



# **MODERNIZING ELECTION ADMINISTRATION** in the Northwest Territories

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**CEO Report on the Administration of the 2015 Territorial General Election**



May 23, 2016  
The Honourable Jackson Lafferty  
Speaker of the Legislative Assembly of the NWT  
PO Box 1320  
Yellowknife NT X1A 2L9

Dear Mr. Speaker:

I have the privilege to submit for contemplation of the Legislative Assembly my report, *Modernizing Election Administration in the Northwest Territories*, as it relates to the management of the 2015 Territorial General Election and offers recommendations for administering future electoral events in the Northwest Territories.

The report will provide insight into the electoral event from the aspects of election stakeholders, operational considerations, communications and the electoral activities that occurred during and after the writ period. The report includes proposed recommendations that were assembled during the administration of the event with the objective of ensuring Elections NWT continues to mature and be well positioned to meet the expectations of the Northwest Territories electorate in the coming years.

The report is submitted in accordance with subsection 266(2) of the *Elections and Plebiscites Act*.

Sincerely,

A handwritten signature in black ink, appearing to read 'Nicole Latour', written in a cursive style.

Nicole Latour

Chief Electoral Officer, Northwest Territories

- If you would like this information in another official language, call us.
- Kíspin ki nitawih̄tīn ā nih̄yawih̄k ōma ācimōwin, tipwēsīnēn.
- Tłıchq̄ yati k'éé. Di wegodi newq̄ de, gots'o gonede.
- ?erih̄t'is dēne s̄l̄iné yati t'a huts'elk̄er xa beyéyati the?̄a ?ate, nuwe ts'ēn yółti.
- Edi gondi dehgéh̄ got'ı̄e zhatié k'éé edatł'éh̄ enahddh̄e nide.
- K'éhshó got'ı̄ne xədó k'é hederi ?edı̄ht'é yeriniw̄e níde dúle.
- Jii gwandak izhii gin̄jik vat'atr'ij̄ahch'uu zh̄it yinoth̄an j̄i', diits' àt ginohkn̄i.
- Uvanittuaq̄ ilitchurisukupku inuivialuktun, ququaqluta.
- C̄b̄d̄l̄ n̄n̄c̄b̄b̄Δ̄c̄ Λ̄c̄L̄J̄Δ̄c̄ Δ̄m̄n̄c̄c̄s̄b̄/L̄c̄n̄b̄, D̄c̄c̄n̄c̄m̄c̄ D̄s̄b̄c̄ c̄c̄c̄c̄n̄c̄
- Hapkua titiqqat pijumagupkit inuinnaqtun, Uvaptinnut

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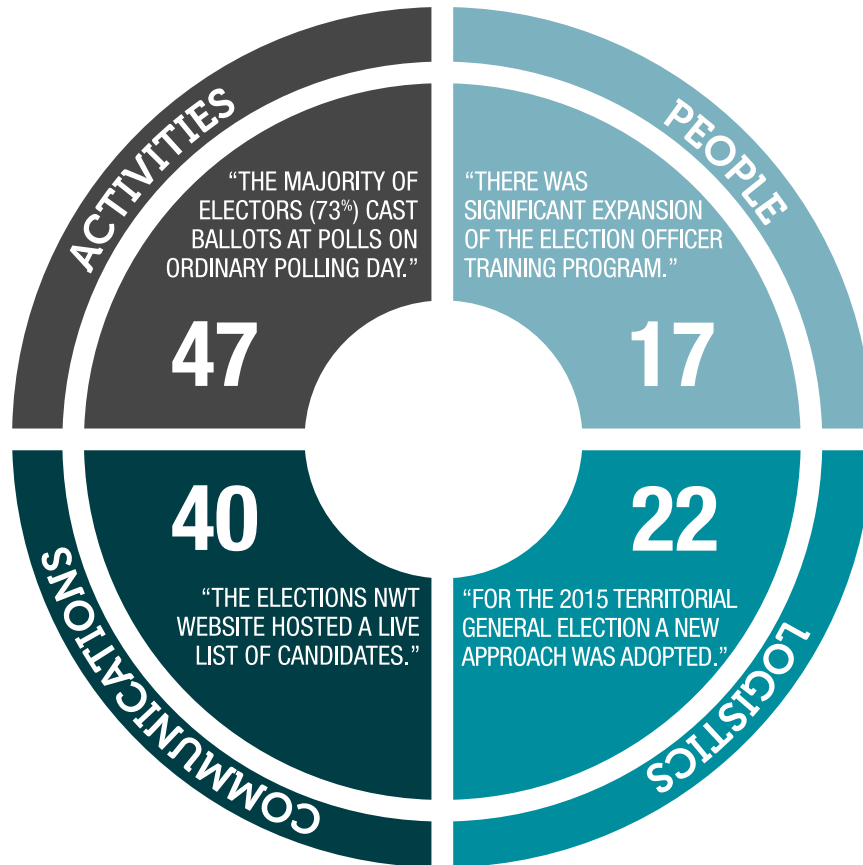


ELECTIONS NWT

# INTRODUCTION

“WHEN WE VOTE IS ALSO AN IMPORTANT CONSIDERATION.”

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# INTRODUCTION

## **PROLOGUE**

Legislative Amendments

Electoral Boundaries

## **REMARKS OF THE CEO**

## **RETURNING OFFICERS**

A number of relevant events preceded the 2015 Territorial General Election. The two most significant were amendments to the *Elections and Plebiscites Act* and the 2012-2013 Electoral Boundaries Commission.

## Legislative Amendments

Prior to the 2015 Territorial General Election the *Elections and Plebiscites Act* saw a total of 94 amendments. Bill 26, *An Act to Amend the Elections and Plebiscites Act*, contained 44 amendments and a consequential amendment to the *Health Information Act*. Bill 33, *An Act to Amend the Elections and Plebiscites Act No. 2*, contained another 49 amendments to the *Elections and Plebiscites Act*. Some of the highlights of these bills include:

- clearer information sharing requirements to enable compilation of the Register of Electors;
- allowing a person or Returning Officer the opportunity to correct and ensure the accuracy of the Register of Electors;
- substantial clarification on voting at advance Special Voting Opportunities;
- expansion of the number of electors an eligible elector may vouch for at an election; and
- setting a total limit on anonymous donations.

Bill 34, *2015 Polling Day Act*, made an allowance to move the fixed date for the 2015 Territorial General Election from October 5, 2015 to November 23, 2015 in the event the federal general election was to occur on October 19, 2015.

Another amendment to the *Elections and Plebiscites Act* was included as a related amendment in Bill 69, *An Act to Amend the Legislative Assembly and Executive Council Act, No.2*. This amendment essentially ensures that the interim solution proposed to address the issue of competing federal and territorial electoral events addressed in Bill 34 becomes a permanent course of action.

In short, this amendment ensures any future overlap between federal and territorial general elections is avoided by moving the date of the territorial general election to the third Monday in November.

## Electoral Boundaries

The *Northwest Territories Electoral Boundaries Commission Act* requires territorial electoral boundaries to be reviewed within the two years following every second general election. The 17th Legislative Assembly of the Northwest Territories carried a motion on October 22, 2012 to establish the independent Commission. The Commission was tasked with undertaking a review of the areas, names, boundaries, and representations of the existing electoral districts, and preparing a report that contained recommendations for the Legislative Assembly's consideration.

At the time of the Commission there were 19 electoral districts. The *Electoral Boundaries Commission Act* stipulates the Commission must hold public hearings to hear representations respecting the existing or proposed electoral districts. The Commission held 15 hearings in well-established public places in 14 communities.

An interim report was released to the public in February 2013 as a precursor to the public hearings. The final report was delivered to the Speaker of the Legislative Assembly in May 2013, containing proposals for 18, 19 or 21 electoral districts.

The Legislative Assembly made the decision to maintain 19 electoral districts. Seven districts – Deh Cho, Mackenzie Delta, Monfwi, Nahendeh, Nunakput, Sahtu and Thebacha – remained unchanged. The communities of Inuvik and Hay River saw the boundaries of each of their two electoral districts adjusted to achieve a better balance of representation. One of the more notable changes saw the communities of Dettah and N'dilo moved from the electoral district formerly known as Weledeh to the newly named Tu Nedhé-Willideh district that includes the communities of Fort Resolution and Łutselk'e. The seven districts within the city of Yellowknife were adjusted to ensure a more equal balance of representation.

In the fall of 2015, the City of Yellowknife applied to the NWT Supreme Court to have the new boundaries declared invalid on the basis of under-representation. The Court ruled against the City, finding all the Yellowknife districts fell within the acceptable variance of the 25% range and, consequently, that the Government of the Northwest Territories need not re-visit their decision.





## Remarks of the Chief Electoral Officer

When measuring the success of an electoral event, many turn to the voter turnout percentage. Presented as a simple math problem; the number of registered electors divided by the number of electors who cast a ballot shows that 44% of electors attended the polls for the 2015 Territorial General Election. This is a lower percentage than the 2011 event which saw a 47% turnout.

The use of the percentage calculation leaves the impression the 2015 event was less successful and that a steady decline in voters visiting the polls continues in the Northwest Territories. However, further analysis shows a 7% increase in the number of electors who cast ballots during this event. A number of other factors point to the overall success of the 2015 Territorial General Election: increased voter attendance, three judicial recounts that upheld the original outcomes of their respective districts, and an event that came in under budget.

In addition to 19 appointed Returning Officers and a temporary workforce of more than 360 people, the planning, promotion and delivery of the 2015 Territorial General Election was overseen by the staff of the Office of the Chief Electoral Officer. A significant portion of the event's success is attributed to the commitment and hard work of Kit Spence, Deputy Chief Electoral Officer; Adrienne Cartwright, Communications and Research Officer; Phil Moon Son, Finance Officer; and Ronda Landry, Office Manager. These individuals are truly the wheels on

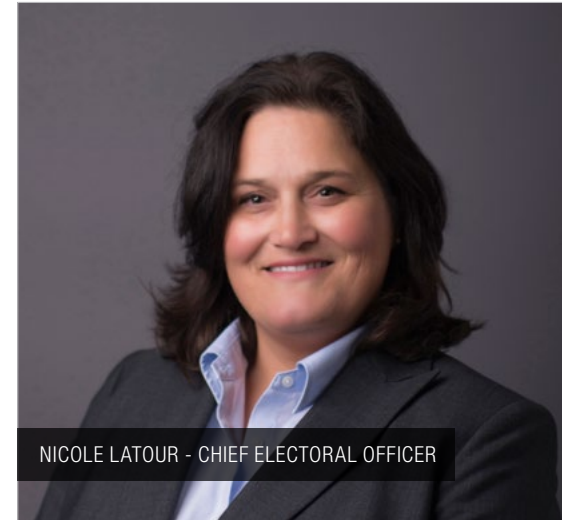
the bus and I thank them for their intelligence, grace and humour as we made our way.

The 2015 Territorial General Election served more electors, was accurate, and was fiscally responsible. Further to that, the prevalence of micro-successes becomes apparent to readers of this report, which brings attention to the numerous components of an electoral event comprised of people, logistics, communications, and all the activities that occur before, during and after the writ period. Elections NWT is of the mind that an educated electorate is an engaged electorate, therefore, this report has been prepared for a wide audience that includes law makers, stakeholders, and the general public with the goal of expanding readership.

In order to better serve stakeholders and experience positive movement in election administration, five significant recommendations presented in this report should come to the forefront:

1. Rewrite the *Elections and Plebiscites Act*
2. Leverage technology
3. Operational model review
4. Expand the Elections NWT mandate
5. Enact Saturday as ordinary polling day

**1** Guiding legislation needs to significantly evolve in the coming years to ensure elector accessibility, administrative efficiency, and substantive economics. The word “guiding”, with respect to legislation, is a key term when it comes to writing laws that allow flexibility for election administrators. Transitioning some sections of legislation into associated



NICOLE LATOUR - CHIEF ELECTORAL OFFICER

regulations would provide flexible parameters needed to make practical management decisions as electoral events unfold.

**2** The language in the *Elections and Plebiscites Act* is highly prescriptive and presents as legacy legislation written for superseded paper-based processes and administration. It does not contemplate online platforms for election management or for offering a voting procedure that meets societal expectations. Technological intervention in the electoral process is unavoidable and should be leveraged now in order to maintain pace with increasing demand and be incorporated into the next election cycle. If not, the next opportunity will be 2023.



# Remarks of the Chief Electoral Officer

**3** Elections NWT is not government. Elections NWT in its simplest description is a voter-centric event planner; an election management body with a fixed-date 4 year calendar. Delivering electoral events that meet the needs of all stakeholders involves unique undulating operational requirements and planning practices. Elections NWT would be better served by an operational model that supports its individuality as an independent agency. Under the current framework, the Office of the Chief Electoral Officer is restricted in making decisions that are efficient or practical from an operational and reporting perspective, and productivity and economic sensibility are compromised as a result of having to work within the confines of government policy and systems that are not well matched to the agency's operational requirements.

**4** Elections NWT would also benefit from expanding its mandate. Planning and administering elections is its business, and administering both the *Elections and Plebiscites Act* and the *Local Authorities Elections Act* is a logical conclusion: it could realize a GNWT cost savings through amalgamating election material inventories; it would allow election officials to become more proficient in their roles due to an increased frequency in delivering events; and it would become the sole-source provider of information and guidance on election matters, providing continuity of election integrity across the territory. There may be additional value in extending offers to aboriginal governments to access expert knowledge and well-practiced administration procedures through intergovernmental administration agreements.

**5** When we vote is also an important consideration. Internationally, Sunday is the most popular day to cast a ballot, with Saturday coming in second. There are a number of solid reasons to change ordinary polling day to a Saturday. The first is the convenience for electors to attend a poll without having to schedule it into a busy work day and thus increase voter attendance numbers. Secondly, many polling stations occur in schools and a Saturday poll would alleviate any security concerns associated with the presence of children. Thirdly, a Saturday event would allow for a significantly expanded human resource pool for staffing elections positions with individuals that possess adequate numeracy, literacy, and computer skills who would be otherwise engaged during the business week.

Any elections management body will attest to already planning the next event as they move through the planning and delivery of the event at hand. Many issues arise and are resolved in the moment, while others are noted and require further effort to achieve appropriate solutions.

The 43 recommendations included in this report not only address the issues encountered during the planning and delivery of the 2015 Territorial General Election, but also lay the necessary groundwork to ensure the agency moves forward with a vision, a continued sense of purpose, and effective legislation that benefits all stakeholders.



# Returning Officers



**VIVIANNE CADIEUX**  
Deh Cho



**MONA DURKEE**  
Frame Lake



**BRENDA KOLSON**  
Great Slave



**MARNY TWIGGE**  
Hay River North



**HEATHER COAKWELL**  
Hay River South



**DEBBIE GORDON-RUBEN**  
Inuvik Boot Lake



**JUANITA BOURQUE**  
Inuvik Twin Lakes



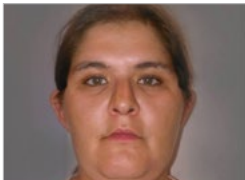
**MARY BEAUCHAMP**  
Kam Lake



**DARYN ERIGAKTUAK**  
Mackenzie Delta



**HARRIET KOYINA**  
Monfwi



**TAMMIE CAZON**  
Nahendeh



**TERRI LEE KUPTANA**  
Nunakput



**LINDA BALSILLIE**  
Range Lake



**DIANA HODGSON**  
Sahtu



**MARGO HARNEY**  
Thebacha



**LORRAINE VILLENEUVE**  
Tu Nedhé - Willideh



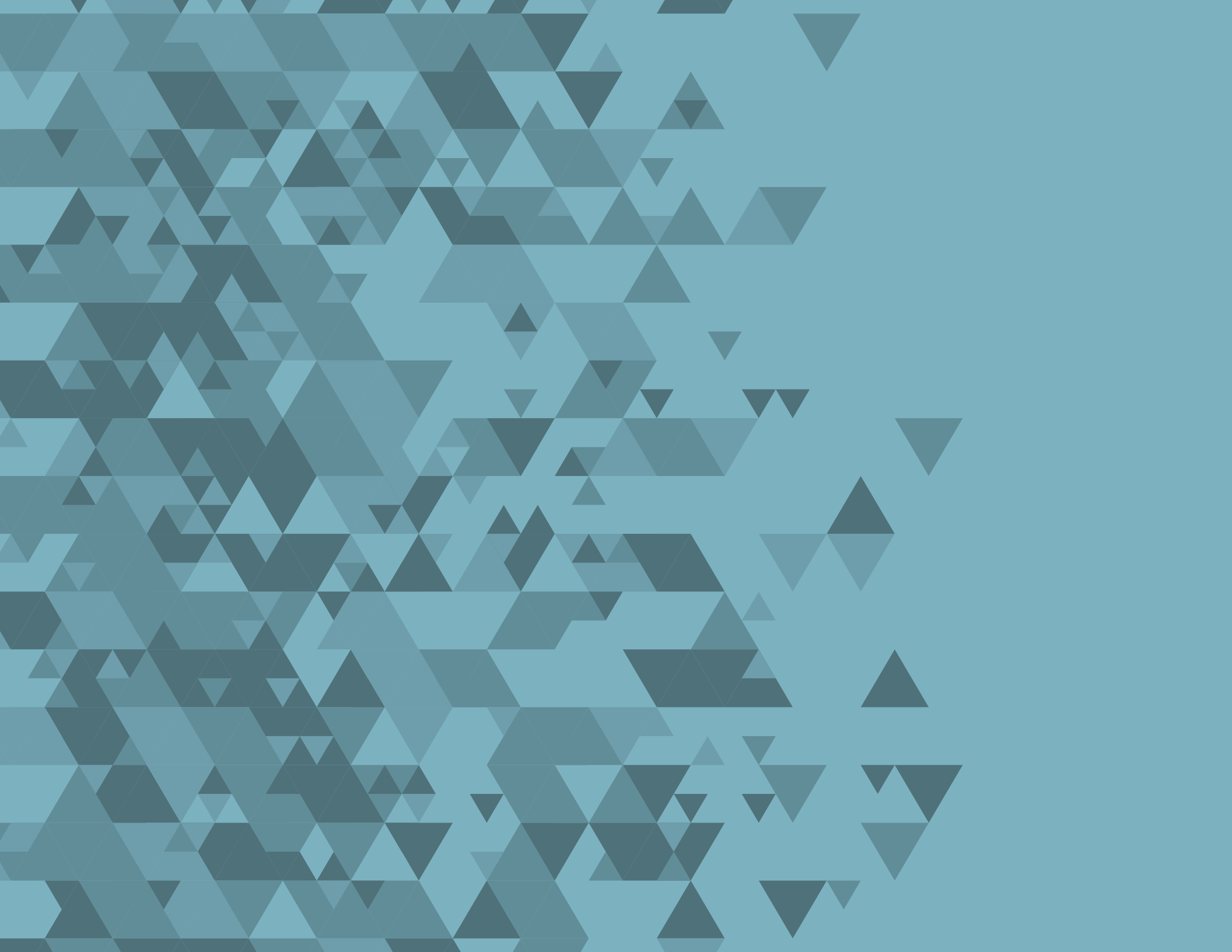
**JOHN DALTON**  
Yellowknife Centre



**PAM DUNBAR**  
Yellowknife North



**PAT THAGARD**  
Yellowknife South





# PEOPLE

## **ELECTORS**

Register of Electors  
Oaths of Elector  
Voter Information Cards  
Population versus Registered Electors

## **CANDIDATES**

Candidates Resources

## **ELECTION WORKERS**

Returning Officers Recruitment and Retention  
Job Descriptions and Officer Identification  
Community Level Deputy Returning Officers  
Election Officer Training  
Election Worker Remuneration  
Election Management System  
Office of the Chief Electoral Officer Staff  
Returning Officer Advisory Committee

## Register of Electors

Elections NWT maintains a permanent Register of Electors through information sharing agreements with other levels of government and with GNWT departments and agencies. This Register of Electors is maintained in an electronic format on the Territorial Electoral Resource Network (TERN) and the current version was loaded into TERN in July of 2015.

The Register of Electors is created from a number of data sources obtained through information sharing agreements. Elections Canada provides the primary data which is mainly derived from tax filing information provided by the Canada Revenue Agency. Elections NWT also has information sharing agreements with:

- The Director of Medical Insurance, Department of Health and Social Services, Government of the Northwest Territories
- The Deputy Minister responsible for the Student Financial Assistance Act, Department of Education Culture and Employment, Government of the Northwest Territories
- The Deputy Minister of Justice, Department of Justice, Government of the Northwest Territories
- The Registrar General, Vital Statistics, Department of Health and Social Services, Government of the Northwest Territories
- The City Administrator, City of Yellowknife

It may be useful to expand the number of those agreements and pursue a similar agreement with the Deputy Minister responsible for the Northwest Territories *Motor Vehicles Act* to share information about driver licenses.

The Chief Electoral Officer may also enter into agreements with aboriginal governments or municipalities to share information that would be useful in maintaining or updating the Register of Electors.

Additionally, consideration should be given to implementing annual elector registration drives in high schools and colleges throughout the NWT to encourage younger electors to register.

While the *Elections and Plebiscites Act* (the Act) has provisions to conduct an enumeration if the Chief Electoral Officer deems it advisable, no enumeration was conducted for the 2015 election.

In accordance with section 63 of the Act, a Preliminary List of Electors for each electoral district was created from the Register of Electors when the Writ of Election was issued on October 26, 2015. A formal revision period was established as per the Act for the period from October 26 until November 5, during which time electors were encouraged to review the list and request changes, additions, or deletions. An Official List of Electors was then generated at the close of the revision period. After the close of the revision period, electors can only be added to the list, or information about electors can only be modified, through an Oath of Elector sworn in front of an election official at a polling location.

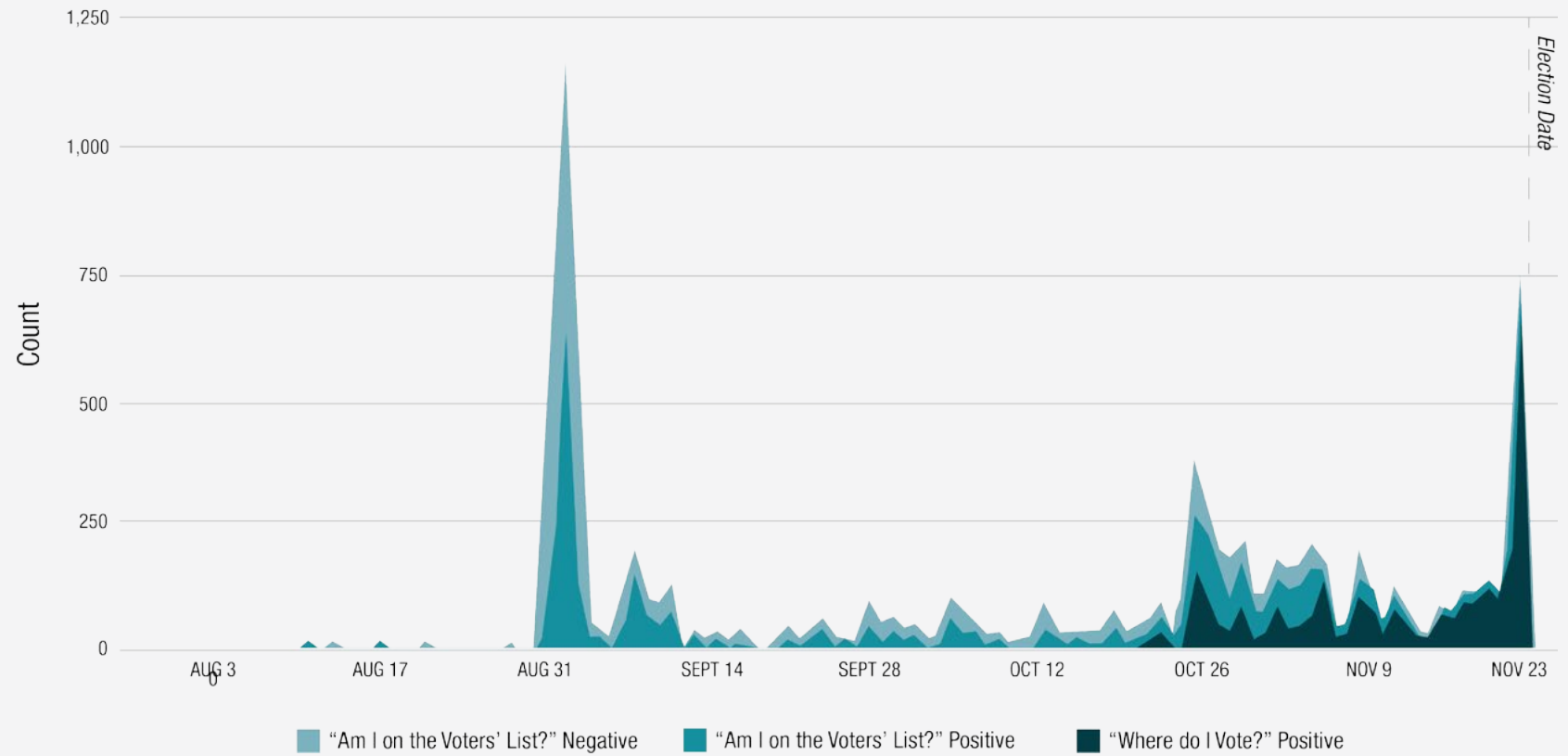
**928 ELECTORS  
REGISTERED OR UPDATED  
THEIR INFORMATION USING THE  
ONLINE VOTER  
REGISTRATION TOOL**

Prior to the issuance of the Writs, Returning Officers for each electoral district were directed to review and amend the list based on their local knowledge. In the month of August more than 1,700 elector records were updated, with most of the changes related to property addresses and polling districts.

