



**PUBLIC AGENDA - SPECIAL JOINT MEETING
GOVERNANCE AND PRIORITIES COMMITTEE
WITH THE GREATER SASKATOON CATHOLIC SCHOOLS' BOARD**

Wednesday, June 14, 2017, 1:00 p.m.
Committee Room E, Ground Floor, City Hall

Pages

1. CALL TO ORDER

2. CONFIRMATION OF AGENDA

Recommendation

That the agenda be confirmed as presented.

3. DECLARATION OF CONFLICT OF INTEREST

4. ITEMS FOR DISCUSSION

4.1 Greater Saskatoon Catholic Schools Board

4.1.1 Theodore Court Ruling

4.1.2 Budget 2017-2018

4.1.3 New Schools

4.2 City of Saskatoon

4.2.1 Enumeration/Voters List/Voter Registry (File No. CK. 265-1)

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A resolution package from City Council's meeting held on April 25, 2016 is attached.

City Council resolved, in part, that this matter be added to the Governance and Priorities Committee agenda when it meets with the Public and Separate School Boards.

4.3 Other Joint Matters

5. ADJOURNMENT

**PUBLIC RESOLUTION
REGULAR BUSINESS MEETING OF CITY COUNCIL**

Main Category: 9. REPORTS FROM ADMINISTRATION AND COMMITTEES

Sub-Category: 9.11 Governance and Priorities Committee

Item: 9.11.2 Enumeration/Voters List/Voter Registry (File CK. 265-1)

Date: April 25, 2016

Any material considered at the meeting regarding this item is appended to this resolution package.

Moved By: Councillor Loewen

Seconded By: Councillor Hill

That the information be received.

In Favour: His Worship the Mayor, Councillor Clark, Councillor Davies, Councillor Donauer, Councillor Hill, Councillor Iwanchuk, Councillor Jeffries, Councillor Loewen, Councillor Lorje and Councillor Paulsen

CARRIED UNANIMOUSLY

Moved By: Councillor Loewen

Seconded By: Councillor Hill

That voters be registered at the polls on the dates set for voting during the 2016 Municipal and School Board Elections.

In Favour: Councillor Clark, Councillor Davies, Councillor Donauer, Councillor Hill, Councillor Jeffries, Councillor Loewen, Councillor Lorje and Councillor Paulsen

Against: His Worship the Mayor and Councillor Iwanchuk

CARRIED

Moved By: Councillor Iwanchuk

Seconded By: Councillor Loewen

That this matter be added to the Governance and Priorities Committee agenda when it meets with the Public and Separate School Boards.

In Favour: His Worship the Mayor, Councillor Clark, Councillor Davies, Councillor Donauer, Councillor Hill, Councillor Iwanchuk, Councillor Jeffries, Councillor Loewen, Councillor Lorje and Councillor Paulsen

CARRIED UNANIMOUSLY



GOVERNANCE AND PRIORITIES COMMITTEE

Enumeration/Voters List/Voter Registry

Recommendation of the Committee

1. That the information be received; and
2. That voters be registered at the polls on the dates set for voting during the 2016 Municipal and School Board Elections.

History

At the April 18, 2016 meeting of the Governance and Priorities Committee, a report of the City Clerk, dated April 18, 2016 was considered.

Attachment

April 18, 2016 report of the City Clerk.

Enumeration/Voters List/Voter Registry

Recommendation

That a report be forwarded to City Council recommending:

1. That the information be received; and
2. That voters be registered at the polls on the dates set for voting during the 2016 Municipal and School Board Elections.

Topic and Purpose

The purpose of this report is to respond to an inquiry of Councillor Iwanchuk and to City Council's referral of a recommendation of the Saskatoon Municipal Review Commission regarding the enumeration of names of electors and the preparation of a voters list.

Report Highlights

1. There is no legislative or administrative requirement for a voters list. A voters list has not been prepared in Saskatoon since 1988.
2. Conducting an enumeration is labour intensive and costly.
3. A council may choose to enter into agreements with respect to sharing or using a voters list, or any other voter data used to create a voters list, with any officer established pursuant to a provincial Act or an Act of the parliament of Canada responsible to conduct an election.
4. The use of a national or provincial register of electors in a municipal election may serve as a basis for a voters list.
5. There is no provision in the legislation to allow for a process to preserve the voter registration forms from the 2016 Municipal and School Board Elections to formulate a list to be used for the purposes of developing a permanent voters list.

Strategic Goal

The information contained in this report aligns with the Strategic Goal of Continuous Improvement and the four-year priority to pursue opportunities to "modernize" civic government to reflect best practices, changing demands, etc.

Background

At the meeting of City Council held on January 6, 2014, Councillor Iwanchuk made the following inquiry:

"Would the Administration please report on the steps that would be required to have residents of Saskatoon enumerated for the 2016 Municipal Election. Please include in the report if a voters' list would be provided to all candidates, such as is the case in provincial and federal elections."

