportunity to participate in elections, Elections Manitoba is committed to identifying and removing barriers to full participation by voters and candidates. Currently, candidates must receive a minimum of 5% of the valid votes to be eligible to receive reimbursement.

According to Statistics Canada, over 230,000 or one in four Manitobans aged 15 years and over has a disability. Barriers to accessibility affect persons with disabilities, their family and friends, and their communities. In December 2013, *The Accessibility for Manitobans Act* (AMA) became law, requiring public sector organizations to develop accessibility plans.

The Elections Act already provides many ways for Manitobans with disabilities to easily and independently cast a ballot, including homebound voting, voting with assistance, institutional voting and Braille ballot templates. *The Election Financing Act* also has provisions that eliminate barriers to participation as a candidate:

- Any reasonable disability-related or child care expenses incurred by a candidate to allow him or her to campaign in an election are not considered election expenses. In other words, they are not counted towards the candidate's election spending limit. (EFA sec. 50 (3.6), 50(3.7))
- Candidates are reimbursed for all reasonable disability-related expenses incurred during an election period, as long as the candidate receives 5% or more of the valid votes in his or her electoral division. The expenses must be over and above any expenses he or she would normally incur. (EFA sec. 74 (2))

This recommendation would remove a potential barrier to participation for candidates with a disability or those who have young children.

2. Recoverability of Late Filing Fees — Section 70

Recommendation: To amend section 70 to include a time period for recovery of late filing fees, in order to apply the late filing fees more effectively. Accordingly, the section should be amended to state that the late filing fee must be paid within 30 days of receiving the notice from the chief electoral officer.

Background: A person who fails to file information, a statement, report or record by the filing deadline is subject to a late filing fee. Once the filing deadline has passed, a late filing fee is assessed at $25 per day for each day the failure continues, to a maximum of 30 days. The person is notified of the amount payable once the information is received or, if the information has not been received, once the deadline has passed.

The payment deadline for late filing fee is currently not specified in the legislation. In practice, however, we request the payment be made in 30 days, which is consistent with other filing requirements. In order to clarify the timeline for payment of late filing fees, it is recommended the section be amended to specify a 30-day period.

Other Recommendation Relevant to the Conduct of Elections: Carried forward

Establish a Single Address Authority for Manitoba

A permanent voter register must correctly link a voter to an address. Manitoba does not currently have consistent address conventions. Consistency in addressing, including street names and address format, allow for the validation and matching necessary to assign a voter to an electoral division and voting place. It also impacts the accuracy of voter information provided to candidates and parties.

Differences in address conventions can lead to inconsistencies that may impact the quality of the register and the voters lists that are produced. These inconsistencies may result in voters not being assigned to the appropriate voting place.

A single address authority would improve efficiency not just for electoral purposes; public safety would also be impacted, as fire, ambulance, and police services would use standardized addresses.

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