On September 1, Interactive Voter Lookup (IVL) and elector registration features were added to the Elections NWT website and advertised to the public. These features were also promoted in the media through interviews with the Chief Electoral Officer. The IVL proved to be very popular and more than 1,400 inquiries were made online. The elector registration feature was also popular with 928 additions or updates received through the online voter registration.

The chart on the right shows that there was immediate interest in the IVL and voter registration features when they were launched and a subsequent up-tick in interest once the campaign period began.

## INTERACTIVE VOTER LOOKUP STATISTICS | JULY 27, 2015 - NOVEMBER 23, 2015



After the close of nominations, a “Where do I Vote?” utility was added which increased in popularity as polling day approached.

Some problems were encountered as both features required that data be entered in a very specific format for the system to recognize and match the query against the data in the Register of Electors; for example, 50th Street and 50 ST are seen as two different addresses. Entering data in an incorrect format generated a negative response from the system which resulted in a number of duplicate submissions. For elector registrations, all submissions made by electors registering online had to be reviewed and approved by Elections NWT officials before being confirmed and added to the Register of Electors.

Between the launch of the online voter resources on September 1 and the issuance of the Writs of Election on October 26, over 4,000 additions, deletions, or modifications were made to the Register of Electors. These were based on input from the online tools, on representations made by electors to election officials, and on the personal knowledge of election officials.

During the formal revision period from October 26 to November 5, a further 3,630 additions, deletions, or modifications were made to the Preliminary List of Electors. Despite amendments to the Act passed by the previous Legislative Assembly that made it clear that any person could make a representation to the Returning Officer to add, delete, or modify the information on the Preliminary List of Electors, all

the changes were either made by election officials based on personal knowledge or by electors making changes to their own records. Notwithstanding public statements from candidates about their experience with the Lists, no representations were received from candidates to make changes to the Preliminary List of Electors during the revision period.

The Preliminary List of Electors issued on October 26, 2015 comprised approximately 30,700 registered voters. The Official List of Electors, which did not include electors from the acclaimed electoral district of Monfwi, comprised approximately 28,000 voters.

## Oaths of Elector

With the exception of the Absentee Ballot, an elector does not need to be on the Official List of Electors in order to vote in a Special Voting Opportunity or at the ordinary poll on polling day. However, if an individual is not on the list, they must swear an Oath of Elector at the poll attesting to the fact that they are over 18 years old, a Canadian citizen, and have been ordinarily resident in the NWT for at least 12 months.

These Oath of Elector forms are collected, compiled and entered into the Register of Electors after polling day. In the 2015 election, approximately 1,300 voters swore an oath to be added to the Register of Electors. The OCEO is working with the service provider that manages the Register of Electors to incorporate the information from the Oaths of Elector into the Register of Electors.

## Voter Information Cards

During the election over 28,700 Voter Information Cards (VICs) were mailed to electors. The cards contained information about the election including where and when to vote, and what Special Voting Opportunities were available to those who could not attend the poll on polling day. Approximately 10% of the cards sent were returned as undeliverable. The returned cards were examined and compared to Oath of Elector data. As a result, since polling day approximately 2,600 names have been deleted from the list and an additional 1,200 records were updated.

While there were no formal complaints received during the election with regard to the Lists, some public statements about the quality of the Register of Electors focused primarily on the inclusion of old and outdated information. Updating the Register using information from the Oath of Elector forms and the returned VICs should help to resolve the problem of outdated information. In addition, new data will be provided before the next election from the various information-sharing partners which should assist in building a complete and comprehensive Register of Electors prior to the 2019 election.



## Population versus Registered Electors

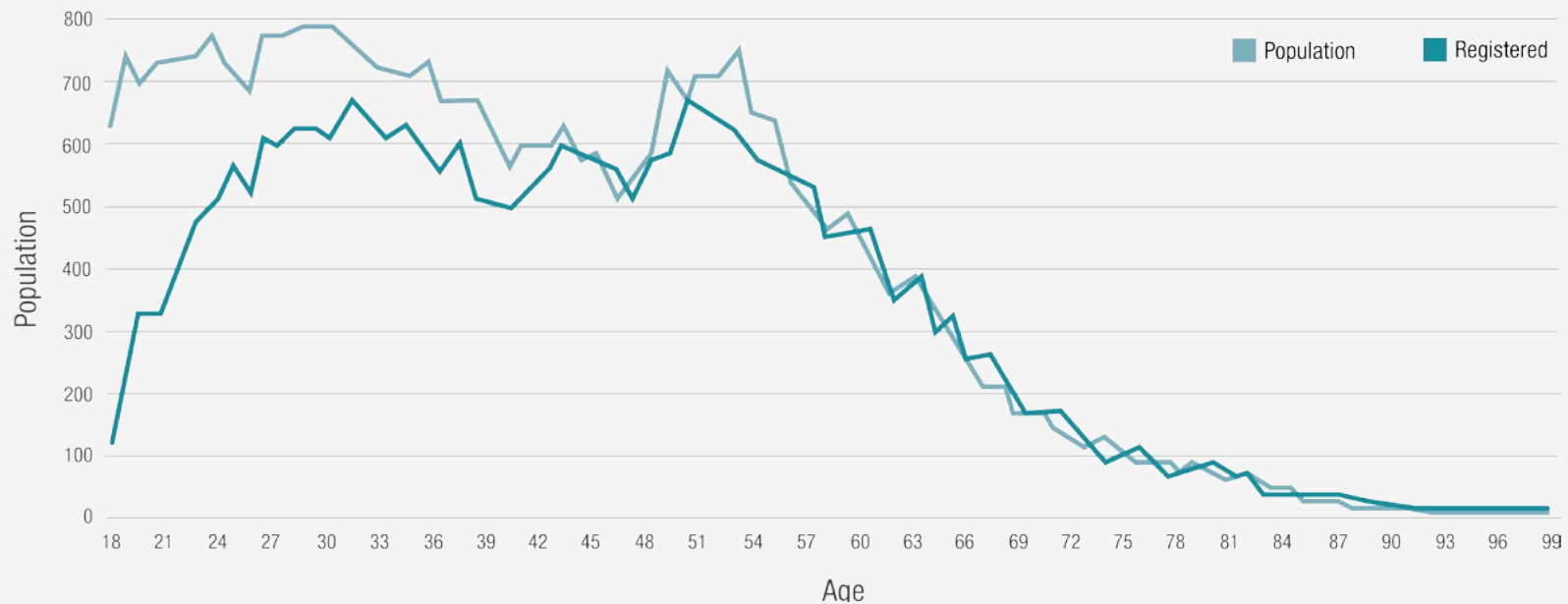
While every effort is made to capture data from a multitude of sources to update the Register of Electors, there are challenges in ensuring that as many people as possible are recorded on the list.

The NWT Bureau of Statistics estimates the population aged 18 and over to be 33,177 people while the Register of Electors currently includes 27,385 people for a difference of 5,342 or about 16%.

The chart below shows the estimated distribution of population by age compared with the number of registered voters by age.<sup>1</sup> This chart illustrates

a significant gap between registered electors and the estimated population between the ages of 18 and 44. Based on the population estimates, there are approximately 2,800 people between the ages of 18 and 25 who are not registered electors, and approximately 5,000 people between the ages of 18 and 44 who are not registered. Beyond 44 years old, the population estimates are more or less equal to the number of electors.

### POPULATION VERSUS REGISTERED VOTERS BY AGE



1. Population data is for 2015 from the table: Territorial Single Years of Age by Gender, 2001 - 2015 NWT Bureau of Statistics

## OFFICIAL LIST OF ELECTORS

# 27,969

## REGISTERED ELECTORS

\* ELECTORAL DISTRICT OF MONFWI NOT INCLUDED

### 341 AVERAGE ELECTORS PER AGE GROUP

### AGE BREAKDOWN

#### MEN 14,148

18-29 | 2,636 30-49 | 5,755 50-64 | 4,100 65+ | 2,939

#### WOMEN 13,820

18-29 | 2,547 30-49 | 5,829  
50-64 | 3,870 65+ | 3,161



75% INUVIK  
LOWEST ELECTOR  
REGISTRATION

14% OF ELIGIBLE ELECTORS  
IN THE NWT ARE NOT REGISTERED

HAY RIVER 91%  
HIGHEST ELECTOR REGISTRATION

87% YELLOWKNIFE  
76% BEHCHOKO

89% FORT SMITH

### ELIGIBLE ELECTORS REGISTERED

NWT Statistics also provides estimated populations of communities, which can be compared against registered electors in those communities. This analysis shows results that are consistent with the analysis by age and shows a population estimate of about 5,000 greater than registered electors. The greatest differences by percentage are in Dettah, Hay River Reserve, Sachs Harbour, and Jean Marie River, but these cumulatively represent fewer than 350 electors.

The larger communities of Yellowknife, Inuvik, Hay River, Fort Smith, and Behchokò have a total population estimated at 24,340 and have 20,952 registered electors as shown in the table below.

While the greatest number of “missing” electors is in Yellowknife, this only represents a 13% gap, while the gap in Inuvik and Behchokò is around 25%.

This comparison illustrates the challenge to capture all potential voters in the Register of Electors and that this challenge is particularly concerning for those in the 18 – 27 age group.

While the number of ‘missing’ electors varies by percentage among the communities, targeting registration efforts at younger electors would appear to be the best place to focus.

### POPULATIONS VS. REGISTERED VOTERS

Community	Population Est.	Registered	Difference	% Difference
Yellowknife	15,840	13,825	2,015	13%
Inuvik	2,391	1,797	594	25%
Behchokò	1,360	1,040	320	24%
Hay River	2,865	2,605	260	9%
Fort Smith	1,884	1,685	199	11%
<b>Total</b>	<b>24,340</b>	<b>20,952</b>	<b>3,388</b>	<b>14%</b>



## Candidates Resources

There were a number of firsts and positive changes introduced to assist candidates and their official agents as they managed their campaigns in the 2015 Territorial General Election.

### Nomination Papers:

- were available in hard copy from a Returning Officer or a Community Deputy Returning Officer in the outlying communities;
- were available online for download and could be completed by hand or, with the exception of necessary signatures, in the PDF form-fillable format; and
- could be received, checked, and accepted by a Returning Officer or, in the outlying communities, a Community Deputy Returning Officer.

### Register of Electors:

- was available immediately upon having nomination accepted and was provided in an electronic format with the ability to manipulate the data, or in hard copy upon request;
- was provided as a live list with real-time striking of any electors who had cast a ballot in any of the early Special Voting Opportunities, that refreshed at 15 minute intervals;
- allowed any person, in accordance with subsection 70(1) of the *Elections and Plebiscites Act*, to make a representation to

a Returning Officer or a Community Deputy Returning Officer to ensure the accuracy or correctness of the list.

### Published Guide

The *Candidates and Official Agents Guide* for the 2015 Territorial General Election was much more robust than the previous version. Increasing in size from 18 half-pages to a 28 full-page information item, it was written in simple language, included more information, and referenced applicable sections of the Act for those inclined to read more on a particular subject.

### Candidate Portal:

Once a candidate had their nomination paper accepted and became an official candidate, they were provided a link, a username, and a password to access the candidate portal. The portal is an online environment where the official agent and/or the candidate can find all the resources supplied by Elections NWT that are necessary for their campaign:

- the Register of Electors, which could be reviewed for recent updates, downloaded, and printed;
- forms for candidate withdrawal, polling agent appointment and rules, application for reimbursement following a recount, and the Candidates Financial Report; and
- supporting documents such as the *Candidates and Official Agents Guide* and *the Elections and Plebiscites Act*.

### Elections NWT Website:

During the nomination period, the Elections NWT website reported, in real-time, any person who had become an official candidate. This provided not only the candidates, but also electors and media, with a single official source of who had let their name stand to be elected for public office.

The website also dedicated a significant section to candidate information and ensured that important and time-sensitive information for candidates was prominently featured on the home page. Upon the close of ordinary polls, additional spotlight links were activated on the Elections NWT website homepage to provide information directly related to candidate finance and completing Candidates Financial Reports.



## CANDIDATES BY THE NUMBERS

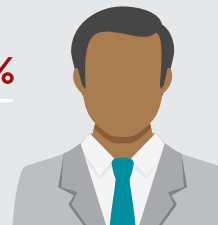
### INDIVIDUALS NOMINATED FOR THE 2015 TERRITORIAL GENERAL ELECTION

# 60



**10 Women** 17%

2 ELECTED



**50 Men** 83%

16 ELECTED

1 ACCLAIMED

### 18<sup>TH</sup> LEGISLATIVE ASSEMBLY



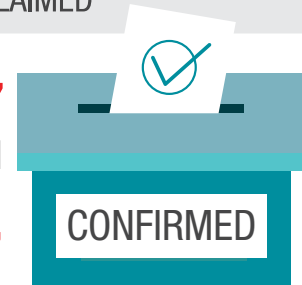
**3** AVERAGE # OF CANDIDATES PER DISTRICT



DISTRICTS WITH AN ALL MALE BALLOT

**17** MEN

**2** WOMEN



NAHENDEH HAD THE LONGEST BALLOT WITH

**7 candidates**



### DISTRICTS WITH WOMEN ON BALLOT

FRAME LAKE • HAY RIVER NORTH • HAY RIVER SOUTH  
NAHENDEH • NUNAKPUT • RANGE LAKE  
SAHTU • YELLOWKNIFE CENTRE • YELLOWKNIFE SOUTH



CANDIDATES AGE

AVERAGE AGE  
**49**

MALE  
**49**

FEMALE  
**51**

YOUNGEST  
**21**

YOUNGEST AVERAGE AGE  
**INUVIK BOOT LAKE - 35**

OLDEST  
**72**

HIGHEST AVERAGE AGE  
**THEBACHA - 65**

**37%** NOT RESIDENT OF THEIR ELECTORAL DISTRICT





## Election Workers

In addition to senior election officers such as Returning Officers (RO), Assistant Returning Officers and Community Deputy Returning Officers, 196 election workers were engaged to deliver the 2015 electoral event. In total, a workforce of 358 persons were involved in the delivery of the event as Elections NWT swelled to its fullest capacity on polling day. This number would have been slightly greater should Monfwi have held a contest.

The Office of the Chief Electoral Officer (OCEO) hired one full-time casual finance officer for the election year, and also provided summer employment for a university student who participated in logistical preparations and social media promotion for the event.

## Returning Officer Recruitment and Retention

Elections NWT had the good fortune of retaining 11 of 19 veteran Returning Officers from the previous election. The remaining eight were recruited and appointed prior to the event in time to undertake the self-directed distance learning.

Efforts to recruit Returning Officers included placing newspaper ads in the specific electoral districts that had vacancies. These ads consistently drew no interest. The ads were then placed on community event boards on Facebook and were circulated by Facebook users to engage Returning Officers.

A significant effort was also required to directly solicit individuals in districts where no interest was expressed.

One Returning Officer resigned just prior to the Writ period and was replaced by an individual who had expressed interest in serving in the district and had sent her resume to Elections NWT. Another Returning Officer was replaced early in the Writ period due to a medical situation. That officer was replaced by the Assistant Returning Officer for the electoral district who quickly appointed a new assistant. A third Returning Officer who also experienced a medical emergency was eventually replaced by the Deputy Chief Electoral Officer to ensure representation during a judicial recount. There was no disruption in serving the public, candidates, or official agents in any of these cases.

Returning Officers are viewed as an investment by Elections NWT. However, due to the length of time between events, the absence of stipends, and life events, officer retention is always a challenge. As a gesture of goodwill and with the hopes of increasing retention, Returning Officers that return to serve in subsequent events are now entitled to a retention bonus.

In addition, Elections NWT is committed to maintaining soft contact with Returning Officers during inter-election periods. Though still in development, this is expected to take the form of a quarterly or bi-annual newsletter, light refresher quizzes or readings on election matters, and updates on issues and initiatives being managed and developed in the OCEO.





## Job Descriptions and Officer Identification

Newly developed election officer job descriptions were made available to Returning Officers on TERN, and included their own job descriptions as well as those of the officers they were tasked with recruiting.

Previous to this there was little written reference on the duties or expectations of their roles and without these guidelines, all officers struggled to find ways to explain to personnel what was required of them. For the 2015 event, officers were equipped with consistent position overviews that served to support their delegation of authority for each officer.

Also for the first time, Returning Officers were provided with identification that substantiated their authority as an election officer. The identification provided a photograph of the officer, their full name, their electoral district, and the expiry of their appointment. All officers were greatly appreciative of the ability to validate themselves to electors, candidates, and official agents as they did their work.

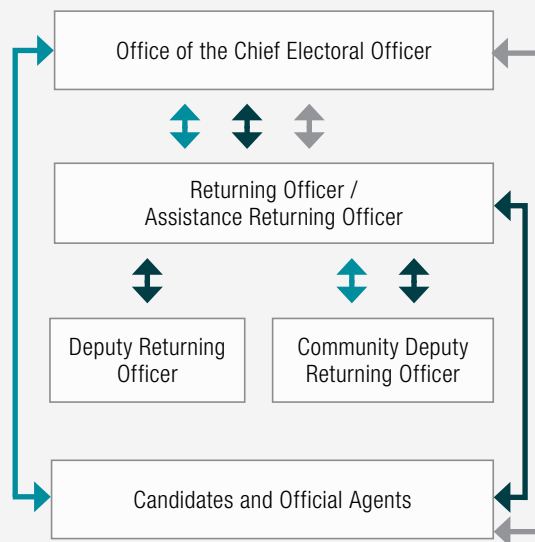
interested in becoming a candidate, and to heighten accessibility to elections services and information for the resident electors. This individual is viewed as an election officer 'at large'.

Their primary duties in the communities are to:

- provide information on how to contact the Returning Officer for the electoral district;
- receive nomination papers or candidate withdrawals;
- provide election guides upon request;
- post election notices as directed by the Returning Officer;
- assist with recruiting a Poll Clerk;
- survey polling stations for adequacy;
- deliver and close the Advance Poll and ordinary polls; and
- deliver any mobile polls as directed by the Returning Officer

The presence of these individuals in the communities was promoted through the media, on posters in the community, and by Returning Officers as they administered the event. A list of CDROs by community was also provided on the Elections NWT website. Reports and comments on these individuals being present in communities were overwhelmingly positive. Partial success can be attributed to establishing relationships between the CDRO and the local Government Services Officer (GSO).

## INTERACTIONS DURING THE GENERAL ELECTION



### INTERACTION LEGEND

- Pre-Election Period
- Election Period
- Post-Event

## Community Deputy Returning Officers

Twenty-four communities in seven of the 19 electoral districts are without a resident Returning Officer. Post-analysis from the 2011 electoral event exposed what essentially appeared to be an absence of services with respect to access to elections personnel, assistance, and to election resources in those 24 communities. Although the Act provides for an 'other authorised person', the role is primarily tied to assisting in the nomination and/or withdrawal of a candidate.

For the 2015 election, Community Deputy Returning Officers (CDRO) were introduced in these communities to level the playing field for individuals



## Election Officer Training

There was significant expansion of the election officer training program. Adult learning theory was used to develop curriculum, and the training comprised a self-directed program and group-based classroom sessions.

The Self-Directed Distance Learning Program was made available to all Returning Officers and Assistant Returning Officers four months before the electoral event and to CDROs upon appointment. The officers were provided with access to online training videos and quizzes covering the Nomination Process, the Polling Process and Closing a Poll.

Officers also received a learning package in the mail that contained:

- a plain-language Elections Officer's Manual with illustrations and references to the appropriate sections of the Act;
- a copy of the *Elections and Plebiscites Act*;
- a copy of the *Tariff of Fees Regulations*; and
- a large-format copy of the flowcharts and checklists for the Polling Process and Closing a Poll

The Self-Directed Distance Learning Program was supported by two classroom sessions. The first session occurred in March 2015 and was attended only by Returning Officers. This session was a re-grouping and served as an information session as the event approached. An overview of legislative,

operational and other important information items were shared.

The second training session was held the following October. This session followed the completion of the distance learning and was attended by Returning Officers, Assistant Returning Officers and CDROs. The session was designed to build upon the previous learning, review issues unique to managing and administering an electoral event, and review TERN in more depth.

A new initiative was to bring all Deputy Returning Officers together in the larger centers to receive their training. The goal was to ensure a single source of 'expert knowledge' and achieve continuity in the completeness of the training. Returning Officers came together to plan their team teaching and the training event itself.

## Election Worker Remuneration

During the inter-election period, the *Tariff of Fees Regulations* was amended to include completion of services pay during the pre-election and Writ periods. Additional fees to compensate learners for the Self-Directed Distance Learning Program were also incorporated.



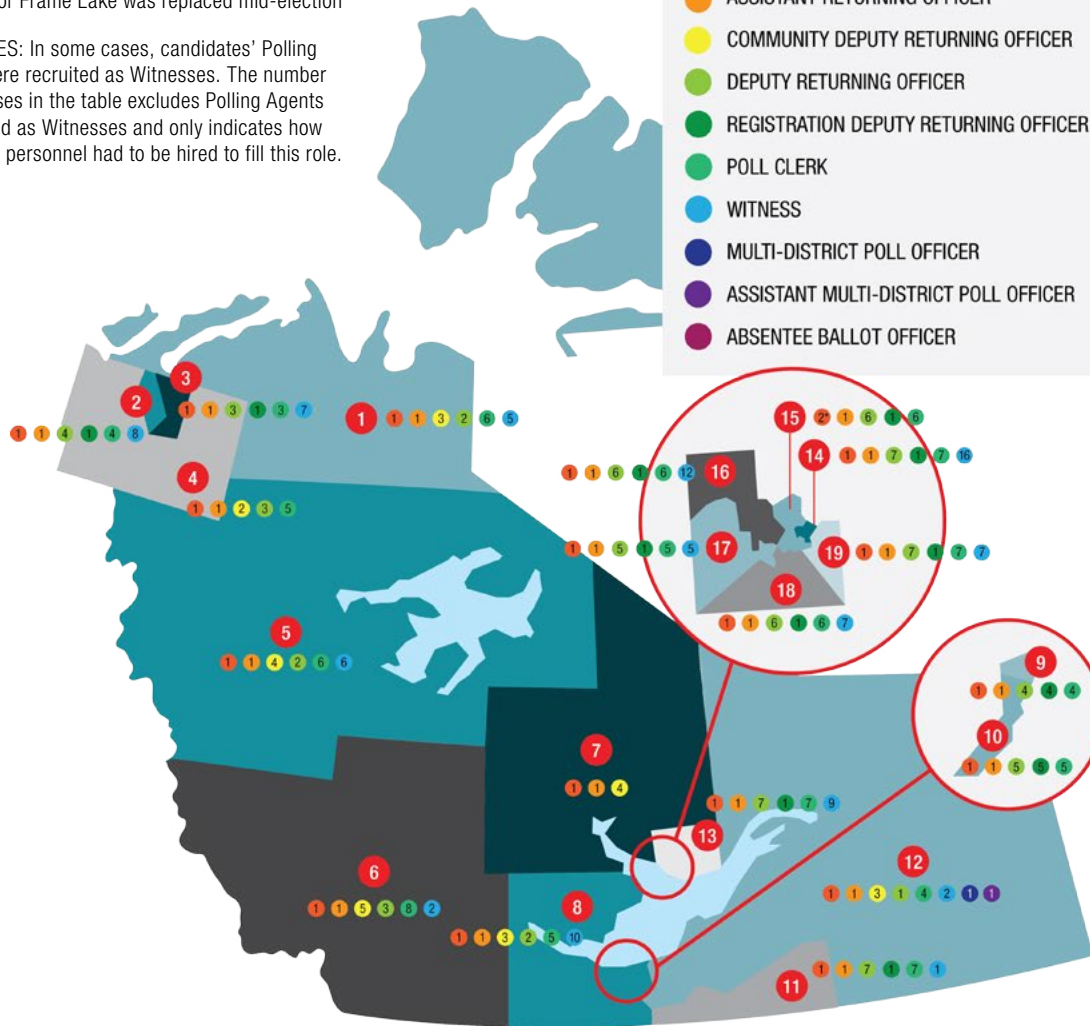


# Election Workers

## ELECTION WORKERS BY REGION AND TYPE

\*The RO for Frame Lake was replaced mid-election

WITNESSES: In some cases, candidates' Polling Agents were recruited as Witnesses. The number of Witnesses in the table excludes Polling Agents who served as Witnesses and only indicates how many new personnel had to be hired to fill this role.