The above inquiry was subsequently included in the matters to be reviewed by the Municipal Review Commission. In its report dated November 19, 2015, the Municipal Review Commission reported and recommended:

“The SMRC believes the costs associated with a quadrennial enumeration would be high and administratively burdensome. It is thus recommended that Council explore the possibility of obtaining voter information from the Chief Electoral Officers of Canada and Saskatchewan for the purposes of establishing a permanent Saskatoon voters’ list. This list should be open to revision for a period leading up to the close of voting on the day of the election. In the absence of this information from the Chief Electoral Officers of Canada and Saskatchewan, the SMRC recommends the current process for establishing the voters’ list be followed for the 2016 election. Following that election it is recommended that the list be preserved and used as the basis for a permanent voters list for subsequent elections. The SMRC recommends that the list be open to revision for a period of time leading up to the close of voting on the day of the election.”

On January 25, 2016, City Council referred the recommendation of the Municipal Review Commission to the Administration for a report back.

Report

History of Voters List in Saskatoon

Prior to 1973, full voters lists were not prepared, but lists of burgesses (property owners) were prepared for money votes. Voters lists were prepared for elections held in the City between 1973 and 1988. In 1991, City Council decided that a voters list would not be prepared for the 1991 election, and since then there have been no voters lists. Voters lists are not used by most Saskatchewan municipalities. A voters list is neither legislatively nor administratively required.

Enumeration

The Local Government Election Act, 2015 requires a resolution to prepare a voters list be passed by Council at least 55 days before Election Day. The returning officer is the chief enumerator responsible for the enumeration unless a council appoints someone other than the returning officer to be the chief enumerator. The chief enumerator may appoint assistants to enumerate names and to prepare and revise the voters list.

The scope of a voters list prepared through enumeration is dependent on the completeness of the enumeration effort and is subject to a variety of factors that may not always be within the control of election administrators.¹ An enumeration conducted by a process of going door-to-door presents challenges. In a report to the Legislative Assembly of Saskatchewan by the Chief Electoral Officer of Saskatchewan (October, 2013), challenges include access to voters, privacy and personal safety, recruiting and retaining enumerators and labour costs. The report notes it is increasingly difficult for enumerators to find people at home when they call and difficult to obtain the contact information for persons in control of multiple dwelling sites and gain access to residential units occupied by voters. There are also increasing numbers of residents

¹ Dr. Michael Boda, *Toward a Permanent Register of Voters for Saskatchewan*, October 2013, Presented to the Legislative Assembly of Saskatchewan

Enumeration/Voters List/Voter Registry

who refuse to answer their doors out of fear for their personal safety or for reasons of privacy. Concerns for safety have also been expressed by enumerators.²

Conducting an enumeration is labour intensive and costly. A review of previous reports to City Council on this topic suggest costs as follows: 1988 actual - \$120,000; 1991 estimate - \$136,000; 2006 estimate - \$250,000. The City of Regina has reported that its last door-to-door enumeration and preparation of a voters list was conducted in 1985 at an estimated cost of \$160,000.

To determine a more current estimate, a formula for determining the number of enumerators required to conduct an enumeration as well as a fee schedule was obtained from Elections Saskatchewan. Applying the formula based on the number of enumerators and the fee schedule alone, the estimate is \$380,000. This estimate does not include costs associated with necessary training of enumerators or any mileage, nor does it include any printing costs associated with conducting the enumeration or any communication with residents. The data acquired through an enumeration must also be managed, adding to the cost of an enumeration. It would be necessary to acquire appropriate software and adequate staff to manage the data collected as well as manage revisions to a voters list. These factors would add to the estimate for conducting an enumeration and be well within an overall estimate of \$500,000. Both school boards share in the costs of the municipal/school board elections (50 percent) and consideration would be necessary as to whether the costs of conducting and managing an enumeration would be cost-shared.

Sharing and Posting of Voters List

The Local Government Election Act, 2015, provides for copies of the voters list to be posted in the offices of the board and the administrator as well as public places within wards at least 31 days before the general election. If requested, the Chief Enumerator shall provide one copy of the voters list to each candidate free of charge. The voters list must only be used by election officers for the purpose of carrying out their duties or by a candidate for communicating with voters, including for soliciting contributions and campaigning.

Voter Registry

The Municipal Review Commission recommended that Council explore the possibility of obtaining voter information from the Chief Electoral Officers of Canada and Saskatchewan for the purposes of establishing a permanent Saskatoon voters list.

Elections Saskatchewan is undertaking the implementation of a permanent voter registry. It has conducted a door-to-door enumeration and has signed an agreement with Elections Canada as a first step to building a permanent register of voters for the province. The information sharing agreement provides for the transfer of an elector's personal information between the two election management bodies.

The Local Government Election Act, 2015 states that a Council may choose to enter into agreements with respect to sharing or using a voters list, or any other voter data

² Dr. Michael Boda, *Toward a Permanent Register of Voters for Saskatchewan*

used to create a voters list, with any officer established pursuant to a provincial Act or an Act of the parliament of Canada to conduct an election. The information obtained must be used only for the purpose of preparing or revising a voters list.