## Election Worker Distribution

1	NUNAKPUT	1 1 3 2 6 5
2	INUVIK TWIN LAKES	1 1 4 1 4 8
3	INUVIK BOOT LAKE	1 1 3 1 3 7
4	MACKENZIE DELTA	1 1 2 3 5
5	SAHTU	1 1 4 2 6 6
6	NAHENDEH	1 1 5 3 8 2
7	MONFWI	1 1 4
8	DEH CHO	1 1 3 2 5 10
9	HAY RIVER NORTH	1 1 4 4 4
10	HAY RIVER SOUTH	1 1 5 5 5
11	THEBACHA	1 1 7 1 7 1
12	TU NEDHÉ-WILIDEH	1 1 3 1 4 2 1 1
13	YELLOWKNIFE NORTH	1 1 7 1 7 9
14	YELLOWKNIFE CENTRE	1 1 7 1 7 16
15	FRAME LAKE	2 1 6 1 6
16	RANGE LAKE	1 1 6 1 6 12
17	YELLOWKNIFE SOUTH	1 1 5 1 5 5
18	KAM LAKE	1 1 6 1 6 7
19	GREAT SLAVE	1 1 7 1 7 7
20	OFFICE OF THE CHIEF ELECTORAL OFFICER	2 1





One of the more substantial additions to the *Tariff of Fees Regulations* was with respect to introducing the CDROs to the outlying communities. The additional fees compensated them for their independent learning as well as services rendered prior to and during the Writ period.

As with the 2011 Territorial General Election, the Office of the Chief Electoral Officer experienced significant bureaucratic issues when paying election workers. Subsection 18(1) of the *Elections and Plebiscites Act* specifically states election workers of all classes are not employees in the public service. However, the only means afforded to Elections NWT to pay workers is to engage with numerous GNWT systems, procedures, and personnel. It simply does not make sense to continue to operate in an environment that requires heavy documentation, weeks of time, hours of human resources, and a cost of \$45 to generate a GNWT cheque, in order to pay \$50 to a witness to the ballot count. The complexity of this process is presented in more depth as Appendix B.

There is a clear need for Elections NWT, as an agency independent of the Government of the NWT, to have the freedom to pursue a solution that is more efficient, cost effective, and meets operational need.

## Election Management System

Elections NWT uses an election management system called Territorial Election Resource Network or TERN. Election management systems are integral to the management and administration of electoral events from an internal perspective, but are also becoming of great benefit to candidates, official agents, and electors.

In early 2015 a decision was made to change the service provider for TERN. Historically, TERN was an asset of Elections NWT, whereas the current version is a negotiated user agreement. There were two primary and equally important reasons to make the change: cost and functionality.

With respect to cost, financial records showed that approximately \$300,000 was spent in the four years prior to maintain and enhance the system. The assessment of the functionality and monthly maintenance fees for a system built with out-of-date coding, combined with the costs required to update and evolve the platform, was a cause for concern.

The current version of TERN was purchased in modules under a four year licencing agreement that includes continued data management in the inter-election years for a total cost of \$67,000.

The expanded TERN provides for:

- **Election Officer Distance Learning Materials** - hosts training videos, quizzes and electronic manuals for election officers
- **Personnel Management** - used by Returning Officers to manage election worker information
- **Poll Management** – a management tool for Returning Officers to assign workers to a specific poll and record poll location addresses
- **Results Reporting** – allows Returning Officers to input poll results which publish to the Elections NWT website in real-time on polling day
- **Register of Electors** – allows for revision of the Register by officers with real-time striking
- **Real-time striking** – allows candidates to see in real-time electors who have cast a ballot and have been struck from the list as having voted
- **Voter Lookup and Registration** – allows electors to verify they are listed on the Register of Electors, correct/update information, or register as an elector
- **Poll Locator** – tool for electors to determine which polling station they should attend to cast their ballot



# Election Workers

- **Administrative Forms Library** – hosts most forms required to administer all electoral events in a form-fillable PDF format
- **Candidate Portal** – with a username and password, candidates can access all forms needed during their campaign including the Candidates Financial Report and the Register of Electors that is updated in real-time
- **Workers portal** – allows election workers to interact with their supervisors during the hiring process and as they take on distance learning

A post-event assessment of TERN has been conducted and feedback will be provided to the service providers for their consideration in growing their product and in meeting emerging needs of Elections NWT.

## Office of the Chief Electoral Officer Staff

Three additional staff members joined the Office of the Chief Electoral Officer on a temporary basis to assist in the administration of the 2015 General Election:

- A **Finance Officer** was enlisted prior to, during, and after the writ period. This

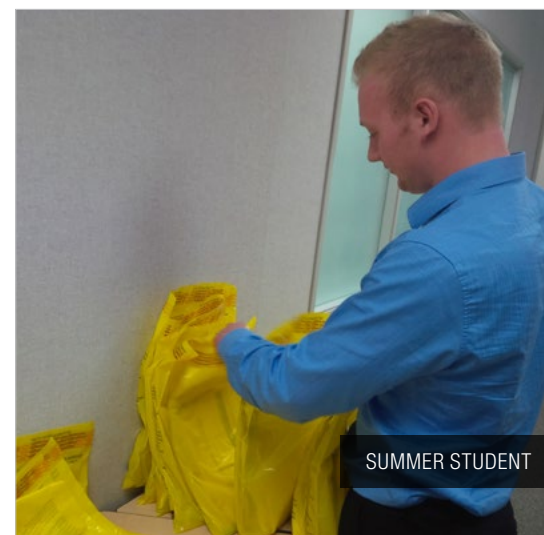
individual assisted with real-estate logistics (RO offices and polling station procurement), some field communication support, payment of election workers and reviewing and reporting on Candidates Financial Reports.

- A **Data Officer** was brought onsite following the electoral event to undertake a number of data input exercises resulting in the refinement of the Register of Electors, and statistics that contributed to assessing the activities and occurrences of the electoral event.
- A **Student** was also hired for the summer prior to the event. This individual assisted with the logistical preparations required to supply Returning Officers, helped to promote the event through social media, and contributed to overall election readiness.

## Returning Officer Advisory Committee

Following the electoral event, an ad-hoc Returning Officer advisory committee was struck and met on February 6, 2016, in Yellowknife. This group came together as a cross-section of veteran officers, newly appointed officers, officers that managed multi-community electoral districts, and officers that managed multi-district communities.

The focus of this group was to review the event itself, have the OCEO listen to feedback and suggestions from the officers, and have the officers hear some of the potential next steps and solutions to some known issues. The summary of this meeting is included as Appendix C.



SUMMER STUDENT



# LOGISTICS

## **PREPARING ELECTION OFFICERS**

Travel for Training  
Supplying Officers  
Returning Officer VISA Card

## **PARTNERSHIPS**

GNWT Partners  
Telecommunications  
Shipping  
Multi-District Poll Partnerships

## **REAL ESTATE**

Accessibility



# Preparing Election Officers

## Travel for Training

Staff at the Office of the Chief Electoral Officer began their logistical work with movement of election officers to attend training. In March 2015, all 19 Returning Officers attended a training session in Yellowknife. The following October, a larger compliment of 62 election officers came together in Yellowknife to attend a training session: 19 Returning Officers, 19 Assistant Returning Officers and, for the first time, 24 Community Deputy Returning Officers were in attendance.

Each time a training event was held, travel arrangements from all the outlying communities, accommodations in Yellowknife, and travel per diems and honorarium were prepared and processed for each attendee. Training space and associated services were also sourced and secured. Last minute emergencies and changes were managed throughout the planning and delivery process.

**62 ELECTION OFFICERS**

*Participated in the October training session*

## Supplying Officers

In accordance with the *Elections and Plebiscites Act*, Returning Officers must be adequately supplied to be able to administer the electoral event; they, in turn, must supply their Deputy Returning Officers with the materials necessary to administer the ballot. Once Polls have been closed, all ballot boxes and necessary reports must be returned by the Deputy Returning Officers to destinations specified by the Returning Officer. All of this requires the movement of goods, whether it is within the larger centres or to and from the outlying communities.

## Returning Officer VISA Card

In past electoral events, Returning Officers were issued an 'accountable advance'. This was a cash allowance to use at their discretion to deal with any unforeseen costs that arose during the event. For the 2015 Territorial General Election a new approach was adopted and the Returning Officers were provided with a VISA card with a set spending limit.

Past practice had seen most, if not all, supplies required to supply a Returning Officer's office purchased in Yellowknife. Most of the larger communities in the electoral districts outside of Yellowknife have a business supply store. By allowing the Returning Officers to shop and equip themselves to their specific need, officers only purchased what they needed and the following benefits were achieved:

- there was no need for the OCEO to speculate about the needs of each office and potentially over-equip or under-provide Returning Officers with supplies;
- there were no shipping costs for supplies to and from Yellowknife as officers were directed to donate any remaining supplies to a local non-profit group; and
- it made the economic opportunities of the electoral event available to small businesses in outlying communities.

Possession of a VISA card also negated the officer having to keep cash on hand and the VISA was readily accepted by business owners and shippers.

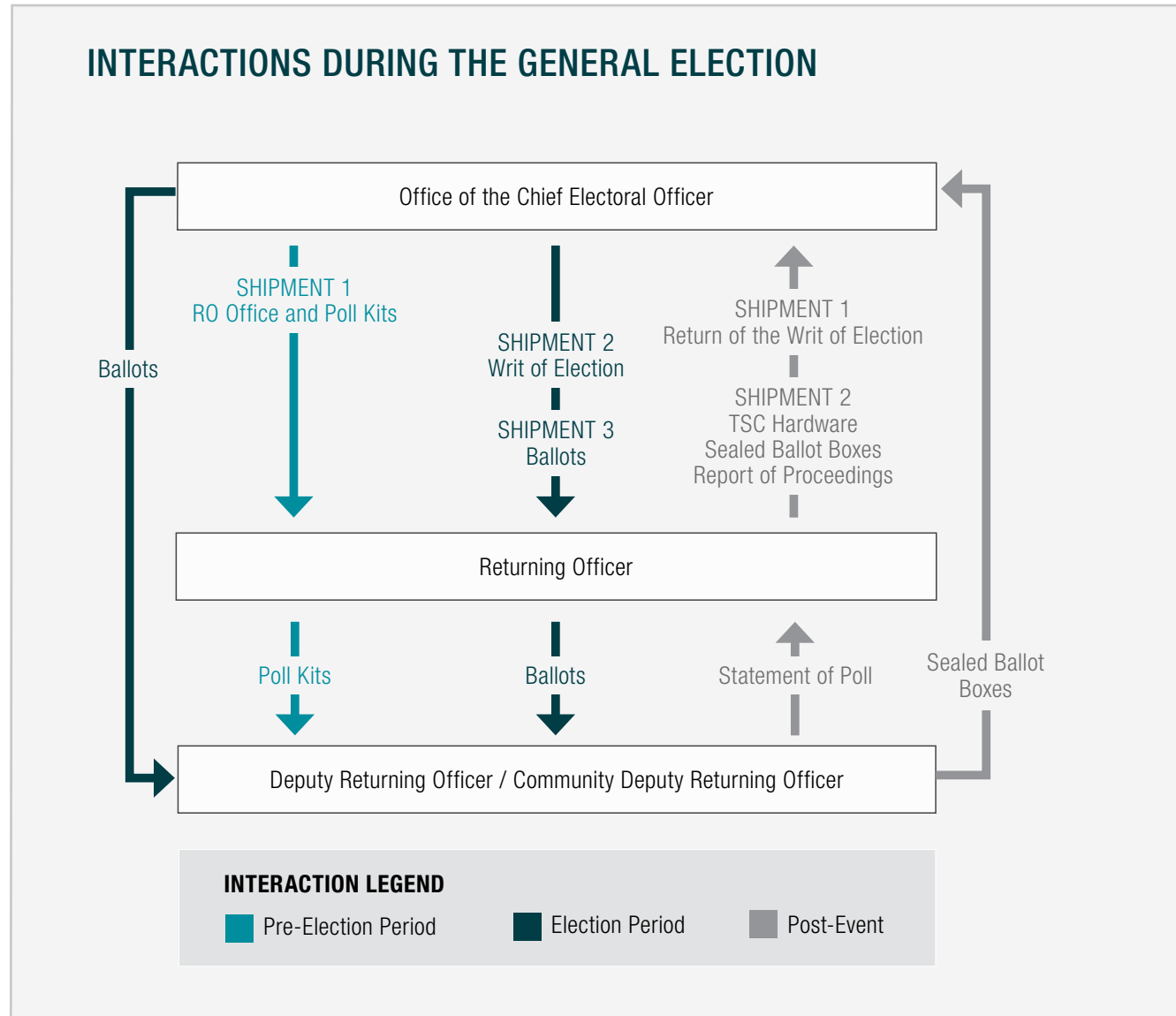
All VISA purchases were substantiated with a receipt, reconciled by the Returning Officer on an approved form, and the forms, VISA card and receipts were submitted as part of the Returning Officer's Report of Proceedings. In the post-event period, the Office of the Chief Electoral Officer reviewed each Returning Officer's VISA reconciliations and had the VISA cards destroyed.

Returning Officers reported overwhelming support for the new practice and advised it should be continued in the events to come. The sole complication with the new practice was in applying for the cards and setting the spending limits. Although Elections NWT is intended to be an independent agency it had no ability to apply for its own cards, and the minimum spending limit was set at \$50,000 rather



than the \$1000 limit requested for officer spending. Furthermore, the process to apply for, receive, and return the VISA cards was convoluted and required the involvement of many government workers.

This is an area where an operational need associated with delivering an election is not well paired with the government policies and practices to which Elections NWT must adhere.





# Partnerships

The development of partnerships was a significant focus for Elections NWT for the 2015 electoral event. Fostering the necessary relationships to meet the supply needs of the Returning Officers began early in 2015 with service providers and government departments.

The introduction of the Community Deputy Returning Officer in communities without a resident Returning Officer added to the demand for and complexity of ensuring adequate field communication was in place for officers to be able to communicate in an efficient manner. Field communications included telephone and internet connectivity. Seven electoral districts required this consideration in order to connect the 24 CDROs with their Returning Officers.

## GNWT Partners

Elections NWT had an awareness of the presence of Government Service Officers in a number of communities and approached the Department of the Executive to negotiate hardware support. As the CDRO was assuming an 'officer at large' role there was no expectation of establishing a bricks-and-mortar location. Essentially, the request was for a relationship to allow the CDRO to use the publically available computer to sign in to their email and to be able to use the telephone if it was deemed necessary on an as-needed basis.

Representatives from the GNWT Department of the Executive were very accommodating and viewed the requested relationship as one that was in line with their mandate in serving the greater good of the residents

in these communities. A post-election debrief between the Executive and Elections NWT solidified that the partnership was a success and that it could likely be a sustainable relationship for future electoral events.

For communities without a GSO option, hardware had to be issued and, in some instances, internet connectivity had to be made available in private residences. In these instances, and with all Returning Officers, hardware was made available through the Technology Service Center (TSC) of the GNWT Department of Public Works and Services. This particular partnership required significant negotiation as the TSC is bound by government policy. Aligning these policies with Elections NWT's operational needs, while ensuring adequate security and hardware, was difficult. However, with the persistence on the part of Elections NWT and a couple of dedicated TSC personnel, sufficient hardware and mobile units were secured.

The issues around being able to use TERN to its fullest capacity could not be resolved. The operational and technological requirements of some components of the electoral management system require that it be hosted on an independent server, where it would be exempt from the electronic protocols of the GNWT system.

## Telecommunications

Telecommunication and internet connectivity was primarily supplied by Northwestel. However, in some cases Northwestel could not run the necessary lines, and mobile units were issued to election officers.

Northwestel work orders to install two lines – one for telephone and one for facsimile – were generally completed in the week prior to the Writ period and although most installations went as planned, there was one instance where phone service was interrupted in the electoral district of Thebacha. An alternate mobile number was made available to the public during that period of time.

Future events could see the use of mobile hand units predominate conventional landlines. Field communications will be re-assessed closer to the next electoral event, as will the need for a facsimile line.

## Shipping

Elections NWT had initially strategized to use Canada Post as a sole source shipping partner for the 2015 electoral event. The fact that all communities enjoy mail service via air or land indicated that Canada Post would be a guaranteed goods-to-destination solution. Although some goods were couriered through Canada Post, most shipping eventually occurred via regional airlines which were found to be better at meeting the needs of time-sensitive deliveries.

Two situations arose where advance polls needed to be rescheduled to a later date due to shipping incidents: weather prevented ballots from reaching the community of Nahanni Butte, and an air carrier temporarily misplaced ballots for the community of Sachs Harbour.



## Multi-District Poll Partnerships

### Rio Tinto Diavik Diamond Mines

Early in 2015, Elections NWT reached out to the three main diamond mines operating remote camps in the NWT with an offer to administer a Multi-District poll to employees who would be at camp during Special Voting Opportunities and on ordinary polling day. Rio Tinto was the only company to respond and offered to host a poll at Diavik Diamond Mine. Elections NWT worked with Diavik's Communities and External Relations Advisor to coordinate travel to and from the mine, onsite accommodations and safety training for the Multi-District Poll team, and an appropriate onsite location for the polling station. Overall, the process of arranging and delivering the poll went smoothly thanks to the guidance and support of Diavik's staff.

### Aurora College

Elections NWT contacted Aurora College in September 2015 to coordinate the delivery of a Multi-District poll on each of the college's three main campuses. Elections NWT worked with the Vice President of Student Affairs and the Directors of the North Slave, Thebacha, and Aurora campuses to arrange polls in Yellowknife, Fort Smith, and Inuvik, respectively. Aurora College provided a room in each location for conducting the poll and posted signage indicating the date and time of each poll. The polls were administered by the Returning Officers responsible for the electoral districts in which the campuses were located.

### GNWT Department of Justice Corrections

An Information Sharing Agreement signed with the GNWT Department of Justice allowed Elections NWT to access the names and numbers of inmates in order to calculate ballot supply and generate lists of electors unique to each institution. Further to that agreement, a meeting and a number of conversations were required to establish the times for Multi-District polls to be held in all correctional facilities in the Northwest Territories. Included in the discussions was the negotiation of providing lists of names of inmates just prior to the delivery of the poll to be used as proof of identity and residency to validate them as eligible electors. The polls were delivered at times specific to the routines and requirements of each institution.



## Accessibility

Sourcing real estate for the offices of the Returning Officers and for polling stations occurs well before the Writ period commences. Elections NWT requested the Returning Officers to conduct a profile of their electoral districts; identifying suitable spaces for their offices and polling locations was one of the tasks in completing the profile. In their search for the required spaces, officers were asked to consider historical office and polling station locations and assess the suitability from the aspects of safety and accessibility.

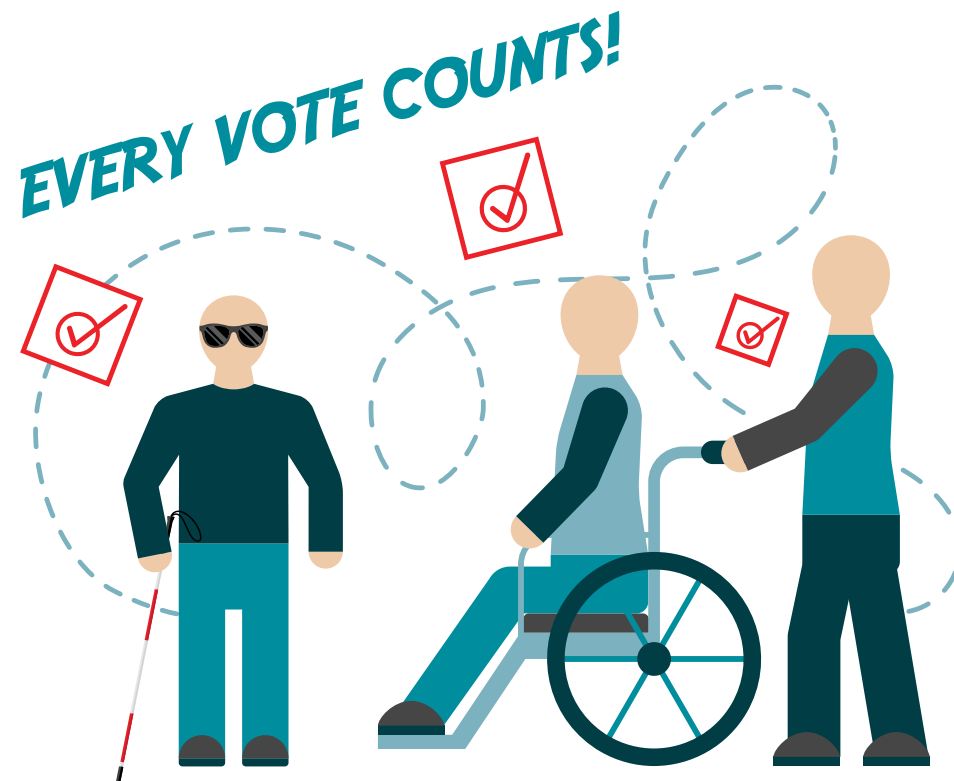
Ensuring safety is something that can be negotiated with the property owner to bring it up to acceptable standards. Accessibility, however, can be a particularly difficult task in the outlying communities and may require moderate ramping and other accommodations. When these types of issues were identified the Office of the Chief Electoral Officer, along with the Returning Officer in the community and the property owner, worked collectively to ensure any barriers to access were removed.

Although no formal request was submitted, the Office of the Chief Electoral Officer became aware of a potential need for an additional accessibility accommodation for an elector. The Chief Electoral Officer personally attended the polling location and met with administrators to ensure the barrier was addressed. For the first time, students were engaged to open and close doors for that particular polling location in exchange for support with their graduation

fundraising. The school's Principal personally ensured the students attended to the doors, switching out at 15 minute intervals, from 8:45am until the close of polls at 8:00pm.

In the following months the Principal advised Elections NWT that push button door openers were to be installed in the coming months. It is anticipated that a number of historical polling locations will undertake the installation of push button door

openers and negate the need for an individual to be present to provide the service. However in any future events, Elections NWT has adopted the position, and will develop the subsequent necessary policy and direction to ensure, that any polling location not equipped with a push button door opener is attended by an individual or group engaged to provide the service. Returning Offices will also be directed to provide this convenience for electors.





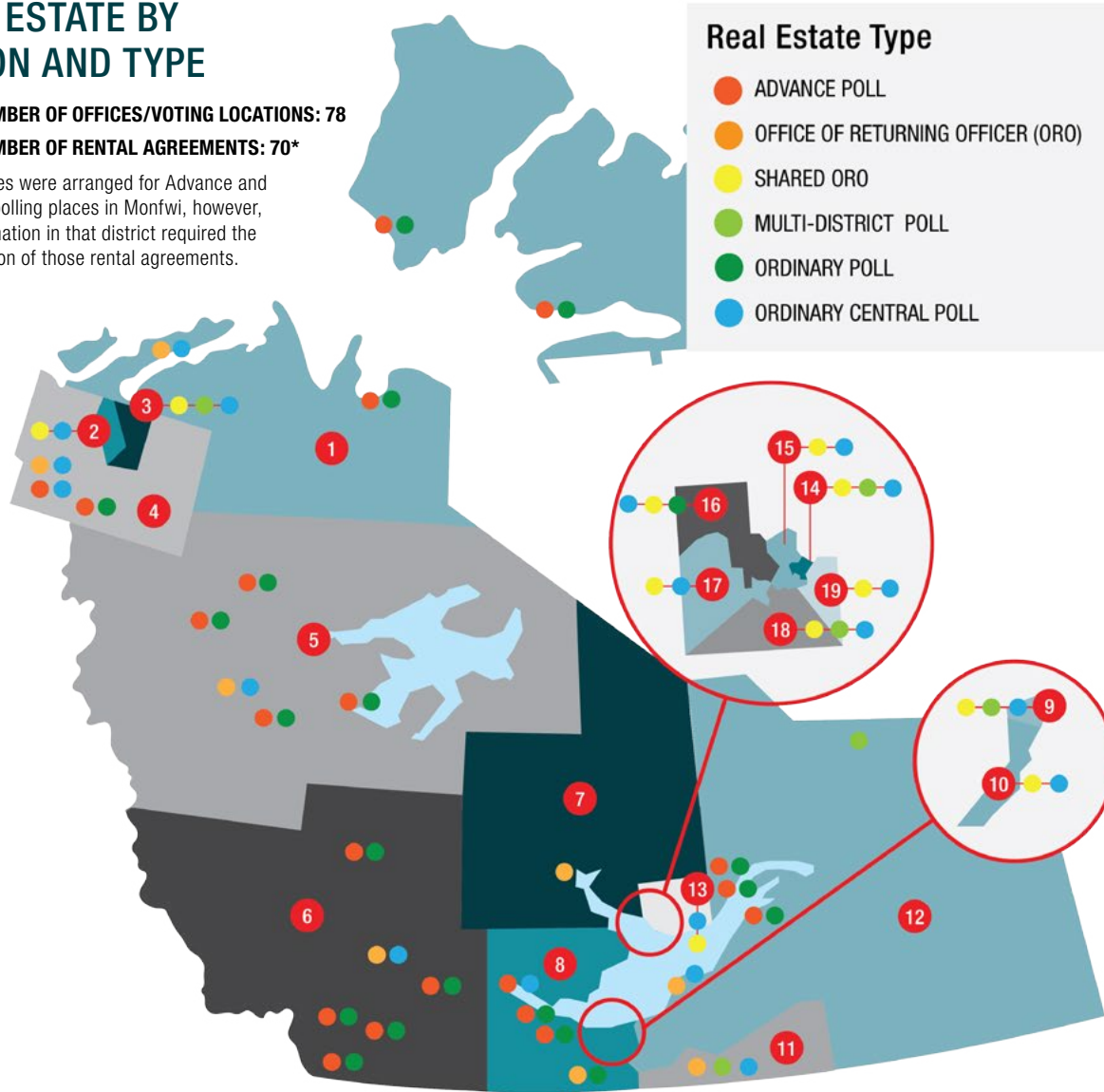


## REAL ESTATE BY REGION AND TYPE

TOTAL NUMBER OF OFFICES/VOTING LOCATIONS: 78

TOTAL NUMBER OF RENTAL AGREEMENTS: 70\*

\* Five venues were arranged for Advance and ordinary polling places in Monfwi, however, an acclamation in that district required the cancellation of those rental agreements.



## Electoral Districts

- 1 NUNAKPUT
- 2 INUVIK TWIN LAKES
- 3 INUVIK BOOT LAKE
- 4 MACKENZIE DELTA
- 5 SAHTU
- 6 NAHENDEH
- 7 MONFWI
- 8 DEH CHO
- 9 HAY RIVER NORTH
- 10 HAY RIVER SOUTH
- 11 THEBACHA
- 12 TU NEDHÉ-WILIDEH
- 13 YELLOWKNIFE NORTH
- 14 YELLOWKNIFE CENTRE
- 15 FRAME LAKE
- 16 RANGE LAKE
- 17 YELLOWKNIFE SOUTH
- 18 KAM LAKE
- 19 GREAT SLAVE





# COMMUNICATIONS

## **PLANNING & PROMOTION**

Marketing Plan  
Guides  
Promotional Material

## **PUBLIC ENGAGEMENT**

Social Media  
Media Relations  
Active Offer  
Advertising

## **WEBSITE**

Website Redesign  
Online Voter Resources  
2015 Candidates List  
Unofficial Results



# Planning and Promotion

## Marketing Plan

Historically, Elections NWT has taken different approaches in its marketing strategies for electoral events. 2007 focused on the elector's democratic obligation to vote, while 2011 promoted the idea of an election as a social event. The goal of the 2015 event was to foster an educated electorate by creating more awareness of the electoral process. With this in mind, the 2015 General Election Marketing Plan was developed to optimize the dissemination of knowledge about the electoral process.

A schedule was developed for the election period that matched key dates and deadlines for election activities with target dates for social media posts, advertising, and website updates.

The marketing budget for the 2015 Territorial General Election is broken down as follows:

<b>Election Period</b>	<b>TOTAL*</b>
Advertising	\$23,000
Printing and Publications - Guides	\$5,000
<b>Post-Election</b>	
Advertising	\$3,000
Printing and Publications - Official Results & CEO Report	\$24,000

\* Rounded to nearest \$1,000

The total budget for the 2015 event is found in Appendix A.

There were four phases to the marketing plan for the 2015 TGE:

### Phase One | Elector Registration

*SEPTEMBER 1 - NOVEMBER 1*

Creating awareness of the revision period; promoting the use of the online voter registration tool; promoting the online voter resources; and providing information for potential candidates.

### Phase Two | Special Voting Opportunities

*NOVEMBER 6 - NOVEMBER 20*

Creating awareness of the Special Voting Opportunities offered by Elections NWT and how to utilize them; and promoting the online voter resources, particularly the polling station locator.

### Phase Three | Polling Day

*NOVEMBER 20 - NOVEMBER 23*

Providing accurate information to electors about where and when to cast their ballot; and promoting the online polling station locator.

### Phase Four | Unofficial Results

*8:00PM, NOVEMBER 23 - DECEMBER 1*

Posting and promoting the unofficial results on the Elections NWT website



## Guides

Changes to the *Elections and Plebiscites Act* in the inter-election period required extensive updates to both the *Guide for Voters* and the *Candidates and Official Agents Guide*.

According to the 2011 General Election Marketing Plan Evaluation Report, no guides in indigenous languages were downloaded or requested in 2011, and therefore no action was taken to produce any in 2015.

The guides were translated into French, and electronic copies of the French guides were available for viewing and downloading from the Elections NWT website.

Based on website analytics, more users chose to view the guides online rather than download them.

Hard copies were also available to those with access to the OCEO or an Office of the RO office.

The *Candidates and Official Agents Guide* grew from a 20-page 5.5" x 8.5" to a 32-page 8.5" x 11" document. This enabled Elections NWT to include more information, including step-by-step instructions and diagrams for filling out and submitting forms, references to relevant legislation, and checklists. The result was a more comprehensive and informative resource for *Candidates and their Official Agents*.

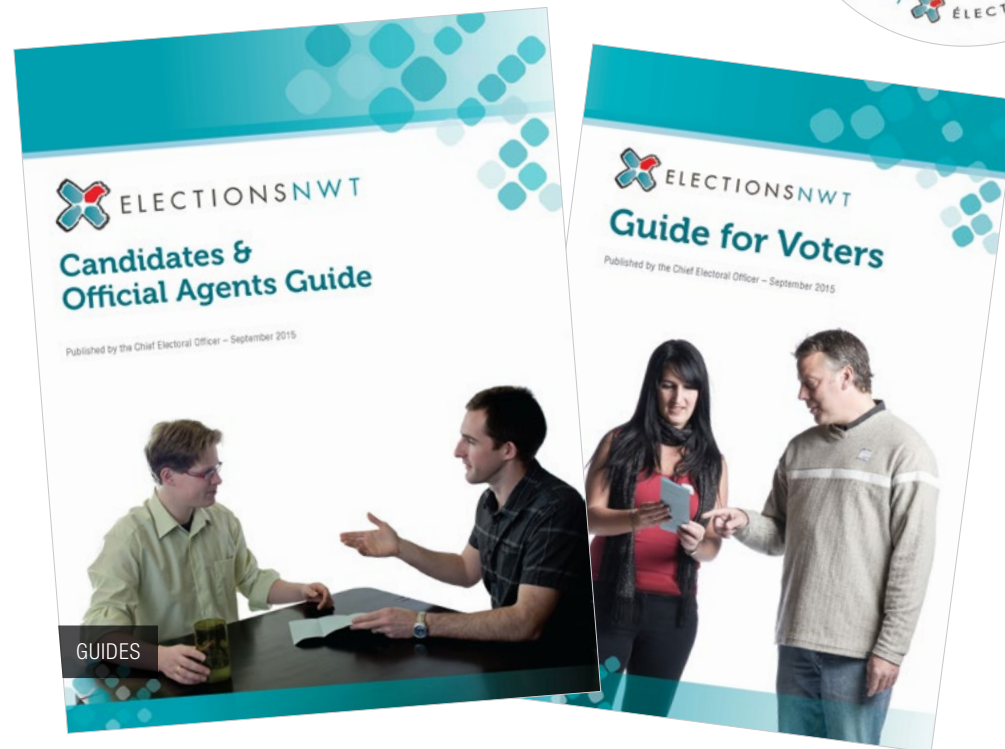
## Promotional Material

Due to the large inventory of promotional items remaining after the 2011 election, attempts to distribute some of that inventory were made.

The "VOTE" coasters were well received by the establishments to which they were distributed. In Yellowknife, coasters were distributed to eight establishments; coasters were also sent for distribution via Returning Officers in Fort Simpson, Inuvik, Norman Wells, Fort Smith, and Hay River.



COASTERS



GUIDES



# Public Engagement

## Social Media

Social media was a major focus of the marketing plan as was open communication with local media. While traditional paid advertising was utilized during the election period, social networks and earned media were proposed as the most effective and economical way to communicate with the majority of NWT residents.

For the 2015 event, particular focus was given to creating a visible presence on social media. This was accomplished through regular posting and paid advertising. A schedule for posting was established, and information was added throughout the election period as required.

In the months leading up to the election, efforts were made to promote Elections NWT on social media. Between June 1 and November 30, the number of people who “liked” the Elections NWT Facebook page went from 176 to 704, an increase of 300%. During

the election period, a total of 67,018 Facebook users saw Elections NWT page content in their newsfeeds; 10,799 were reached on ordinary polling day alone.

For the 2015 event, Elections NWT established #NWTVotes as its official Twitter hashtag. While some users preferred others (such as #elxnt), most users adopted #NWTVotes for election-related conversations. This made tracking conversations pertaining to the event much simpler and enabled Elections NWT to respond faster to tweeters who used the hashtag to direct questions to the agency.

Based on the analytics data, social media proved to be an effective way to disseminate messages to the public. Noticeable correlations between social media posts and website activity, and the interactions and exchanges taking place on social media during the election period suggest that social media is now a primary resource for distributing information.

## SOCIAL MEDIA BY THE NUMBERS

@electionsnwt + #nwtvotes



IMPRESSIONS  
**135,143**

CLICKS  
**4,147**

SHARES  
**323**

COMMENTS  
**122**

LIKES  
**752**

USERS REACHED  
**67,018**



IMPRESSIONS  
**26,620**

CLICKS  
**61**

RETWEETS  
**99**

REPLIES  
**5**

LIKES  
**21**

ENGAGEMENTS  
**938**

### IMPRESSIONS

The number of times a post or tweet was seen by a user - either in their own newsfeed or in a friend's.

### REACH

The number of people who received impressions of a post.

### ENGAGEMENTS

The total number of times a user interacted with a tweet in any format (likes, clicks, retweets, etc)



## Media Relations

Beginning with an advisory regarding new electoral districts (August 19, 2015) and up to but not including the release of the Official Results, a total of 19 news releases were issued for the 2015 Territorial General Election. This was a significant increase from the 2011 event, in which only six news releases were issued within a similar timeframe.

The strategy of releasing more information in 2015 was implemented to help achieve the overall goal of fostering an educated electorate. Through media releases, a large volume of administrative information was provided to news agencies for dissemination to the general public via television, radio, and online.

All news releases were uploaded to the news section of the Elections NWT website within 24 hours of being issued in both English and French. Between August 19 and November 30, the news section of the website received 319 page views (316 English and three French).

In total, 106 election-related articles (not including profiles on candidates and their platforms) were published or broadcast between August 21 and December 7. At least 13 different media outlets provided coverage of the election period and official results.

Two outlets – CBC North and Northern News Services – had dedicated sections on their websites to NWT Election coverage. These sections contained information provided by Elections NWT through press releases as well as direct links to the Elections NWT website, Facebook page, and Twitter feed.

## Press Releases (August 19 – November 30)

Date	Topic	Media Reception*	CEO Interview
19 Aug	New Districts for 2015 General Election	1	
28 Aug	Pre-Election Period Campaigning	4	1
01 Sep	Online Voter Resources	3	2
08 Sep	Information for Prospective Candidates	3	
06 Oct	Absentee Ballot Applications Open	1	
20 Oct	Writ of Election Order	0	
26 Oct	Issue of the Writs	7	2
30 Oct	2015 Candidates List	8	
03 Nov	Revision Period	0	
09 Nov	Voter Information Cards	0	
13 Nov	Media Kit for 2015 Territorial General Election	1	1
16 Nov	Nahanni Butte Advance Poll Rescheduled	0	
20 Nov	Polling Information for 2015 Territorial General Election	2	2
23 Nov	Polling Day	2	
24 Nov	Applications for Judicial Recount	3	
25 Nov	No Judicial Recount for Sahtu	3	
27 Nov	Judicial Recounts for Nunakput, Range Lake and Yellowknife North	2	
30 Nov	Judicial Recount Results for Nunakput, Range Lake and Yellowknife North	11	1

\* based on number of news outlets that published or broadcast related stories within 1 week of news release

### MEDIA RECEPTION

■ Low

■ Medium

■ High

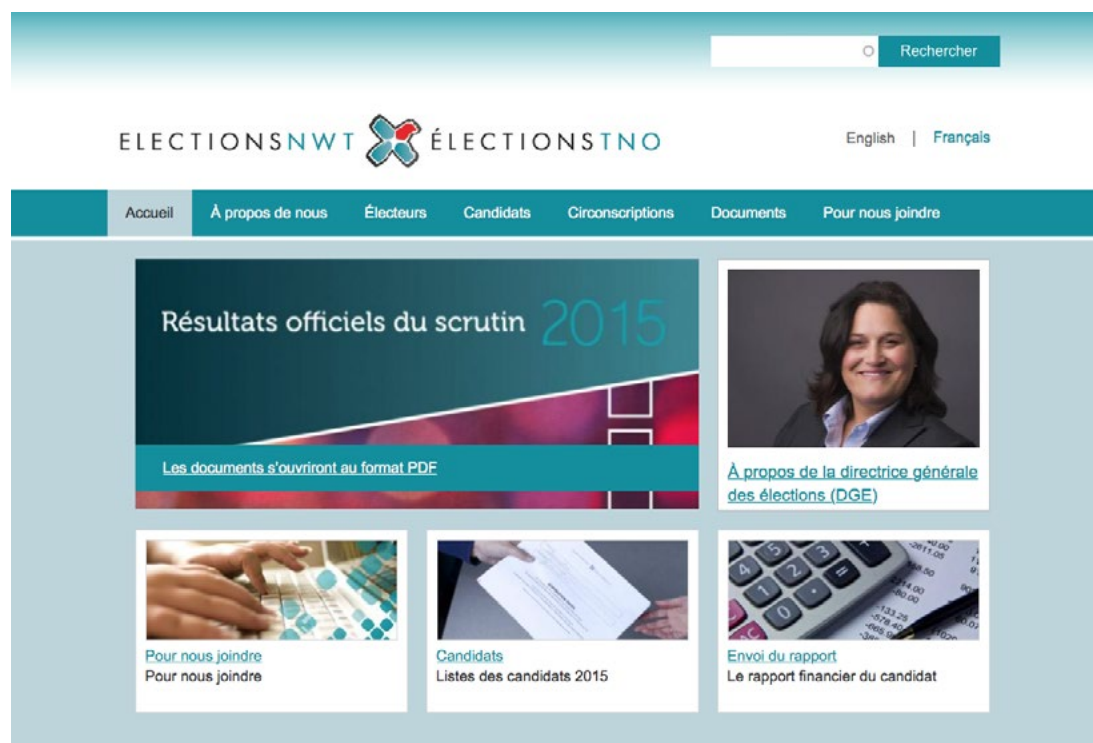


# Public Engagement

Overall the interaction with media was very positive. Elections NWT made significant gains in the amount of information released to media compared to the 2011 election and all media requests received a response within 24 hours of the initial request.

Overall, there were noticeable correlations between spikes in website activity and the timing of press releases and subsequent media coverage.

## ENWT Website Home Page: French



## Active Offer

According to the *Official Languages Act*, and the *Government Institution Regulations* contained within, Elections NWT is required to provide services to the public in both English and French.

For the 2015 event, Elections NWT took a proactive approach in providing communications to both

the public and the media in both languages. The Communications Officer met with the GNWT Manager of Translation Services during the pre-campaign period to establish a clear communication link between the agencies and to set priorities for translation projects. The OCEO was also equipped with a staff member able to provide services in French.

Frequent communication between the OCEO and Translation Services ensured a smooth process for translation and proofreading and Translation Services produced all deliverables within the timelines requested. In total, 48 documents were sent to Translation Services for translation, including press releases, print ads, CEO instructions, website content, guides, and other elector information.







## Advertising

During the 2015 event, Elections NWT purchased advertising from a wide variety of media sources.

From Monday, September 28 until polling day, an ad was placed in every edition of News North and L'aquilon containing information regarding the 2015 Territorial General Election.

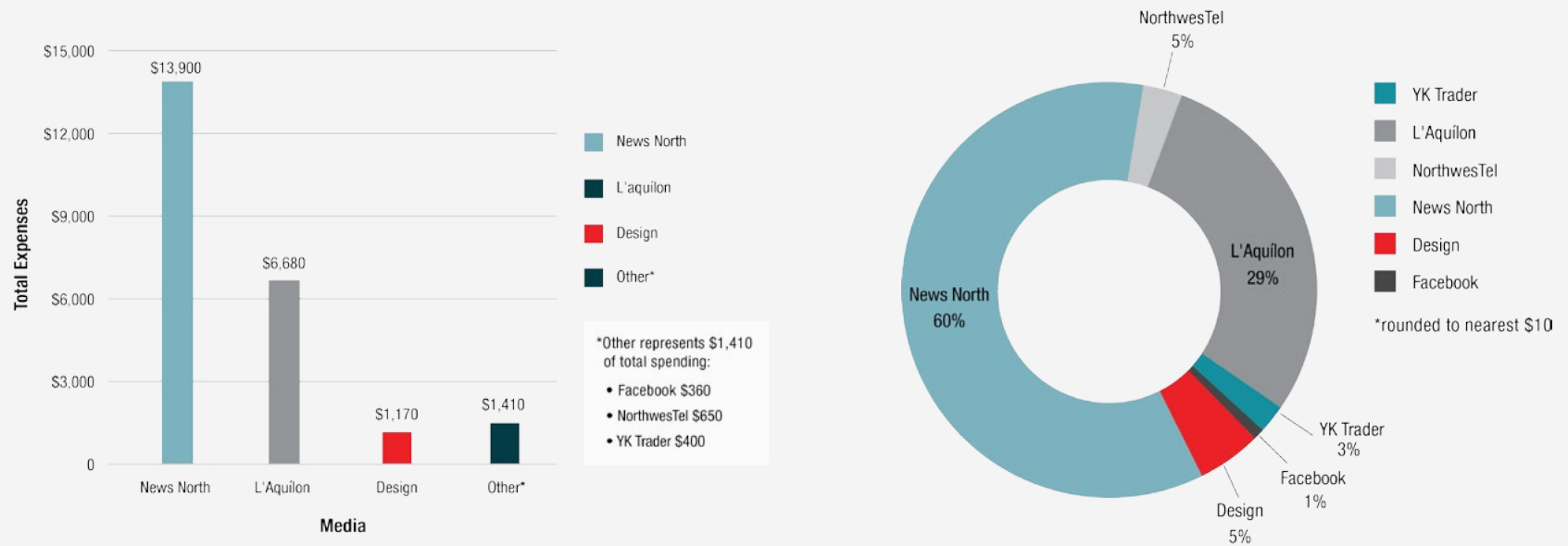
Four promotions were paid for on Facebook; three promoted posts and one general page promotion.

Elections NWT paid for a two-month placement on YK Trader, which ran from September 24 to November 24. The ads ran in rotation on the top and bottom bars of all pages within the site. When clicked, the ad linked users to a specified page on the Elections NWT website.

Four advertisements ran on the Northwestel Community Cable Channel for two months, from Tuesday, September 22 until Tuesday, November 24.

During the 2015 election period, no radio advertising was purchased. Radio engagement was limited to press releases and earned media.

## TOTAL ADVERTISING EXPENSES BY DOLLAR AMOUNT AND PERCENTAGE





## ADVERTISING BY THE NUMBERS

### FRENCH



**\$6,680**  
COST OF CAMPAIGN

**950 Readers**  
APPROXIMATE REACH

**\$7.03**  
COST PER PERSON



### NEWS

NNSL  
ENGLISH

L'AQUILON  
FRENCH



### ENGLISH

**\$13,900**  
COST OF CAMPAIGN

**7,550 Readers**  
APPROXIMATE REACH

**\$1.84**  
COST PER PERSON

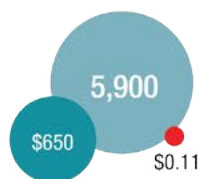


### PRINT AD PLACEMENT LEADING UP TO ELECTION

**POLLING DAY**



Facebook

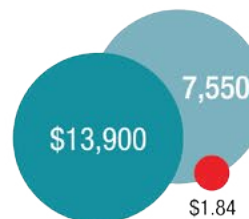


NWTel Cable Channel

(Data not provided)



YK Trader



News North



L'aquilon

■ Amount Spent  
 ■ People Reached \*  
 ■ \$ / Person

*\*Numbers are rounded to nearest 50*



## Website Redesign

Recommendation 1 of the 2011 General Election Marketing Plan Evaluation Report called for a retooling of the Elections NWT website to make it more user friendly during the inter-election period. In 2013, work began to completely redesign the website, which was re-launched in spring 2015.

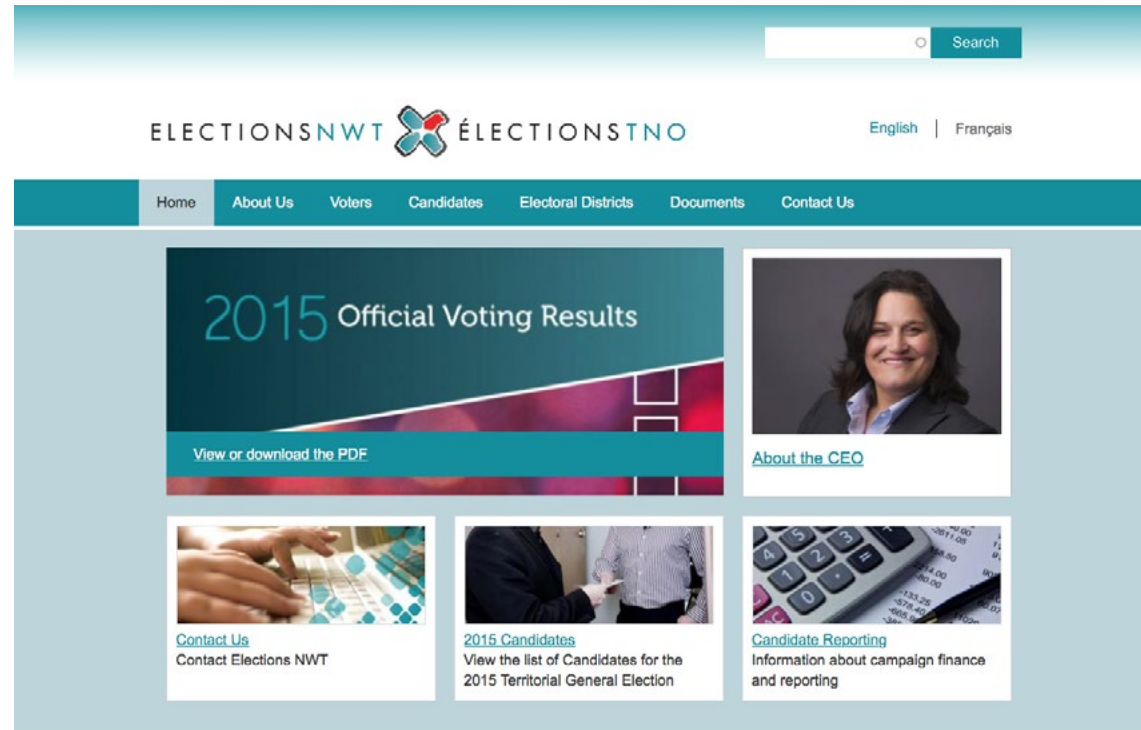
The new bilingual website features a dashboard-style home page with spotlight links to information most pertinent to users. Throughout the election period, these spotlight links were updated to reflect new features, key dates, and time sensitive information. The dashboard also contains the news section where all press releases are published.