Legislative Requirements for Preparation of a Voters List

The voters list **must** be in the prescribed form under *The Local Government Election Act, 2015* and **must** contain sequential numbering, the name of the voter, the voter's address or legal land description, the ward where the voter can vote in an urban municipality divided into wards, and whether the voter is eligible to vote in respect of the public or separate school division. A voter is deemed eligible to vote in the public school division if no indication is provided.

The legislation sets out a number of steps that must be taken for the final preparation and use of a voters list and the time frames within which they must occur. These are detailed in Attachment 1.

If a voters list is used, electors are not required to complete a voter's declaration form to obtain a ballot unless the voter's name does not appear on the list, the deputy returning officer has reasonable grounds to question the entitlement of the voter to vote or a candidate or agent raises an objection to the voter's entitlement to vote. All voters are required to provide proof of identity and residence to the deputy returning officer, in addition to whether the person is a voter of the public school division or the separate school division. The deputy returning officer must record this information in the poll book. The use of a voters list does not remove these requirements.

Use of National or Provincial Register of Electors

The use of a national or provincial register of electors in a municipal election may serve as a basis for a voters list. However, the municipality must still take steps to validate and revise the data. A data management system, or access to such a service would therefore be necessary. Further, as noted above, the prescribed voters list for municipalities in Saskatchewan must include the designation of the ward number (if a municipality is divided into wards) and whether the voter is eligible to vote in respect of the public school or separate school division. Information obtained from a national or provincial register would not contain this information, and therefore we would be required to obtain this information separately for inclusion in the voters list.

A review of other jurisdictions, for example, The City of Winnipeg and Halifax Regional Municipality demonstrates that while information obtained from other levels of government is used as the basis for their lists, additional steps are taken to confirm or validate the voters list. Additional steps may include such things as having representatives available at a central location or establishing a call centre where residents may confirm voter list information, or using an outside elector data quality company to conduct data cleansing.

Establishing a Voters List from Voter Registration Forms

The report of the Municipal Review Commission recommended that if the current process for registering voters at the poll is continued for the 2016 municipal and school

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board elections, the list of registered voters be preserved and used as the basis for a permanent voters list for subsequent elections.

When a voters list is not used *The Local Government Election Act, 2015* prescribes that voter registration forms may be used as a poll book (Voter Registration Form and Poll Book). The forms must be fastened together and numbered consecutively. At the close of polls, after the count, the deputy returning officer places all ballot packets, poll books and voters registration forms in the ballot box, seals the box and delivers the box and statement of results to the returning officer. The returning officer brings the ballot box and duplicate statement of results to the municipal administrator, who is then responsible for their safekeeping. The contents of the ballot boxes must be kept for three months after Election Day. All election documents, **other than those contained within the sealed ballot box**, are public documents kept in accordance with the municipality's Records Retention and Disposal Schedule. No person shall inspect the contents of a sealed ballot box, except pursuant to the order of a judge.

There is no provision in the legislation to allow for a process to preserve the voter registration forms to formulate a list to be used for the purposes of developing a permanent voters list.

Public and/or Stakeholder Involvement

Primary stakeholders include the Saskatoon Public School Board and the Greater Saskatoon Catholic School Board.

Policy Implications

There are no policy implications at this time.

Financial Implications

The cost of an enumeration or management of a voter registry has not been budgeted for in the 2016 Municipal Election.

Due Date for Follow-up and/or Project Completion

The Administration will continue to monitor sharing of voters lists or data and provide further reports, as necessary.

Public Notice

Public Notice pursuant to Section 3 of Policy No. C01-021, Public Notice Policy, is not required.

Attachments

1. Attachment 1 – Steps for Preparation of a Voters List

Report Approval

Written and Approved by: Joanne Sproule, City Clerk

Steps for Preparation of a Voters List

- At least 55 days before Election Day – resolution to prepare a voters list;
- At least 31 days before Election Day – post a copy of the Voters List and Notice of Application for Revision of Voters List, in the office of the administrator, in the school board office and in any other public place deemed necessary, **including at least one set posted in each ward**; notice of posting must be published in the newspaper;
- At least 15 days before an Election – voters may apply to have a name (including their own) struck from the voters list, on the grounds the person is not a qualified elector;
- At least 15 days before an Election, applicants may apply to correct an error or omission in the voters list by filing a voters registration form setting out the information necessary to correct the error or omission – applicants are those persons who are eligible to vote but whose name is not on the voters list; whose name is listed in error on the voters list; whose designation as a voter of the public school division or separate school division is incorrect; or whose name is listed in the incorrect ward or polling place.
- At least 10 days before Election Day, the chief enumerator will prepare a revised voters list, by striking any name from the list or correcting any error on the list; initialling and dating each change made. Notice to people who have been deleted from the original voters list along with a written statement of the eligibility requirements of a voter must be served either personally or by registered mail.