Overall, the most popular pages on the Elections NWT website were live listings and interactive tools. The voter registration page saw five times more electors add or update information online than in 2011.

The live features of the site – the 2015 Candidates List and Unofficial Results – were the two most popular pages during the election period. The polling station locator was the most popular online voter resources tool on the website.

The most popular page on the Elections NWT website during the election period was the 2015 Candidates List, which was viewed 6,475 times. The Unofficial Results page saw 5,599 views; and the Candidates page, which contained information for candidates and official agents, came in third with 3,669 views.

## ENWT Website Home Page



## SESSIONS

The number of times a single user entered and navigated pages within the website.

## HITS

The number of times a page was accessed, refreshed, and reloaded.

## VIEWS

The consolidated number of views a page received once refreshes and reloads are included.

## Online Voter Resources

During the election period, the website hosted a suite of online voter resources which allowed users to confirm, add, or update elector information, search for their polling station, or apply for an Absentee ballot. The online voter resources pages saw a combined total of 5,050 page views.

## Voter Registration

This tool allowed users to add or update their information in the Register of Electors. A total of 1,078 visitors to the voter registration page entered data. That number includes names that were rejected and duplicate names; the actual number of electors that were added or updated was 928 – a 402% increase over the 185 electors who were added or updated online in 2011.

On average, Monday was the most popular day for online registration.

## Voter Lookup

The interactive voter lookup tool allowed users to enter their name and residential address to determine if they were registered electors. The web page received a total of 1,481 page views between September 1 and November 6.

## Absentee Ballot Application

This tool allowed users to apply for an Absentee ballot package online. A total of 244 Absentee ballot applications were received via the online form.

## Polling Station Locator

This tool allowed users to enter their address to determine their electoral district, their individual voting opportunities, their polling division, and whether or not their polling stations were accessible for persons with disabilities.

The polling station locator page received a total of 1,728 interactions between its launch on October 26 and its closure on November 27. It was the most popular online voter resource during the election period.

# UNIQUE PAGE VIEWS



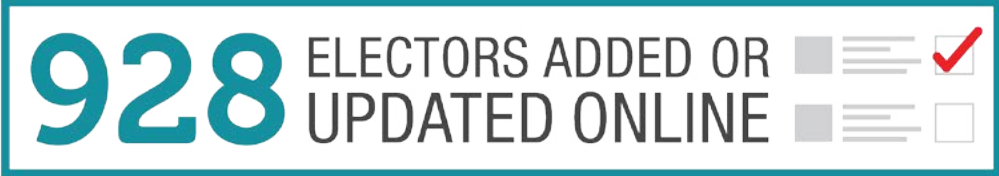
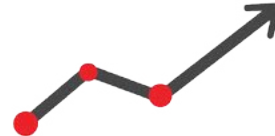
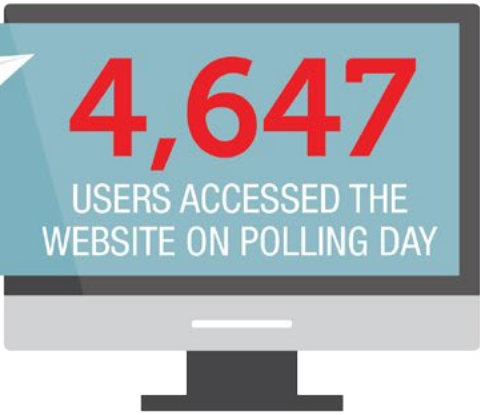
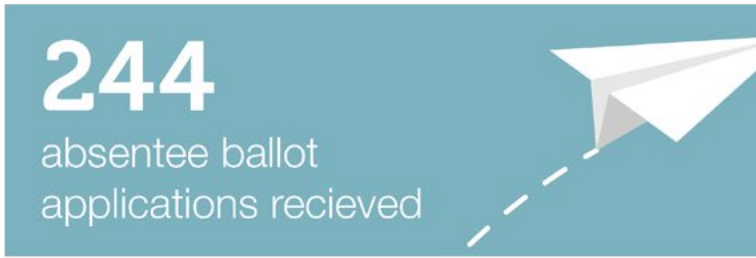
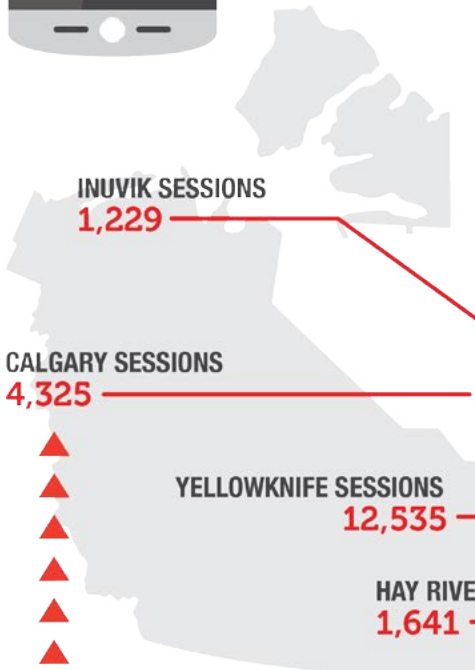
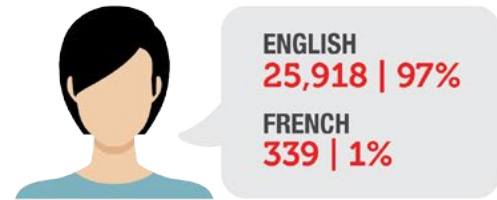
# WEBSITE BY THE NUMBERS



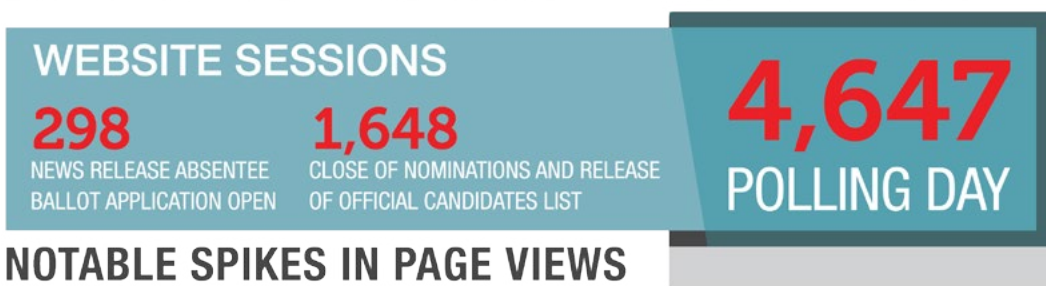
**MOST VIEWED PAGES**

**6,475 views**  
2015 CANDIDATES  
**5,599 views**  
UNOFFICIAL RESULTS

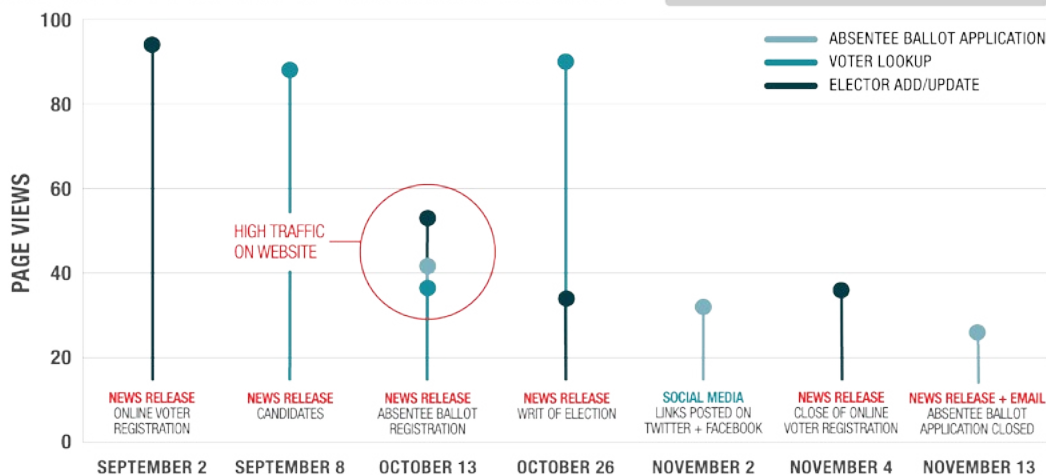
**PRIMARY LANGUAGE OF USERS**



# MEDIA IMPACT ON WEBSITE ACTIVITY



## NOTABLE SPIKES IN PAGE VIEWS



## 2015 Candidates List

The Elections NWT website hosted a live list of official candidates. During the nomination period, the list was updated in real-time as Returning Officers received completed nomination papers from candidates and entered the information into TERN. The list was available for the public to view throughout the remainder of the election period.

The live list generated considerable media interest, and was cited in various news articles during the nomination period as media outlets provided daily coverage of the list.

The 2015 Candidates List page proved to be the most popular component of the website, registering 4,978 unique page views during the nomination period alone, with a total of 6,475 views over the course of the marketing phases.

## Unofficial Results

Starting at 8:00pm on November 23, Elections NWT posted live voting results on the Unofficial Results page. The page was linked to TERN, so visitors to the site received real-time results as Returning Officers entered them into the system.

On election night, 4,647 people visited the site for results. Between November 23 and December 1, the page received a total of 5,599 views.



# ACTIVITIES

## **EVENT**

Writs  
Nominations  
Revisions and Registrations  
Voter Turnout  
Special Voting Opportunities  
Ordinary Polling Day

## **RESULTS**

Unofficial Results Reporting  
Judicial Recounts  
Official Results Reporting  
Elected Members

## **POST EVENT**

Candidates Financial Reports  
Compliance  
Return of Nomination Deposits  
Gathering Post-Election Feedback  
Internal Review

## CALENDAR OF 2015 ELECTORAL EVENTS

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
OCT 11 - Day 43	OCT 12 - Day 42 THANKSGIVING	OCT 13 - Day 41	OCT 14 - Day 40	OCT 15 - Day 39	OCT 16 - Day 38	OCT 17 - Day 37
ABSENTEE BALLOT APPLICATION PERIOD						
OCT 18 - Day 36	OCT 19 - Day 35	OCT 20 - Day 34 • WRIT OF ELECTION ORDER SIGNED	OCT 21 - Day 33	OCT 22 - Day 32	OCT 23 - Day 31	OCT 24 - Day 30
ABSENTEE BALLOT APPLICATION PERIOD						
OCT 25 - Day 29 • Dissolution of the Government	OCT 26 - Day 28 • ISSUE OF THE WRITS	OCT 27 - Day 27	OCT 28 - Day 26	OCT 29 - Day 25	OCT 30 - Day 24 • Nomination closes at 2:00pm • Candidate Withdrawal 5:00pm	OCT 31 - Day 23 • Absentee Ballots mailout begins
NOMINATION PERIOD						
REVISION OF PRELIMINARY LIST OF ELECTORS						
ABSENTEE BALLOT APPLICATION PERIOD						
NOV 1 - Day 22	NOV 2 - Day 21	NOV 3 - Day 20	NOV 4 - Day 19	NOV 5 - Day 18 • Revision period closes at 1:00 p.m.	NOV 6 - Day 17	NOV 7 - Day 16
REVISION OF PRELIMINARY LIST OF ELECTORS						
ABSENTEE BALLOT APPLICATION PERIOD						
NOV 8 - Day 15	NOV 9 - Day 14	NOV 10 - Day 13	NOV 11 - Day 12 - REMEMBRANCE DAY -	NOV 12 - Day 11	NOV 13 - Day 10	NOV 14 - Day 9
ABSENTEE BALLOT APPLICATION PERIOD						
MOBILE POLL APPLICATION PERIOD						
VOTING IN THE OFFICE OF THE RETURNING OFFICER						
NOV 15 - Day 8	NOV 16 - Day 7	NOV 17 - Day 6	NOV 18 - Day 5	NOV 19 - Day	NOV 20 - Day 3	NOV 21 - Day 2 • Voting in the Office of the Returning Officer 2:00 p.m.
MULTI-DISTRICT POLL PERIOD						
ADVANCE POLL PERIOD						
MOBILE POLL PERIOD						
VOTING IN THE OFFICE OF THE RETURNING OFFICER						
NOV 22 - Day 1	NOV 23 • POLLING DAY 9:00 a.m. - 8:00 p.m. • Absentee Ballots must be received by CEO by 8:00 p.m.					



## Writs

The Writ of Election Order was signed by George L. Tuccaro, Commissioner of the Northwest Territories, on October 20, 2015. Dissolution of the 17th Legislative Assembly occurred on October 25, to permit polling day for a general election to be held November 23.

In accordance with the Order, Writs of Election were issued on October 26, by the Chief Electoral Officer for each of the 19 electoral districts in the Northwest Territories. The Writs directed Returning Officers to close nominations on October 30; that a poll, if necessary, be held November 23; and that the Return of the Writ of Election be certified by the Chief Electoral Officer no later than December 7, 2015.



SIGNING THE ORDER

## Return of the Writ of Election

<b>Certified</b>	<b>Electoral Districts</b>
<i>November 2</i>	Monfwi
<i>November 24</i>	Frame Lake, Kam Lake, Yellowknife South
<i>November 26</i>	Hay River North, Hay River South, Inuvik Boot Lake, Inuvik Twin Lakes, Thebacha, Tu Nedhé-Wiilideh
<i>November 27</i>	Deh Cho, Great Slave, Mackenzie Delta
<i>December 1</i>	Nahendeh, Nunakput, Range Lake, Sahtu, Yellowknife Centre
<i>December 2</i>	Yellowknife North



ISSUING THE WRITS

## Nominations

Nominations opened immediately after the issuing of the Writs on October 26 and closed at 2:00pm on November 30. After the withdrawal period expired, there were 60 candidates; a lone candidate was acclaimed in Monfwi, while the remaining 18 electoral districts saw contests.

### Number of Candidates on the Ballot per District

<b>#</b>	<b>Electoral Districts</b>
1	Monfwi
2	Great Slave, Inuvik Boot Lake, Inuvik Twin Lakes, Kam Lake, Range Lake, Tu Nedhé-Wiilideh, Yellowknife Centre
3	Hay River North, Thebacha, Yellowknife South
4	Deh Cho, Frame Lake, Hay River South, Mackenzie Delta, Nunakput, Sahtu
5	Yellowknife North
7	Nahendeh

Once nomination papers were successfully received from nomination contestants, they were reviewed by Returning Officers for correctness and accepted; in the communities without a resident Returning Officer, this was done by the Community Deputy Returning Officer. Many candidates expressed their pleasure in having this service available to them instead of having to travel to the community where the Returning Officer for their district resided in order to submit their nomination paper.

## Revisions and Registrations

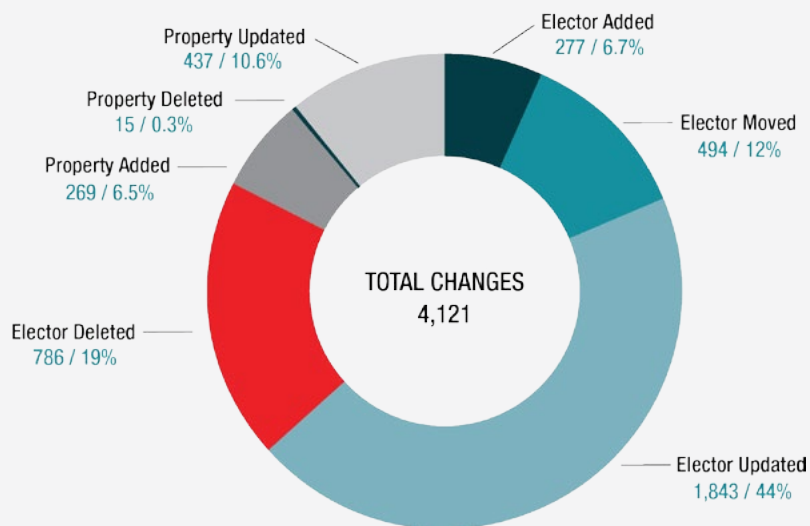
The revision period opened with the issuing of the Writs and closed at 1:00pm on November 5, 2015. There were various types of interactions that occurred during the revision period as Returning Officers did their work. A total of 4,121 changes were made to the Register of Electors and 778 deletions occurred for a variety of reasons.

Upon completion of the electoral event, the data contained in the Oaths of Electors was used to further refine the Register of Electors. In addition, all returned Voter Information Cards were reviewed and used to ensure further correctness of the Register. This work resulted in significant changes and deletions to the Register.

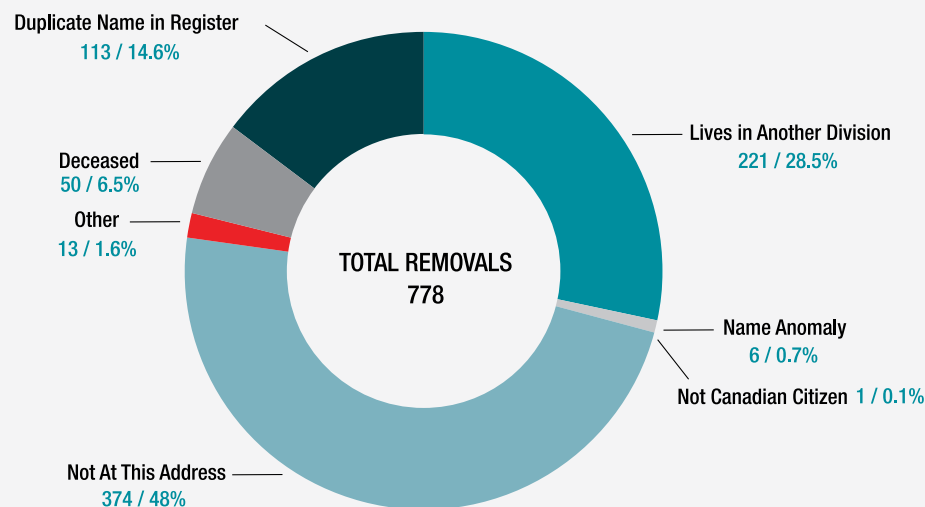
With the introduction of fixed election dates and a permanent Register, the requirement to set a specific period for revisions may no longer be necessary.

The legislation on this exercise is tied to the past practice of undertaking enumeration, which no longer occurs. With a real-time list of electors being provided to candidates, revisions and registrations could be allowed for the entire Writ period, closing just days prior to ordinary polling day as the need to define a preliminary versus an official list is unnecessary. The Recommendations section of this report includes a proposal for an alternate practice for future electoral events.

### CHANGES TO REGISTER



### REMOVALS FROM REGISTER





## REVISION AND REGISTRATION CHANGES BY ELECTORAL DISTRICT: REVISION PERIOD

ELECTORAL DISTRICT	26 OCT	27 OCT	28 OCT	29 OCT	30 OCT	31 OCT	1 NOV	2 NOV	3 NOV	4 NOV	5 NOV	TOTAL
DEH CHO	1			1		1		3	1	14	2	<b>23</b>
FRAME LAKE	3	9	42	20	12	7		8	29	5	14	<b>149</b>
GREAT SLAVE	1	4	8	15	40	7	7	3	13	24	6	<b>128</b>
HAY RIVER NORTH	2	9	25	56	17	5		5	17	8	16	<b>160</b>
HAY RIVER SOUTH	21	10	50	40	13	3		4	27	25	39	<b>232</b>
INUVIK BOOT LAKE	1	10	8	11	38	24		1	7	2	7	<b>109</b>
INUVIK TWIN LAKES		3	8	5	37	25		4	9		3	<b>94</b>
KAM LAKE		12	11	24	9	9		1	17	5	10	<b>98</b>
MACKENZIE DELTA			21	2	13	1		2	4	15	7	<b>65</b>
MONFWI				15	20						1	<b>36</b>
NAHENDEH	3	1	1	17	12			7	13	24	7	<b>85</b>
NUNAKPUT			2	22	6				3	1	5	<b>39</b>
RANGE LAKE	5	3	12	14	7	2		3	16	9	5	<b>76</b>
SAHTU		1	48	16	1	1		2	5	19	3	<b>96</b>
THEBACHA			3	15	6			7	31	67	12	<b>141</b>
TU NEDHÉ-WIILIDEH	44	14		3	3	11		5	8	5	2	<b>95</b>
YELLOWKNIFE CENTRE	2	1	17	19	19	1		13	23	20	13	<b>128</b>
YELLOWKNIFE NORTH	4	3	24	37	54	15		14	48	22	7	<b>228</b>
YELLOWKNIFE SOUTH	2	7	3	17	30	12		14	20	8	2	<b>115</b>
<b>TOTAL</b>	<b>89</b>	<b>87</b>	<b>283</b>	<b>349</b>	<b>337</b>	<b>124</b>	<b>7</b>	<b>96</b>	<b>291</b>	<b>273</b>	<b>161</b>	<b>2,097</b>

### NOTES

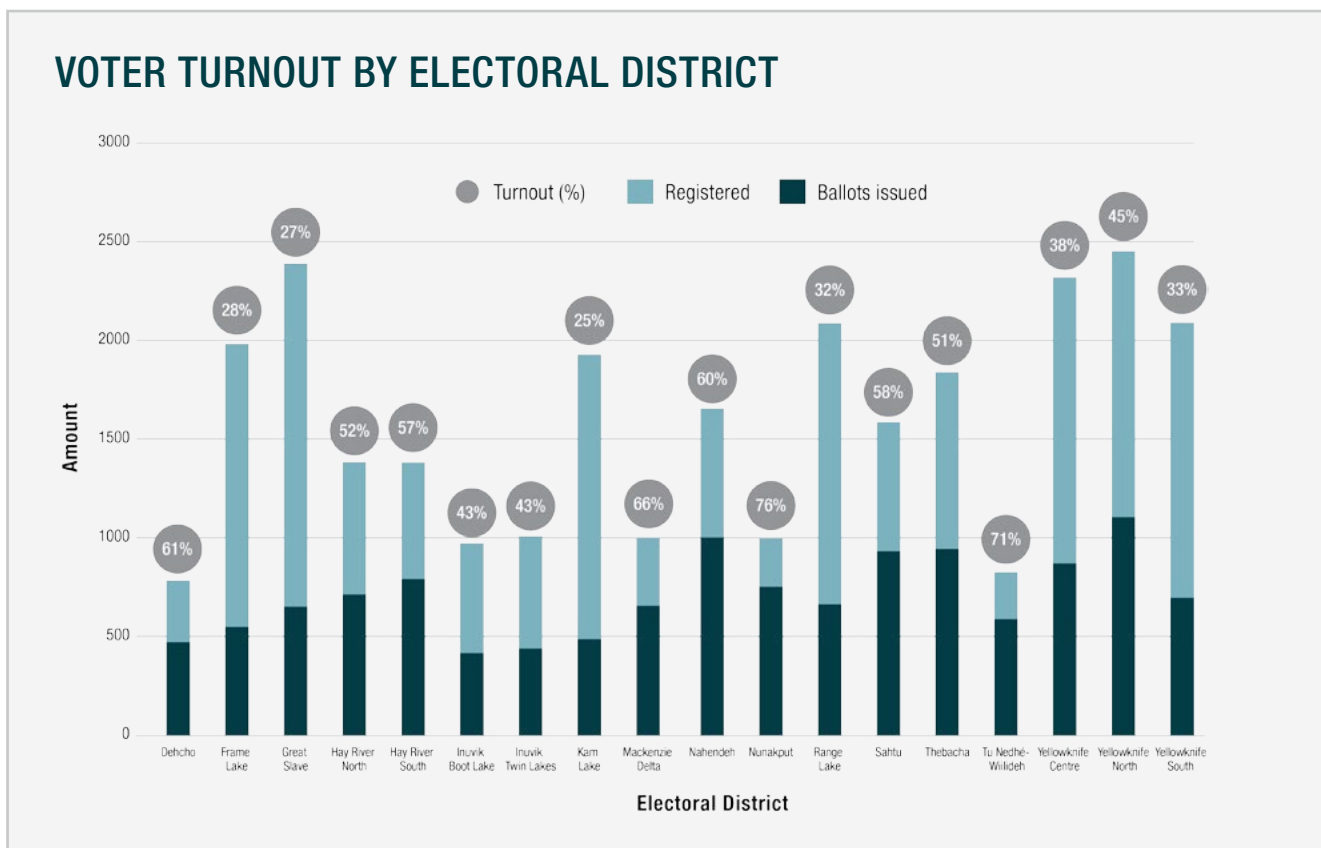
- Multiple changes applied to one elector in a single day were counted as a single revision; if the changes occurred on separate days, each day would count a revision.
- Voters that moved from one electoral district to another were counted as two revisions: one in the ED they moved from, and one in the ED they moved to.  
If a voter moved within an ED it was counted as a single revision.

## Voter Turnout

A commonly used measure of voter turnout for an electoral event is the number of electors who were issued a ballot as a percentage of the total number of registered electors. For the 2015 Territorial General Election this percentage was found to be 44%, down from 47% reported in 2011.

Although this number provides some insight, it should not be the sole reference for how well attended the event may or may not have been. For example, the total number of electors who were issued ballots in 2011 was 11,865. In 2015 a total of 12,707 ballots were issued. These numbers show that even though the percentage calculated for turnout was down, there was a 7% increase in the number of electors who cast a ballot.

Data shows that turnout by electoral district ranged from a high of 76% in Nunakput to a low of 25% in Kam Lake. The combined or average turnout in the Yellowknife electoral districts was 33% while the average turnout in electoral districts outside of Yellowknife was 56%.



THE NWT SAW A **7% INCREASE** IN BALLOTS CAST IN 2015 COMPARED TO 2011



## Special Voting Opportunities

Special Voting Opportunities to cast a ballot are available to electors who know they may not be present in their community or electoral district on ordinary polling day.

### These Special Voting Opportunities are:

- applying for and receiving an Absentee ballot;
- attending a scheduled Multi-District poll;
- applying for and receiving a Mobile poll;
- Voting in the Office of the Returning Officer; and
- attending an Advance poll in a community without a Returning Officer.

The majority of electors (73%) cast ballots at polls on ordinary polling day. However, in some electoral districts, other Special Voting Opportunities delivered prior to ordinary polling day saw significant voter turnout as well. In fact, seven of the 18 electoral districts that held contests had 30% or more electors cast ballots early. In Hay River South, 54% of electors cast their ballots early. Tu Nedhé-Willideh reported the lowest use of Special Voting Opportunities with just 9% of electors casting ballots early.

## Absentee Ballots

Unlike the regular ballot on which an elector puts a mark next to the name of their preferred candidate, the ballot for Absentee voting is a mail-in ballot on which the elector writes the name of their preferred candidate. For the 2015 event, the Absentee ballot packages included one write-in ballot, a list of candidates, a secrecy envelope, an elector declaration envelope, and a stamped and addressed return envelope. Packages had to be received by the Office of the Chief Electoral Officer before the close of the polls at 8:00pm on November 23, and had to include a properly executed voter declaration in order to be included in the count.

Absentee ballots were introduced to provide electors who are away from home for an extended period of time an opportunity to vote by mail-in ballot. While this option was meant primarily for post-secondary students, people away on extended assignments, and members of the police or armed forces, it was also used by those who were away for the entire election period on vacation or other reasons. Applications for Absentee ballots were available on the Elections NWT website starting October 12 (14 days before the Writ of Election was issued) and remained available until November 13 (the tenth day before polling day).

Electors applying for the Absentee ballot had to be registered electors at the time of their application. Using the online voter resources, electors could check if they were registered, update their information, or register online prior to making an application for an

Absentee ballot. Absentee ballot packages were sent to applicants as early as the close of the nomination period at 5:00pm on October 30.

Once an Absentee ballot application is received and the ballot issued, the elector is struck from the voters list as having voted. This created concern with a number of electors who suddenly found themselves able to vote at another voting opportunity and had not yet received their ballot package. Allowing these electors to cast a ballot in another voting opportunity was prohibited as they had already been recorded as having been issued a ballot and struck from the list. A number of electors were essentially denied the opportunity to vote as there is currently no consideration for cancelling an application for an Absentee ballot.

A total of 244 Absentee ballot packages were sent out to eligible electors who applied within the application period and 111 packages were returned to the OCEO before the close of the polls on polling day. An additional 35 packages were received by the OCEO after the deadline and were not included in the count.

Partnering with Canada Post to administer this voting opportunity was extremely problematic. While Canada Post promises delivery in three business days within a province and four business days for nationwide delivery, the fine print on their website states that these standards do not apply to northern regions. The OCEO received reports of ballot packages that were sent simultaneously to the same address not arriving

## DISTRIBUTION OF ABSENTEE BALLOTS DURING ELECTION PERIOD

Date Requested	Sent	Received	%	Received Late	%	Not Received	%
<b>Oct 12 - Oct 31</b>	131	73	<b>56%</b>	17	<b>13%</b>	41	<b>31%</b>
<b>Nov 1 - 6</b>	66	26	<b>39%</b>	14	<b>21%</b>	26	<b>39%</b>
<b>Nov 7 - 13</b>	47	12	<b>26%</b>	4	<b>9%</b>	31	<b>66%</b>
<b>Totals</b>	244	111	<b>45%</b>	35	<b>14%</b>	98	<b>40%</b>

at the same time. Postmarks on packages received after the deadline showed that these packages took ten or more calendar days to be delivered to the OCEO. As illustrated by the table above, the later the Absentee ballot was requested, the less likely it was to be received by the OCEO on time.

Two of the 111 Absentee ballots received before the deadline were rejected because they did not include the proper voter declarations, leaving a total of 109 valid Absentee ballots. This represents less than one percent of all ballots cast in the Territorial General Election. The percentage of valid Absentee ballots in each electoral district ranged from a high of 2.5% in Frame Lake to a low of 0% in Tu Nedhé-Wiilideh.

### Multi-District Polls

Similar to the Absentee ballot, the Multi-District poll provides a voting opportunity to concentrated populations of electors who are away from their place of ordinary residence during the election period. A total of eight Multi-District polls were delivered for the 2015 election. Multi-District poll locations were identified as all correctional centres in the Northwest Territories, the three main Aurora College campuses, and remote diamond mine sites. All three diamond mines were offered the opportunity to host a Multi-District poll, however only Rio Tinto, who operates Diavik Diamond Mine at Lac de Gras, accepted the offer within the timeframe required to set up the poll.

A two-person team consisting of a Multi-District Poll Officer and an Assistant Multi-District Poll Officer was sent to the Diavik mine site to deliver the poll. The timing of the poll was such that workers on every

shift were able to access the poll. In spite of efforts by mine management to publicize the poll and ensure the timing of the delivery allowed every worker access to the poll, ballots were only cast by only 23 electors.

For Multi-District polls at Aurora College and the correctional institutions, poll times and places were established in coordination with management and poll notices and signage were posted in advance. In spite of the coordinated efforts, turnout was particularly disappointing at the Aurora College campuses with a combined total of 23 ballots for all three campuses. There were no ballots cast at all on the Yellowknife campus.

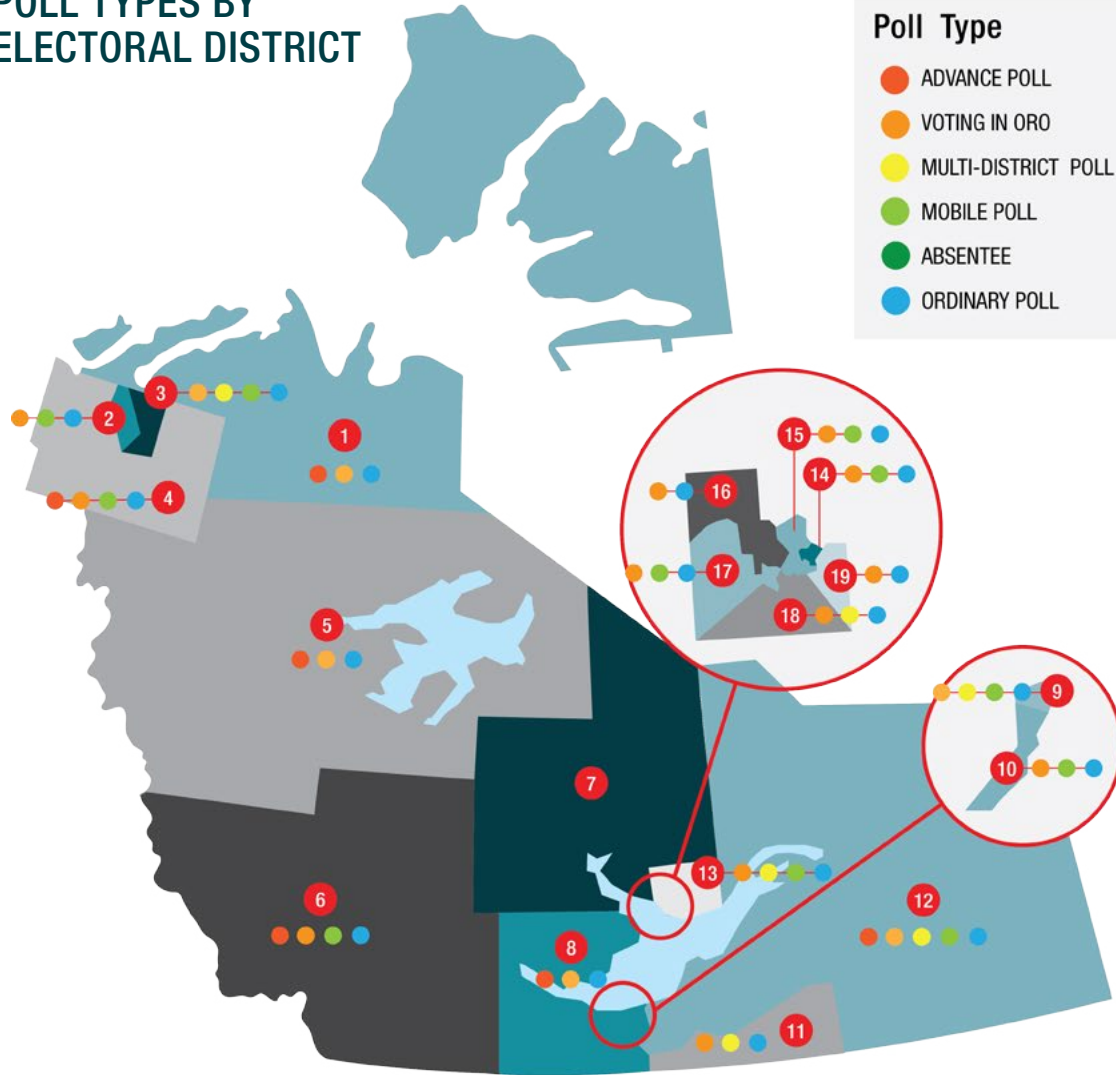
Following each poll, the names of participating electors were struck from the voters list as having voted and the Multi-District ballot boxes were sent to the OCEO to be counted by the Multi-District Poll Officer after the close of the polls on ordinary polling day.

Upon striking elector names from the Multi-District poll delivered at the North Slave Correctional Centre a significant number of irregularities became apparent. Subsequently, the poll was declared null and void, a written directive was issued, and the poll was immediately re-delivered. The written directive is included as Appendix D.

While turnout in the correctional institutions was similar to the turnout overall, the turnout at the Aurora College campuses and at Diavik was very low relative to the estimated population of eligible electors in those locations. Consideration should be given to more cost



## POLL TYPES BY ELECTORAL DISTRICT



### Poll Type

- ADVANCE POLL
- VOTING IN ORO
- MULTI-DISTRICT POLL
- MOBILE POLL
- ABSENTEE
- ORDINARY POLL

### Electoral Districts

- 1 NUNAKPUT ● ● ● ● ●
- 2 INUVIK TWIN LAKES ● ● ●
- 3 INUVIK BOOT LAKE ● ● ● ● ●
- 4 MACKENZIE DELTA ● ● ● ● ●
- 5 SAHTU ● ● ● ● ●
- 6 NAHENDEH ● ● ● ● ●
- 7 MONFWI
- 8 DEH CHO ● ● ● ● ●
- 9 HAY RIVER NORTH ● ● ● ●
- 10 HAY RIVER SOUTH ● ● ●
- 11 THEBACHA ● ● ● ● ●
- 12 TU NEDHÉ-WIILIDEH ● ● ● ● ●
- 13 YELLOWKNIFE NORTH ● ● ● ●
- 14 YELLOWKNIFE CENTRE ● ● ●
- 15 FRAME LAKE ● ● ●
- 16 RANGE LAKE ● ● ● ● ●
- 17 YELLOWKNIFE SOUTH ● ● ●
- 18 KAM LAKE ● ● ● ● ●
- 19 GREAT SLAVE ● ● ●
- 20 OFFICE OF THE CHIEF ELECTORAL OFFICER ●

effective alternatives to Multi-District polls, particularly those at Aurora College and at remote work sites.

As with the Absentee ballots, the Multi-District votes represented less than one percent of all ballots cast in the 2015 Territorial General Election. Elector data on attendance for the Multi-District poll by electoral district showed a high of 2.13% in the Mackenzie Delta, to a low of 0.23% in Inuvik Twin Lakes.

## Mobile Polls

The Mobile polls provide a voting opportunity for those with mobility issues. This can include residents of care facilities and electors who are housebound due to illness or a physical limitation. Electors who would like this opportunity must make an application to their Returning Officer during the Mobile poll application period. This period was legislated to be from November 9 to 13, and polls were delivered – in accordance with the Act – between November 16 and 19, by an election officer and a poll clerk. Mobile polls were counted in the Office of the Returning Officer after the close of the polls on polling day.

A total of a 119 electors cast a ballot using the Mobile poll, representing approximately one percent of the total votes cast. A significant portion of these electors were concentrated in senior centres and care facilities.

Although it has not been put forth as a recommendation, consideration could be given to extending the set five-day application period for a Mobile poll. This poll may see more activity by allowing more time to make an application, especially

## NUMBER OF ESTIMATED ELECTORS AND VOTES CAST IN EACH MULTI-DISTRICT POLL

Multi-District Poll Location	# of Electors	Ballots Cast	%
North Slave Correctional Centre, Yellowknife	133	31	23
South Mackenzie Correctional Centre, Hay River	21	13	62
Fort Smith Correctional Complex – Male Unit	16	8	50
Fort Smith Correctional Complex – Female Unit	8	3	38
Aurora College North Slave Campus, Yellowknife	250	0	0
Aurora College Thebacha Campus, Fort Smith	250	10	4
Aurora College Aurora Campus, Inuvik	250	13	5
Diavik Diamond Mine Inc.	273	23	8
<b>Total Votes Cast at Multi-District Polls</b>	<b>1,201</b>	<b>101</b>	<b>8</b>

for electors who gain an awareness of the Mobile poll from the Voter Information Card, which is mailed to electors during the latter half of the election period.

## Voting in the Office of the Returning Officer

Voting in the Office of the Returning Officer (VORO) was open for 10 days from November 11, to 2:00pm

on Saturday, November 21. As with previous elections, VORO was the most popular of all the Special Voting Opportunities. The number of ballots cast in the VORO polls represents just over 21% of the total ballots cast in the 2015 Territorial General Election and approximately 80% of all ballots cast at Special Voting Opportunities. This voting opportunity not only provides the option to cast a ballot early; it also allows electors to prove their identity and residency by personal acquaintance.





## BALLOTS CAST AT A MOBILE POLL

Electoral District	Ballots
Deh Cho	0
Frame Lake	2
Great Slave	0
Hay River North	26
Hay River South	6
Inuvik Boot Lake	2
Inuvik Twin Lakes	3
Kam Lake	0
Mackenzie Delta	12
Nahendeh	19
Nunakput	0
Range Lake	0
Sahtu	0
Thebacha	0
Tu Nedhé-Wiilideh	14
Yellowknife Centre	32
Yellowknife North	1
Yellowknife South	1
<b>Total</b>	<b>119</b>

This allows an elector who is personally known to the election officer to be issued a ballot without providing identification to substantiate residency and identity.

In general, communities with multiple electoral districts such as Yellowknife, Hay River and Inuvik saw more electors casting ballots using VORO. In the electoral districts of Deh Cho and Mackenzie Delta, the popularity of VORO may have been limited by the location of the office of the Returning Officer; for example, the office of the Returning Officer for Deh Cho was located in Enterprise, while the largest community in the district is Fort Providence. In Mackenzie Delta, the office of the Returning Officer was located in Aklavik, while the largest community in the electoral district is Fort McPherson. Both Fort McPherson and Fort Providence had well-attended Advance polls, which was the alternative to VORO that was provided to communities without a resident Returning Officer.

Electors would benefit from extending the period of time permitted to cast an early ballot at the office of the Returning Officer. A recommendation contained in this report suggests VORO become available immediately upon the close of the nomination period. Using a prescribed write-in ballot would prevent electors who may be away for ordinary polling day from having to apply for an Absentee ballot while they are present in a community with a resident Returning Officer.

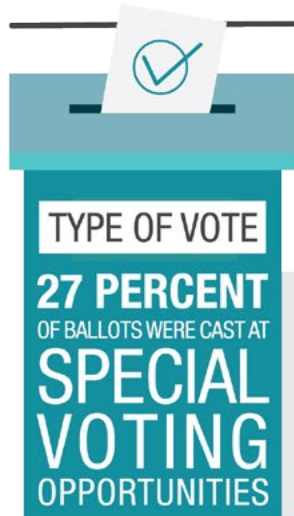
### Advance Polls

For the first time, the Advance poll was administered in all communities (without a resident Returning Officer) in the six multi-community electoral districts that had an election. These Advance polls were introduced as an equal opportunity for electors who reside in communities without a resident Returning Officer to cast a ballot prior to ordinary polling day. Advance polls are legislated to be held between the seventh and fourth days before polling day and were administered from November 16 to 19 for the 2015 election.

The day and times for these polls to be delivered is at the discretion of each Returning Officer. Officers use their knowledge of community events or practices and the number of resident electors to select a day and time that best suits the electors of a particular community. Poll hours varied from community to community. Some were only a few hours long while others were open for an entire business day; in some communities, it made no sense to have a poll open for the whole day if the community's entire electorate could vote within the confines of a couple of hours or if there was a known community event, such as a feast or a funeral, that would preclude the attendance of electors.

The Advance poll also allowed electors to prove

# VOTING OPPORTUNITY TRENDS



**MOST ELECTORS USED ORDINARY POLLS OR VORO TO CAST THEIR BALLOTS**



## NOTABLE NUMBERS

HR SOUTH **54%** HR NORTH **42%** Both Hay River districts used SVOs at a much higher rate than other districts.



TU NEDHÉ-WIILIDEH **9%** DEH CHO **13%** KAM LAKE **15%**

Tu Nédhé-Wiilideh, Deh Cho and Kam Lake all saw limited use of the SVOs compared to other districts.

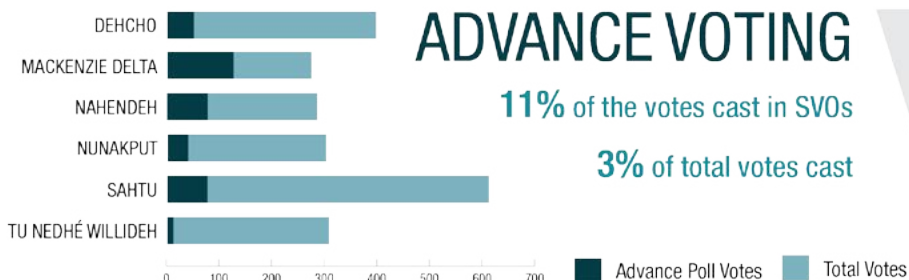


### DISTRICTS WITH 10+ ABSENTEE BALLOTS CAST

DISTRICT	FRAME LAKE	HR SOUTH	THEBACHA	YK NORTH	YK SOUTH
Count	14	11	12	18	12

Tu Nédhé-Wiilideh had no absentee votes

**NO MORE THAN 3% OF TOTAL VOTES IN ANY DISTRICT**



THE MOST POPULAR SPECIAL VOTING OPPORTUNITY WAS **VOTING IN THE OFFICE OF THE RETURNING OFFICER**

DISTRICT	HR SOUTH	HR NORTH	IN. TWIN LAKES	THEBACHA
Percentage	<b>51%</b>	<b>37%</b>	<b>31%</b>	<b>33%</b>

NUMBERS ARE A PERCENTAGE OF TOTAL BALLOTS CAST PER DISTRICT



identity and residency by personal acquaintance. This was a particularly beneficial option for residents of the outlying communities who have historically struggled to provide the identification required to cast a ballot on ordinary polling day.

Voting in Advance polls represented 3% of total votes cast and 11% of the votes cast in Special Voting Opportunities. The percentage of total votes that were cast at Advance Polls in the six districts where they were held ranged from 2% in Tu Nedhé-Willideh to 19% in Mackenzie Delta.

## Ordinary Polling Day

On November 23, 9,298 ballots were cast by electors in the 18 electoral districts that held contests, representing 73% of all ballots cast in the 2015 Territorial General Election. When examining ordinary polling day numbers as a percentage of all ballots cast in each electoral district, Hay River South came in with the lowest attendance at 26% on ordinary polling day, while Tu Nedhé-Willideh had the highest attendance at 91%. The percentages are indicative of elector attendance at polls prior to ordinary polling day. Quite simply, Special Voting Opportunities in Hay River South were well used, while electors in Tu Nedhé-Willideh preferred to wait until ordinary polling day to cast their ballots.

## SVOS COMPARED TO ORDINARY POLLING DAY BY DISTRICT

Electoral District	Total Ballots Issued	SVO Ballots Issued	% of Votes by SVO	Polling Day Ballots Issued	% of Votes on Polling Day
Deh Cho	471	59	13%	412	87%
Frame Lake	548	127	23%	421	77%
Great Slave	650	145	22%	505	78%
Hay River North	712	302	42%	410	58%
Hay River South	790	424	54%	366	46%
Inuvik Boot Lake	415	75	18%	340	82%
Inuvik Twin Lakes	438	139	32%	299	68%
Kam Lake	486	75	15%	411	85%
Mackenzie Delta	655	208	32%	448	68%
Monfwi	- Acclamation -				
Nahendeh	1,001	392	39%	607	61%
Nunakput	751	138	18%	614	82%
Range Lake	662	116	18%	546	82%
Sahtu	931	153	16%	778	84%
Thebacha	943	329	35%	614	65%
Tu Nedhé-Willideh	587	54	9%	533	91%
Yellowknife Centre	869	263	30%	606	70%
Yellowknife North	1,103	277	25%	826	75%
Yellowknife South	695	133	19%	562	81%
<b>TOTAL</b>	<b>12707</b>	<b>3409</b>	<b>27%</b>	<b>9298</b>	<b>73%</b>



# Results Reporting

## Unofficial Results Reporting

At the close of ordinary polls on November 23, the vote counts were relayed to Returning Officers who entered them into TERN as unofficial results. These results were instantly reported to the public and media through TERN to the Elections NWT website. The results remained unofficial until the Returning Officers completed their official addition exercises.

## Judicial Recounts

The electoral districts of Nunakput, Range Lake and Yellowknife North reported results with a margin of less than 2% of total votes cast between the candidate who got the most votes and the candidate with the second most votes. In accordance with subsection 206(1) of the *Elections and Plebiscites Act*, the Returning Officers for those electoral districts made applications to a judge for a recount of the votes.

Judicial recounts for the districts of Nunakput and Range Lake were conducted and completed by NWT Supreme Court Justice A. M. Mahar on Monday, November 30, 2015. The number of votes for the winning candidate in Nunakput remained unchanged. The results for both candidates in Range Lake were amended, but the winning candidate remained unchanged.

The recount for Yellowknife North was conducted and completed by NWT Supreme Court Justice S.H. Smallwood on Tuesday, December 1, 2015. The results for Yellowknife North remained unchanged.

The screenshot shows the 'Elections NWT' website with a navigation menu including Home, About Us, Voters, Candidates, Electoral Districts, Documents, and Contact Us. The page title is 'electionsnwt / Electoral Districts'. The main content area is titled 'Unofficial Results' and includes a link for mobile-friendly viewing. Two tables are displayed, one for 'DEH CHO' and one for 'FRAME LAKE', showing the number of polls reporting and the vote counts for various candidates.

Polls Reporting	DEH CHO	
15 of 15	Bonnetrouge, Ronald	172
	Fabian, Lyle	40
	Nadli, Michael	190
	Nyuli, Gregory	66

Polls Reporting	FRAME LAKE	
10 of 10	Erasmus, Roy	117
	Fullerton, Jan	141
	O'Reilly, Kevin	156
	Wasyliciw, David	132

A dark grey box at the bottom left of the screenshot contains the text 'UNOFFICIAL RESULTS PAGE'.



BALLOTS DELIVERED TO THE COURT HOUSE



## Official Results Reporting

As per subsection 265(1) of the *Elections and Plebiscites Act*, the Chief Electoral Officer submitted a report to the Speaker of the Legislative Assembly on December 21, 2015 containing the official results of the 2015 Territorial General Election.

### Summary of Results by Electoral District for the 2015 Territorial General Election

Electoral District	Rejected	Declined	Vote Total	Registered	Turnout
Dehcho	3	0	471	776	61%
Frame Lake	2	0	548	1,982	27.65%
Great Slave	4	0	650	2,384	27.27%
Hay River North	1	0	712	1,377	51.71%
Hay River South	2	0	790	1,374	57.50%
Inuvik Boot Lake	2	0	415	971	42.74%
Inuvik Twin Lakes	1	1	438	1,014	43.20%
Kam Lake	4	0	486	1,923	25.27%
Mackenzie Delta	3	0	655	998	65.63%
Monfwi	0	0	0	1,711	0%



# Results Reporting

## Summary of Results by Electoral District for the 2015 Territorial General Election *(continued)*

					Rejected	Declined	Vote Total	Registered	Turnout	
Nahendeh	Arnold Hope 23		Dennis Nelner 11		7	0	1,001	1,661	60.26%	
	Rosemary Gill 200	Kevin Menicache 137	Dánsze Nakehk'ó 129	Randy Sibbeston 199						Shane Thompson 294
Nunakput	Ethel-Jean Gruben 174	Jackie Jacobson 225	Robert Kuptana 35	Herbert Nakimayak 229	John Stuart Jr. 81	8	0	751	991	75.78%
Range Lake	Caroline Cochrane 333		Daryl Dolymny 328		1	0	662	2,092	31.64%	
Sahtu	Paul Andrew 229	Yvonne Doolittle 242	Daniel McNeely 271		Judy Tutcho 175	14	0	931	1,592	58.48%
Thebacha	Don Jaque 173	J. Michael Miltenberger 363		Louis Sebert 401		5	1	943	1,844	51.14%
Tu Nedhé-Wiilideh	Tom Beaulieu 410			Richard Edjericon 177		0	0	587	822	71.41%
Yellowknife Centre	Julie Green 470		Robert Hawkins 389			9	1	869	2,316	37.52%
Yellowknife North	Sean Erasmus 12				4	3	1,103	2,448	45.06%	
	Edwin Castillo 127	Ben Nind 189	Cory Vanthuynne 392							Dan Wong 376
Yellowknife South	Robert R. McLeod 485			Nigit'sil Norbert 170		2	0	695	2,097	33.14%



## Elected Members of the 18th Legislative Assembly



**MICHAEL M. NADLI**  
Deh Cho



**KEVIN O'REILLY**  
Frame Lake



**GLEN ABERNETHY**  
Great Slave



**ROCKY (R.J.) SIMPSON**  
Hay River North



**WALLY SCHUMANN**  
Hay River South



**ALFRED MOSES**  
Inuvik Boot Lake



**ROBERT C. MCLEOD**  
Inuvik Twin Lakes



**KIERON TESTART**  
Kam Lake



**FREDERICK BLAKE JR.**  
Mackenzie Delta



**JACKSON LAFFERTY**  
Monfwi



**SHANE THOMPSON**  
Nahendeh



**HERBERT NAKIMAYAK**  
Nunakput



**CAROLINE COCHRANE**  
Range Lake



**DANIEL M. MCNEELY**  
Sahtu



**LOUIS SEBERT**  
Thebacha



**TOM BEAULIEU**  
Tu Nedhé - Wiilideh



**JULIE GREEN**  
Yellowknife Centre



**CORY VANTHUYNE**  
Yellowknife North



**ROBERT R. MCLEOD**  
Yellowknife South



## Post Event

### Candidates Financial Reports

The Candidates Financial Report (CFR) for the 2015 Territorial General Election was remarkably different from the version provided in 2011. Following the 2011 electoral event, many candidates and official agents provided comments with respect to the complexity of completing the CFR forms. The form and the content requested therein were reviewed between electoral events. The form was simplified, reformatted to a more manageable size, and made available to candidates and official agents in both an electronic format and as a printable hardcopy which could be completed by hand. The electronic version allowed candidates and official agents to type right into the document, alleviating some legibility issues, and provided features such as auto-tabulating expense and contribution fields and population-toggled fields that carried over data totals to other necessary areas in the report.

Feedback from candidates and official agents was overwhelmingly positive. Elections NWT intends to further improve the electronic CFR form by making it an HTML application and removing some of the issues that occurred due to individual computer operating systems and access to software.

### Compliance

In accordance with subsection 256(1) of the *Elections and Plebiscites Act*, a candidate's official agent must submit an accurate and signed Candidates Financial Report within 60 days after polling day. As the end of the 60 day period fell on a Saturday, the deadline was extended to 5:00pm the following Monday, January 25, 2016.

At the passing of the deadline, 31 of 60 reports (52%) had been submitted. Three requests to the Chief Electoral Officer for extensions were granted, while the remaining 26 reports were absent. Of the

reports that were absent, eight belonged to duly elected members and 18 to defeated candidates. A comprehensive list of candidate compliance is included in this report as Appendix F.

Not included in this report are any details on prosecutions that may result from a candidate's non-compliance in filing their CFR. At the time of writing, the Office of the Chief Electoral Officer was still engaged in the process of ensuring CFR submissions and collecting penalties.

Duly elected members are subject to different rules when it came to filing their CFR. Section 257 of the Act prohibits candidates who have been certified by a Returning Officer as duly elected from being granted an extension to submit their reports. Furthermore, upon not meeting the submission deadline, duly elected candidates must, in accordance with section 262 of the Act, make an application to the Supreme Court for an order allowing an authorized excuse for

# 33

candidates received their nomination deposits back

# 27

candidates forfeited their nomination deposits

# 27

candidates will be paying a penalty of \$250 to the Chief Electoral Officer to be deposited in the Consolidated Revenue Fund of the Government of the Northwest Territories





their failure to deliver their report to the Chief Electoral Officer. Recommendations to review and amend sections 257 and 262 are included in this report.

The most prevalent issues with CFR filing stem from an amendment contained in Bill 33, *An Act to Amend the Elections and Plebiscites Act, No.2*; sub-clause 30(1) changed how CFRs could be received by the Office of the Chief Electoral Officer. The change in terminology from ‘transmitted’ to ‘delivered’ presents a substantial barrier for candidates filing outside of Yellowknife. By definition, the term ‘deliver’ means, ‘to bring and hand over to the proper recipient or address’ and is extremely restrictive. In order to deliver their CFRs before the deadline, candidates who must send their reports from a distance face higher costs for the expedience of a courier. They may also realize a reduced period of time to collect necessary documentation, complete the approved form, and post it well in advance of the deadline to ensure delivery if the conventional postal system is their only means of delivery.

The second issue that arose from Bill 33 exists in sub-clause 30(2) with the addition of paragraph 256(1)(a.1) to the Act, which stipulates the provision of statements from a bank or approved institution. Even the official agents who submitted the most complete and accurate CFRs had trouble obtaining documentation from chartered banks. Candidates dealing with approved institutions also experienced extreme difficulties in acquiring hardcopy documentation to ensure compliance with the new paragraph. Quite simply, chartered banks and

approved institutions are not bound by the *Elections and Plebiscites Act*, and often left a candidate’s request for appropriate documentation unaddressed.

A recommendation that would alleviate banking issues is included in this report.

## Return of Nomination Deposits

Elections NWT found this process, which is identical to the remuneration process for elections

personnel (Appendix B), to be another arduous task that required a lengthy bureaucratic process and substantial engagement by a number of GNWT departments and employees to achieve. Elections NWT will undertake a review of the process as it currently exists and propose an alternative course of action that will support efficiency in process and ensure general accounting practices are met. Ideally, a new process should support the distinct operational needs of Elections NWT and be tailored to its status as an independent agency as opposed to applying unsuitable government policies and practices.

**30. (1) That portion of subsection 256(1) preceding paragraph (a) is amended by striking out "transmit" and substituting "deliver".**

**(2) Subsection 256(1) is amended by adding the following after paragraph (a):**

(a.1) statements from a bank or institution approved under section 246 in support of the information included in a report under paragraph (a);

**(3) Subsection 256(2) is amended by striking out "transmitted" and substituting "delivered".**

**(4) Paragraphs 256(3)(a) and (b) are each amended by striking out "transmitted" and substituting "delivered".**

**30. (1) Le passage introductif du paragraphe 256(1) est modifié par suppression de «transmet» et par substitution de «remet».**

**(2) Le paragraphe 256(1) est modifié par insertion, après l’alinéa a), de ce qui suit :**

a.1) des attestations bancaires ou d’institutions approuvées en vertu de l’article 246 à l’appui des renseignements contenus dans un rapport en vertu de l’alinéa a);

**(3) Le paragraphe 256(2) est modifié par suppression de «Avant la transmission» et par substitution de «Avant la remise».**

**(4) Les alinéas 256(3)a) et b) sont modifiés par suppression de «transmis» et par substitution de «remis».**

SECTION FROM BILL 33



# Post Event

## Gathering Post-Election Feedback

Paragraph 266(1)(c) of the Act allows for candidates and official agents to submit a written statement containing a recommendation for a change to the Act. The Office of the Chief Electoral Officer took the position that input from electors should also be welcomed.

An advertisement was placed in a territory-wide publication, posted on the Elections NWT Facebook and Twitter pages, and placed on the website home page. The OCEO received two responses which are included as Appendix G. One anonymous letter that was attached to a candidate's submission was not included in the appendix.

## Internal Review

Following the electoral event, the Office of the Chief Electoral Officer undertook a series of in-depth reviews and internal exercises. The results of these efforts will hopefully lead to legislative amendments while others will inform operational changes. Some of the key reviews are as follows:

**Issues and Resolutions document:** This is a living document, primarily compiled throughout the pre-election, Writ, and post-election periods. As the title suggests, it is a document that contains many issues that need to be addressed as they relate to legislation, operations, personnel, processes and procedures, finance etc.

**Communications Report:** An assessment of all communication efforts for the 2015 Territorial General Election on all fronts; what worked, what did not work, and areas identified for improvement. This report will serve as a reference document to provide guidance when planning for the 2019 electoral event.

**TERN Review:** An assessment of the election management system in its entirety. It reviews the current functionality, and identifies what could be re-worked or added to better meet the unique needs of Elections NWT events. This document will be shared with the current service providers.

**Returning Officer Workshop Summary:** A document that captures the post-election debrief held with a cross section of Returning Officers. It summarizes feedback and discussion, as well as potential solutions for issues that arose during the administration of the 2015 electoral event. It also presents some of the key recommendations being put forth in this report along with input from Returning Officers on these potential changes. This document is included in this report as Appendix C.





### How Can We Improve?

**To all candidates, official agents and electors who participated in the 2015 Territorial General Election:**

You are invited to submit a written statement containing recommendations for amending the territorial *Elections and Plebiscites Act* and how it is administered.

Statements may be submitted by mail, email or fax to:

**Nicole Latour, Chief Electoral Officer**

 Elections NWT  
#7, 4915 - 48 Street  
Yellowknife, NT  
X1A 3S4

 nicole\_latour@gov.nt.ca

 Fax: 867-920-9100  
(toll free) 1-844-873-9100

### Faites connaître votre opinion

**Message à l'intention de tous les candidats, agents officiels et électeurs qui ont pris part à l'élection générale territoriale de 2015**

Nous vous invitons à soumettre par écrit vos recommandations de modifications à apporter à la *Loi sur les élections et les référendums des TNO* et à son administration.

Veuillez faire parvenir vos recommandations par la poste, par courriel ou par télécopieur aux coordonnées suivantes :

**Nicole Latour, directrice générale des élections**

 Élections TNO  
4915, 48<sup>e</sup> Rue, bureau 7  
Yellowknife NT X1A 3S4

 nicole\_latour@gov.nt.ca

 Télécopieur : 867-920-9100  
Sans frais : 1-844-873-9100

 1-844-767-9100

 electionsnwt.ca | electionsnwt.ca/fr

PUBLIC CALL FOR INPUT



# RECOMMENDATIONS



# Recommendations

## 1 | CEO Term of Office

Subsection 5(2)

### Recommendation

*Amend subsection to lengthen term of office for the CEO.*

### Associated Issue

*Change timing of CEO appointment.*

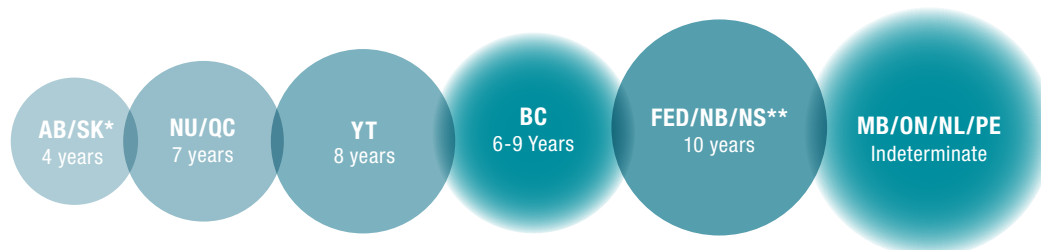
The term of office for the Chief Electoral Officer (CEO) is set at a term of four years. Currently, the term expires less than one year prior to a general election.

Amending the Act to allow a longer term for the CEO would ensure continuity needed to maintain a vision and support continued growth of the Office of the Chief Electoral Officer.

Allowing the CEO to serve at two consecutive electoral events would ensure that recommendations pursued following one electoral event are effectively implemented and measured in the following event.

Changing when the CEO term is set to expire to be one year after polling day would allow the CEO to report on the event and address any lawful complaints, in accordance with the Act. In the event of a change in leadership, it would allow enough time to become familiar with the role and undertake preparations for the next general election.

## CEO TERMS OF OFFICE ACROSS CANADA



\* Both expire 12 months after polling day

\*\* FED: No re-appointment, NB: May extend, but no re-appointment

## 2 | Oaths or Affirmation Transmittal

Subsection 17(2)

### Recommendation

*Amend subsection to change when copies of oaths or affirmations are to be provided to OCEO.*

There is no logical reason for oaths or affirmations to be transmitted to the Chief Electoral Officer "without delay" as the Act requires. Preferred practice is for the Returning Officer to collect them, maintain them as a record and personnel management tool, and return them as part of their Report of Proceedings.



### 3 | Elector Eligibility

Paragraphs 37(1)(a), 37(1)(b), and 37(1)(c)

#### Recommendation

*Amend paragraphs to maintain consistent language in the Act.*

For consistency paragraphs 37(1)(a), (b) and (c) should mirror the language used for candidate eligibility in paragraphs 79(1)(a), (b) and (c) by adding 'on or before polling day' considerations.

### 4 | Consecutive Residency

Paragraphs 37(1)(c), 37(2)(c), and 79(1)(c)

#### Recommendation

*Amend paragraphs to include the word 'consecutive'.*

As written, it does not clearly convey the intended requirement of 12 consecutive months of residency prior to an electoral event. Interpretation is open to allow 12 cumulative months.

### 5 | Residency Requirement

Paragraphs 37(1)(c) and 37(2)(c)

#### Recommendation

*Amend paragraph to reduce residency requirement for electors from 12 months to 6 months.*

Reduce the length of the residency requirement to qualify more electors and bring the residency requirement into alignment with other Canadian jurisdictions.

Only the three territories have such lengthy residency requirements. Most provinces are 6 months or less.



**FED**  
Citizen

**ON/NL**  
Reside

**NB**  
40 Days

**AB/BC/SK/MB/NS/PE/QC**  
6 Months

**NT/NU/YT**  
12 Months

### 6 | Obsolete Paragraph

Paragraph 37(1)(d)

#### Recommendation

*Repeal paragraph.*

Paragraph 37(1)(d) refers to subsection 37(3) which has been repealed.

## 7 | Polling Day

Subsections 39(5), 39(5.1), and 39(6)

### Recommendation

*Change ordinary polling day.*

Amend the Act to change ordinary polling day from a Monday to a Saturday. Benefits would be realized in the following ways:

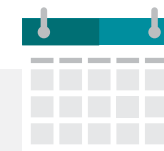
- removes barriers by providing more convenience to electors to attend polls without having to schedule it into a business day;
- addresses security issues in schools that are primary poll locations as there is an absence of students; and
- expands the human resource base for Returning Officers as they seek poll workers with appropriate literacy, numeracy and computer skills. These potential workers are not accessible during the business week.

### POLLING DAYS AROUND THE WORLD

DAY	COUNTRY
Monday	Canada, Norway, Philippines and Trinidad
Tuesday	Denmark, Israel and USA
Wednesday	India*, Netherlands, South Africa and South Korea
Thursday	India and UK
Friday	Czech Republic and Ireland
Saturday	Australia, Latvia, Maldives, Malta, N. Zealand, Singapore, Slovakia and Taiwan
Sunday	Albania, Argentina, Austria, Belgium, Bolivia, Bosnia H., Brazil, Bulgaria, Chile, Colombia, Costa Rica, Croatia, Cyprus, Ecuador, El Salvador, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Japan, Lithuania, Luxembourg, Macedonia, Malaysia, Mexico, Montenegro, Nicaragua, Paraguay, Peru, Poland, Portugal, Romania, Russia, Serbia, Slovenia, Spain, Sweden, Switzerland, Thailand, Turkey, Ukraine, Uruguay, Venezuela

Source: Election Day, Wikipedia, [https://en.wikipedia.org/wiki/Election\\_day](https://en.wikipedia.org/wiki/Election_day)

\* Indian Elections take place over four weeks with polling days on Wednesdays and Thursdays.



	FIXED DATE		WEEKDAY		
	YES	NO	MON	TUES	OTHER
<b>FED</b>	●		●		
<b>AB</b>		●			●
<b>BC</b>	●			●	
<b>MB</b>	●		●	●	
<b>NB</b>	●		●		
<b>NL</b>	●			●	
<b>NT</b>	●		●		
<b>NS</b>		●			●
<b>NU</b>		●			●
<b>ON</b>	●				●
<b>PE</b>	●		●		
<b>QC</b>	●		●		
<b>SK</b>	●		●		
<b>YT</b>		●			●



## 8 | Alternate Polling Day

Subsection 39(5.1)

### Recommendation

*Amend subsection to require a late spring or early summer date.*

This subsection was introduced to the *Elections and Plebiscites Act* as a related amendment to *Bill 69, An Act to Amend the Legislative Assembly and Executive Council Act, No.2*. This subsection, as currently written, presents a number of challenges.

A number of issues, viewed as barriers, became apparent during the 2015 electoral event. The more substantial considerations include:

- candidates in electoral districts with multiple communities only accessible by air becoming stranded due to weather and losing valuable campaign time;
- issues with electors receiving campaigners at their door during the cold period feeling compelled to either dismiss them or have to extend an invitation to allow them in their homes;
- issues for campaign workers to effectively move the vote in cold weather door to door campaign efforts;
- logistical weather-related shipping complications for Elections NWT; and
- potential to affect voter turnout as voters may turn for home instead of attending a polling station in the cold and dark.

## 9 | Register of Electors

Subsection 54(2)

### Recommendation

*Add paragraph to subsection to allow the collection of email addresses.*

With the advancement of technology it is more efficient to engage with electors through email to manage issues or ensure the correctness of their information as it presents in the Register.

Email addresses are also an excellent option for distributing Voter Information Cards, from both an economical and environmental perspective.



# Recommendations

## 10 | List of Electors

SectionS 63 through 76

### Recommendation

*Amend sections as required to reflect the current practices of maintaining and using a permanent list.*

The following sections in Part 6 of the *Elections and Plebiscites Act* need to be reviewed and revised to match the current practices of creating, revising and finalizing the Register of Electors as a permanent or real-time list:

- Preliminary List of Electors (sections 63-65)
- Revision of Preliminary List of Electors (sections 66-72)
- Official List of Electors (sections 73-76)

Instead of conducting an enumeration each event, the Register of Electors is now maintained as a permanent list. With the use of electronic databases, the ability to create and maintain the Register, provide real-time striking as electors cast ballots in Special Voting Opportunities, and be current upon demand for candidate campaign use is the practice of the day. Many of the processes outlined in sections 63 through 67 are out of date.

The time set for revisions needs to be evaluated and would benefit from being extended or remaining open the entire Writ period. There is no need to have lists solidified weeks in advance of ordinary polling day as poll lists may now be forwarded to election workers in the days/hours prior to polls opening.

The accuracy of the list and voter turnout numbers would benefit from allowing continual refinement of the list.

## 11 | Inspection of the List of Electors

Section 65

### Recommendation

*Amend section to maintain consistent language in the Act.*

The language in the section 65 regarding inspection of the Primary List of Electors is not consistent with the language speaking to the examination of information provided for in subsection 54.1(1).

Subsection 54.1(1) makes it clear that an elector is only allowed to examine his or her own record in the Register of Electors and not every record present on the list. Considering privacy laws, section 65 should mirror subsection 54.1(1).

---

## 12 | Campaigning and 3<sup>rd</sup> Party Advertising

Sections 99 through 105

### Recommendation

*Amend sections to provide limitations on third party advertising.*

Most jurisdictions have some restrictions and limits on spending for third party advertising. The current legislation does not provide any limitations.





## 13 | Polling Divisions

Sections 106 and 107

### Recommendation

*Amend sections to allow for more flexibility or a new approach in managing central polling stations.*

These sections could benefit from incorporating an innovative approach to managing electoral districts with central polls. The development of regulations as opposed to amending these sections maybe the best solution overall.

Through leveraging the technology currently in place Returning Officers, in conjunction with the Chief Electoral Officer, should have more flexibility to review voter turnout numbers and assign poll workers on based on the remaining number of electors on the Register just prior to polling day who have not yet cast a ballot.

Currently, the Returning Officers have to develop polling divisions and subsequent lists based on a geographic area with set numeric parameters using the total number of electors on the Register for the Electoral District. There is no consideration for early voter turnout in staffing central polls for ordinary polling day.

Allowing this type of flexibility supports fiscal responsibility and allows Returning Officers to engage their most competent poll workers first.

Current issues and potential solutions for consideration are attached as Appendix E – Modernizing Central Polling Stations.

## 14 | Counterfoils

Subsection 110(4)

### Recommendation

*Repeal subsection as it is unnecessary.*

There is little practical purpose to the continued use of a counterfoil on a ballot and consideration should be given to eliminating this requirement. Currently this subsection is not reflected on Form 3 in the *Elections Forms Regulations*.

The authenticity of issued and counted ballots is determined by the presence of the Deputy Returning Officer's initials.

---

## 15 | Absentee Ballots

Sections 111 through 113

### Recommendation

*Amend sections to incorporate e-balloting.*

Amend sections to leverage technology to administer this poll. Introduce either a 'ballot on demand' using a shared secret or a 'vote anywhere' internet-based voting system.

Current legislation and available logistical distribution systems are not adequate to administer and receive this ballot in time to be counted. The current process and reported results also cause electors and candidates a substantial amount of concern.



# Recommendations

## 16 | Voting Compartments

Subsection 116(1)

### Recommendation

*Amend subsection to include voting compartment.*

The list of materials and supplies does not include a voting compartment or screen. However, paragraph 115(a) suggests screens for privacy. Screens are predominately present in polling stations.

---

## 17 | Material Supply

Subsection 116(2)

### Recommendation

*Amend subsection to reflect current supply practices.*

This subsection is unnecessarily prescriptive and does not reflect current practice or material supply with the evolving use of technology.

## 18 | Counterfoils - Secrecy of the Ballot

Paragraph 117(2)(b)

### Recommendation

*Repeal paragraph as it is not technically possible.*

This paragraph is unnecessary as counterfoils are removed prior to ballots being deposited in a ballot box. Most counterfoils are destroyed by the Deputy Returning Officer upon being detached from the ballot.

---

## 19 | Liquor Prohibition

Section 116(2)

### Recommendation

*Repeal section to align NWT with other Canadian jurisdictions.*

There is no data available to support a view that the sale of liquor, wholesale or in establishments, has any bearing on polling day turnout.

Most Canadian electoral jurisdictions have eliminated this requirement.



## 20 | Special Voting Opportunities

Sections 129 through 151.10

### Recommendation

*Amend sections to reflect current practices and enable the introduction of e-voting technology.*

In Part 7, Division B requires Special Voting Opportunities requires a thorough review that considers current technology and the societal expectations for electronic options as they relate to casting a ballot.

If the legislation and opportunity to incorporate technology is not planned now for implementation in the 2019 event, electors will not be afforded an option until 2023; eight years away in the fixed election system.

The effects of leveraging technology through introducing either an 'on demand' ballot with a shared secret or an internet vote anywhere platform are thought to be as follows:

Special Voting Opportunities that would be replaced

- Multi-District Poll (Public)
- Absentee Ballot
- Advance Poll

Special Voting Opportunities that would continue with adaptations

- Mobile Poll
- Voting in the Office of the Returning Officer
- Multi-District Poll (Remand)

## 21 | Absentee Ballot

Sections 132 through 136

### Recommendation

*Amend sections to improve the administration of Absentee Ballots.*

Should technological innovation *not* be introduced, a review of sections 132 through 136 is necessary to ensure that:

- electors receive their ballots in a timely manner and have a reasonable expectation that their ballot will be counted; and
- there is a provision for an applicant to cancel their Absentee Ballot application and receive a ballot on ordinary polling day

---

## 22 | Multi-District Polling Officers

Paragraph 136.1(2)(a)

### Recommendation

*Amend paragraph to reflect current practices for Multi-District polls.*

The titles of Multi-District Poll Officer and Assistant Multi-District Poll Officer are unnecessary and should be amended by replacing 'multi-district polling officer' and 'assistant multi-district polling officer' with 'election officers'.

The majority of Multi-District polls are delivered by Returning Officers and a Poll Clerk.



# Recommendations

## 23 | Multi-District Notice

Paragraph 136.1(2)(c)

### Recommendation

*Amend paragraph to reflect current practices for posting Multi-District notices.*

Amend the paragraph to replace the words 'arrange for the posting of' with 'ensure the election officer posts a' in order to reflect the current practice which sees the election officer who delivers the poll post the notice of the pending Multi-District Poll.

The Chief Electoral Officer should not be directly engaged in activities associated with administering a poll.

---

## 24 | Multi-District Ballots

Subsection 136.2(1)

### Recommendation

*Amend subsection to reflect current practices for issuing ballots at Multi-District polls.*

The language should be amended to support the current practice which sees the election officer who delivers the poll use write-in ballots and a singular ballot box.

It is problematic for election officers delivering the Multi-District poll to determine adequate quantities of official ballots that may be required at a Multi-District Poll. In addition; managing, transporting, and securing a single ballot box for each of the 19 districts is not a realistic expectation of the election officer.

## 25 | Expand Voting in the Office of the Returning Officer

Subsection 144(1)

### Recommendation

*Amend subsection to expand opportunities for increased voter turnout.*

Amend the subsection to allow Voting in the Office of the Returning Officer to occur during office hours, commencing at the close of the Nomination and Withdrawal Period and continuing until 2 p.m. on the second day before polling day.

This recommendation can be achieved through the use of write in ballots or a technological platform.

This also prevents electors who may be away on ordinary polling or during other Special Voting Opportunities from having to apply for an absentee ballot while they are still present in their electoral district.

---



## 26 | Counting the Voting in the Office of the Returning Officer Poll

Subsection 151(1)

### Recommendation

*Amend subsection to assist the Returning Officer in their duties with regard to the timing of the count for the VORO poll.*

Amend the subsection to allow Returning Officers to count the Voting in the Office of the Returning Officer poll upon its close, but restrict its reporting until the close of ordinary polls.

Returning Officers are often over-burdened by trying to count polls in front of witnesses while managing any issues arising from counts or problems in outlying communities or central polls.

---

## 27 | Voting in the Office of the Returning Officer Poll Count Observation

Subsection 151(2.1)

### Recommendation

*Amend subsection to assist the Returning Officer in their duties with regard to counting VORO poll.*

Should Recommendation 26 be adopted, amend the subsection to allow Returning Officers to count the Voting in the Office of the Returning Officer poll with a Poll Clerk as a witness. Other jurisdictions do not require outside witnesses for poll counts, and rely solely on appointed officers.

## 28 | Advance Polls

Section 151.1 through 151.10

### Recommendation

*Amend sections to enable the establishment of Advance polls based on communities rather than polling divisions.*

Amending sections to replace the references to 'polling division' with 'community' would simplify the process for establishing Advance polls in communities without a resident Returning Officer.

Some communities without resident Returning Officers have more than one polling division and the legislation suggests an Advance poll needs to be delivered in each polling division. However, as historical attendance at an Advance poll has always been light, there is little justification to administer more than one poll per community.

Present legislation requires an instruction to be written to amalgamate polling divisions in order to deliver a single Advance poll opportunity in the outlying communities. Amending the Act would simplify this process.



# Recommendations

## 29 | Polling Station Account

Subsection 195(3)

### Recommendation

*Repeal subsection to align with current elections management system practices.*

Repeal subsection as the use of an elections management system that captures polling station account information makes this an unnecessary practice.

---

## 30 | Polling Station Materials

Paragraph 195(4)(b)

### Recommendation

*Amend paragraph to align with current elections management system practices.*

Amend paragraph to remove 'and (3)' as the use of an elections management system that captures polling station account information makes this an unnecessary practice.

## 31 | Polling Station Envelope

Section 195(4)(d)

### Recommendation

*Amend paragraph to align with current election management system practices.*

Amend paragraph to remove 'or the envelope containing the polling station account' as the use of an elections management system that captures polling station account information makes this an unnecessary practice.

---

## 32 | Campaign Expenses

Subsection 238(1)

### Recommendation

*Amend subsection to clarify limits on election spending.*

Subsection 238(1) requires language to clarify that \$30,000 is a cumulative limit for the pre-election and campaign periods. As the section currently reads, a challenge could be made that interprets a \$30,000 limit for each period.



## 33 | Candidate Banking

Section 246

### Recommendation

*Amend section to remove barriers for candidates and provide clarity with regards to banking.*

Section 246 should be amended to include ‘or prescribed form’ between the words ‘institution’ and ‘approved by the Chief Electoral Officer’. Further to this, the section should be reviewed for practicality. There is also a need to better define the type of bank account and whether a new account is required to be set up.

Banks may present barriers by demanding documentation beyond the portion of the nomination papers that substantiates candidacy, despite it bearing the signature of the Returning Officer.

Banking from a distance is an additional barrier for candidates from small communities. Having to set up an account for such a short period of time and provide institutions with proof of candidacy from afar is near impossible.

Banks could not generate documents in a timely manner for Official Agents to complete their Candidates Financial Reports.

The absence of bank statements or difficulties with financial institutions – or institutions approved by the Chief Electoral Officer – was the prevailing issue with filing or not filing Candidates Financial Reports on time.

## 34 | Tax Receipts

Subsection 256(1)

### Recommendation

*Amend subsection to provide a consolidated list of items to be submitted with a Candidates Financial Report.*

The requirement of subsection 259(2), return of tax receipt books should be included or referenced as a subparagraph under 256(1)(a), as it is necessary documentation to complete the review of a Candidates Financial Report.

---

## 35 | Discretionary Period

Section 257

### Recommendation

*Amend section to allow discretionary period for CEO before enacting section 262.*

Amend section to include a subsection that allows a period of time beyond the time set for delivering a Candidates Financial Report to the Chief Electoral Officer as a discretionary period for the Chief Electoral Officer to accept reasonable justification for not being in compliance before enacting section 262 for duly elected members.



# Recommendations

## 36 | Publication

Section 260

### Recommendation

*Amend section to utilize additional or alternative means to make Candidates Financial Reports public.*

This section is very prescriptive and would benefit from an amendment to include other means of making Candidates Financial Report summaries available to the public. This is the only instance in the Act where publishing in a newspaper is specifically directed, and appears to be legacy legislation developed and enacted before technology was an option. The section appears arbitrary as there is, for example, no requirement to publish polling station locations or voting results in a newspaper.

This specific direction to publish in a newspaper comes with a significant cost burden and may no longer be the primary source for people seeking this type of information.

---

## 37 | Notifications

Subsection 261(1)

### Recommendation

*Amend subsection to accommodate discretionary period for CEO before enacting section 262.*

Amend subsection to incorporate recommended discretionary period for Chief Electoral Officer before enacting section 262.

## 38 | Definition Consolidation

Section - Multiple

### Recommendation

*Amend to ensure all definitions are collectively found in the appropriate area of the Act.*

Amend the Act for the following subsections to be removed and included in section 1, as they apply generally or to specific sections of the Act.

- Sec. 24(1) – ‘Designated Area’
- Sec. 82 – ‘Other Authorized Person’
- Sec. 190(1) – ‘Special Facility’
- Sec. 237(1) – ‘Authorized Person’
- Sec. 237(1) – ‘Campaign Period’
- Sec. 237(1) – ‘Charitable organization’
- Sec. 237(1) – ‘Contribution’
- Sec. 237(1) – ‘Election Expense’
- Sec. 237(1) – ‘Pre-election Period’

All definitions relevant to the interpretation of the Act should be collectively represented as a comprehensive listing of meanings required to effectively interpret the Act. Readers should have an awareness of a term’s existence and its specific relevance or applicability.





## 39 | Candidate Registration

Section n/a

### Recommendation

*Enact legislation for pre-election period requiring potential candidates to identify themselves.*

Enact a section in the *Elections and Plebiscites Act* that requires potential candidates to register with the Office of the Chief Electoral Officer before they publically self-identify as a potential candidate in any electoral event.

Pre-election complaints and concerns cannot be addressed in the absence of information. This is particularly true with respect to individuals campaigning to citizens well in advance of the Writ period.

## 40 | Electronic Voting

Section n/a

### Recommendation

*Enact legislation that supports technological systems.*

Elections NWT needs to move in unison with other Canadian electoral jurisdictions and societal expectations. If the Act is not amended to allow for online options for the fixed election in 2019, the opportunity will not be available to electors until 2023, which is eight years away.

As noted in Recommendation 20, leveraging technology solves a number of known and outstanding issues in delivering Special Voting Opportunities and, additionally, addresses voter demand.

Enact legislation that allows for the use of technology to administer, manage, and report the vote.

## 41 | Elections NWT Mandate

Section N/A

### Recommendation

*Expand the mandate of Elections NWT.*

Expand the mandate of Elections NWT to administer the *Elections and Plebiscites Act* and the *Local Authorities Elections Act*.

Many other Canadian election management bodies that administer provincial or territorial electoral events are also responsible for administering municipal, school board or other special voting events.

Key rationalizations for this recommendation include:

- **Fiscally Prudent** – savings are realized through streamlining resources, space, inventory, and personnel;
- **Builds Capacity** – establishes a well-practiced agency and election officers become more proficient and confident in their administration due to the increased frequency of delivering events; and
- **Register Accuracy** – Register of Electors will realize increased accuracy as the list will benefit from being refined in isolation by community.

## RESPONSIBILITIES OF CANADIAN ELECTORAL MANAGEMENT BODIES

Type of Event	Electoral Jurisdiction													
	FED	AB	BC	MB	NB	NL	NT	NS	NU	ON	PEI	QC	SK	YK
Territorial/Provincial	█													
Municipal			*		█							*		
School Board					█							*		█
Other		1	2		3				4					
Event delivery	*Finance only	1 Senate Nominees		2 Petitions		3 Health Authorities			4 Plebiscites					

## 42 | Review Elections NWT Operational Model

Section N/A

### Recommendation

*Review operational model and implement changes that support operational need.*

A thorough review of Elections NWT's current operational model is required. There is a need to develop solutions that ensure efficiency, demonstrate independence from government, and support the uniqueness of the agency's services, human resources, processes, and tools.

Key areas for review would be:

- administrative structure and inter-departmental relations;
- finance processes, tracking and reporting;
- human resource recruitment and management; and
- information Technology Services



## **43 | Repeal and Replace the *Elections and Plebiscites Act***

Sections 1 through 360

### **Recommendation**

*Repeal and replace the Elections and Plebiscites Act in its entirety.*

At the very least, the *Elections and Plebiscites Act* is in need of a thorough review in its entirety to address a number of issues:

- there are a range of areas in the Act that reflect legacy legislation for activities no longer in practice, for example enumeration;
- it is very prescriptive and some areas would benefit from being converted to regulations in order to allow some flexibility in how an electoral event is administered;
- the numbering of the Act has become confusing with duplicate section numbers being differentiated by a decimal place and subparagraphs reflecting a letter and a decimal place;
- the Act is over-populated with repealed sections;
- references to sections within the Act that have been repealed;
- definitions have been introduced in areas throughout the document instead of appearing in the designated section at the beginning of the document; and
- if technology is leveraged in the next general election there will be a need for the development of supporting legislation. This could require the repeal or amendment of numerous sections that currently support paper based procedures or practices.





# MOVING FORWARD

If the efficacy of Elections NWT continues to be measured solely by voter turnout, there is a need to engineer significant improvements within the existing electoral modality, or embrace radical innovation that will accommodate the incremental societal expectation of election technology.

Election practices inevitably need to adapt over time in order to effectively ensure that minimal or no barriers exist for stakeholders, that the utmost integrity of the vote remains unquestioned, and that economic prudence rules the day.

Working within the confines of the law to administer voter-centric events is important work. Elections NWT needs to be supported as a true election management body. As an independent agency of the Government of the Northwest Territories, it is essential for legislators to understand its unique operational needs, provide adequate financing, and allow latitude to manage beyond government policy.

Accepting the recommendations put forth in this report will ensure the best interests of the electorate of the Northwest Territories are met, and put Elections NWT in better position for election administration readiness for the coming years.



# Appendix A | Budget for 2015 Territorial General Election

	PERSONNEL		Travel	Materials	Service	Office and Poll Rental	<b>Total</b>
	Returning Officers	Other Personnel					
<b>Deh Cho</b>	8,300	14,242	4,819	344	278	2,850	<b>30,833</b>
<b>Fram Lake</b>	7,845	11,371	0	358	154	355	<b>20,083</b>
<b>Great Slave</b>	9,197	4,775	0	181	154	1,370	<b>15,677</b>
<b>Hay River North</b>	8,889	14,046	1,868	30	32	1,625	<b>26,490</b>
<b>Hay River South</b>	8,889	9,318	726	0	21	1,625	<b>20,579</b>
<b>Inuvik Boot Lake</b>	8,370	8,568	3,368	292	690	4,463	<b>25,751</b>
<b>Inuvik Twin Lakes</b>	8,500	9,368	2,827	374	611	5,117	<b>26,797</b>
<b>Kam Lake</b>	8,500	10,393	0	375	134	355	<b>19,758</b>
<b>Mackenzie Delta</b>	8,009	13,081	6,462	124	518	6,462	<b>34,656</b>
<b>Monfwi</b>	6,230	10,142	3,580	44	0	1,500	<b>21,495</b>
<b>Nahendeh</b>	8,009	18,428	11,707	280	161	4,530	<b>43,116</b>
<b>Nunakput</b>	8,685	14,429	15,353	164	1,221	3,101	<b>42,954</b>
<b>Range Lake</b>	8,679	12,251	0	278	654	355	<b>22,216</b>
<b>Sahtu</b>	9,204	17,331	6,080	0	547	4,300	<b>37,462</b>
<b>Thebacha</b>	7,850	12,068	1,978	0	270	4,251	<b>26,416</b>
<b>Tu Nedhé-Wiilideh</b>	8,685	13,164	2,109	721	270	3,175	<b>28,124</b>
<b>Yellowknife Center</b>	8,370	11,156	0	587	1,004	1,160	<b>22,277</b>
<b>Yellowknife North</b>	8,889	11,493	0	91	154	1,436	<b>22,063</b>
<b>Yellowknife South</b>	8,889	9,300	0	587	154	355	<b>19,285</b>
<b>Sub Total</b>	159,989	224,924	60,875	4,830	7,029	48,385	<b>506,032</b>
<b>Office of the CEO</b>	0	464,503	0	261,517	304,554	0	<b>1,030,574</b>
<b>Total</b>	<b>159,989</b>	<b>689,427</b>	<b>60,875</b>	<b>266,347</b>	<b>311,582</b>	<b>48,385</b>	<b>1,536,606</b>





# Appendix C | Workshop Summary

## 2015 Territorial General Election Post-Election Returning Officer Workshop Summary

February 6, 2015 at the Office of the Chief Electoral Officer, Yellowknife NT

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Conclusion .....	11

The 2015 Territorial General Election for the Legislative Assembly of the NWT went well. There were no formal complaints or appeals of the results. The *Elections and Plebiscites Act* requires an automatic judicial recount in any electoral district where the margin of victory is less than 2% of the votes cast. Three electoral districts met this criterion. All three recounts upheld the results from election night with a slight adjustment to the numbers of ballots in one district. No other issues arose as a result of the recounts.

On February 6, 2015, Elections NWT assembled a group of Returning Officers (ROs) to review the administration of the 2015 Territorial General Election, develop recommendations for changes and improvements to the management and delivery of elections, and engage in two-way information sharing.

### Participants

1. Juanita Bourque – Inuvik Twin Lakes
2. Heather Coakwell – Hay River South
3. Lorraine Villeneuve – Tu Nedhé-Willideh
4. Harriet Koyina – Monfwi
5. Mona Durkee – Frame Lake
6. Pat Thagard – Yellowknife South
7. Yvette Schreder – Kam Lake
8. Kit Spence – Deputy CEO
9. Nicole Latour – CEO

### Returning Officers Feedback

Participants were asked to speak to their experience in delivering the election in November and to highlight what that they thought went well and where they experienced issues.

## 1. Summary of What Went Well

### Territorial Elections Resource Network (TERN)

Participants were universally happy with the 2015 version of TERN – the election management system. In particular, those workers who had used the previous version found the new version much more comprehensive and user-friendly.

### Closing an Ordinary Poll Flow Chart and Checklist

A newly introduced information item for poll workers - 'Closing A Poll' in two formats: flowchart and checklist – was well received and said to be very useful. Older staff tended to use the checklist, while it was observed that younger staff were typically seen using the flowchart. It was suggested that a smaller version be produced for future use because the current format is a bit large and unwieldy.

### Report of Proceedings

The new format for the Report of Proceedings (Form 1120) was seen by all as a significant improvement over the previous practice. Previously the Report of Proceedings was a single form. The new version comprises a folder with marked areas for including all forms used to administer an electoral event and is required to be returned to the OCEO.

### Assistant Returning Officer (ARO) at Polling Station

The newly introduced practice of assigning the ARO to a central polling station on ordinary polling day was seen as a positive move that reduced problems, helped to ensure expeditious movement of voters through the polling station, and vastly improved communications. The attendance of the ARO at central polls should remain a continued practice.

### Voting in the Office of the Returning Officer

This was generally agreed to be a good thing that many voters took advantage of. Extending the voting period beyond the current 10 days, and extending voting hours into the evening were also generally agreed to be good ideas for this special voting opportunity. The recommendation was to extend the evening hours until 7:00 p.m.

## 2. Issues and Suggestions

### Glossary of Term and Acronyms

A glossary of terms and acronyms would be a useful addition to the Election Officer's Manual. Many election officers and personnel work on other non-territorial electoral events and terminology from the events were interchanged and caused confusion. A glossary would ensure a shared understanding in the terms, officer titles and any associated acronyms.

### Training

Election officers in the communities without a Returning Officer, as election officers at large, need better training about what their responsibilities are and what is expected of them in their roles.

Returning Officers in the seven multi-community districts will be involved in determining the best training approach for the 24 election officers in those communities.





A general recommendation was that Poll Clerks receive the same training as Deputy Returning Officers (DROs) in case they need to assume the role of DRO. A further suggestion was that Poll Clerks be remunerated at the same rate as DROs.

The large DRO training session is useful to ensure that consistent messages and content are provided to workers, but there are also benefits to having smaller sessions with personnel who are associated with a single electoral district. Returning Officers should come together much sooner to plan the large event and determine if smaller sessions are required.

#### **Counting in the Office of the Returning Officer (ORO) on Election Day**

All participants spoke about the challenges of having to count special voting opportunity polls at the close of poll while having to contend with phone calls from other officials asking questions or reporting results. Suggestions included being able to count the special voting opportunity polls prior to the close of the ordinary polls with an embargo on the results until the close of the ordinary poll at 8:00 p.m. Another suggestion was to hire additional personnel to complete the special voting opportunity counts; however, verification of the administering officer's initials at the time of the count could be an issue.

#### **Polling Agents at the Office of the Returning Officer**

Concerns about having candidate's polling agents present during the voting in the ORO opportunity were voiced by the ROs who shared a central office space for all seven Yellowknife electoral districts. Many had no power to manage and felt scrutinized by the polling agents who were there to observe a different electoral district. The small space made it difficult for polling agents to find a spot where they could observe activities while not impeding the polling and general activities in the office. Consideration needs to be given to ensuring that office space for ROs is sufficient to accommodate a designated area for candidates' polling agents should this practice continue.

#### **Flow of Voting in the Office of the Returning Officer**

Electors voting in the ORO in Yellowknife experienced some bottlenecks when casting a ballot. Electors need to be reminded not to linger in the office once their vote has been cast. Signage to ensure electors know they must complete their business and depart immediately after is needed for shared ORO spaces.

#### **Separate Teams for Voting and Counting**

It was suggested that consideration be given to having a separate team that would come in just before the close of the poll and be responsible for conducting the count. Some of the staff managing the individual polls on election day were very tired at the end of the day. Having a new team come in to conduct the count might avoid issues that occur because the election officials who have been in the poll all day are weary.

#### **Community Election Officers and Government Service Officers**

In general the pre-negotiated relationship for community election officers who served at large to be able to access the office and the public computer hardware in the government service offices worked well. However, in certain instances some confusion existed between the elections personnel and GNWT Government Service Officers with respect to the nature of the relationship. Further confusion can be mitigated ensuring the relationship is clearly spelled out for both parties. A singular written directive

addressed to both parties that clearly explains the nature of the relationship and establishes the obligations and considerations of both parties would serve as a solid and continued reference during the event.

#### **Worker Evaluation Form**

It was suggested that a worker evaluation form be created and implemented so that ROs could refer to these reviews when hiring staff for future events. This requires further investigation from a legal perspective.

#### **Event Evaluation Form**

All participants felt election workers should complete an event evaluation form to provide suggestions and feedback for improvements. This can be developed and implemented in the next event.

#### **Have a Post-Election Thank You Event**

Participants unanimously suggested that each electoral district, where feasible, arrange a thank-you event for their staff in the week after the election. This might be the opportunity to get them to complete an evaluation form.

#### **Training Videos**

Many election workers had problems viewing the training videos due to lagging internet feed. Although the quality of internet service in the North may improve in the coming years, it was suggested that training videos be distributed on flash drives.

#### **Offices**

While the supportive environment of combined OROs is appreciated, in some instances there were challenges in meeting the need to ensure confidentiality. Larger space allowing for more privacy or a shared designated private space would be welcomed.

#### **Voters Lists**

It was suggested that the phone number and email address fields be made mandatory on the online voter registration forms. Often the data entered on the forms was incorrect and having valid contact information would ensure electors can be contacted for elector information to be corrected or confirmed.

#### **Voter Information Card**

It was suggested that this be made a valid piece of identification for proving residency.

#### **Discussion Topics**

Discussions moved on to the topics that were suggested in the materials distributed to participants prior to the workshop. Some of the discussions repeated issues raised by the participants and these may be reflected in the notes below.

##### **1. Election Officer and Officials Training**

It was generally agreed that the delivery of training needs improvements. The following suggestions were discussed:



# Appendix C | Workshop Summary

- Break up training into more discrete modules and establish a calendar with deadlines for completing the modules and training plan as a whole
- Review the merits of training in large groups
- Tie remuneration to the completion of training the modules above
- Improve the way tests, answers, and explanations are available on TERN
- Ensure that all staff have basic IT and computer literacy and competency
- Provide more training to election officers in the outlying communities
- Train and pay Poll Clerks the same as DROs so they can fill in for them as required
- Put a glossary of terms and acronyms in TERN and in training materials
- Provide a detailed calendar that specifies what needs to be done on any specific date and include this in TERN
- Use TERN to highlight the daily tasks on the calendar
- Distribute training materials including videos on USB keys (depending on the technology of the day in 2019)
- Create more checklists like the 'Closing an Ordinary Poll' checklist in a format that is easy to use
- Explore the possibility of a certification program for election staff
- Review the idea of a boot camp/trade show format for training

## 2. Territorial Elections Resource Network (TERN)

The overall assessment of TERN was positive and officers who had experience from 2011 were unanimous in their opinion that the 2015 version of TERN was a significant improvement. In general the system was user friendly and intuitive. Suggestions and discussion included:

- Election officials should be required to have a basic level of computer competency and literacy
- Permission sets should be able to restrict user access to information pertaining to the electoral district in which they are working, particularly as it applies to striking voters
- There should be a FAQ for users
- During the advance polling opportunities, electors who mistakenly attempt to vote outside their electoral district should be highlighted as being from another electoral district.
- Establish an electionsnwt.ca domain that is managed outside of the gov.nt.ca domain so that the communication tools within TERN are available.
- Establish more detailed levels of access for the various kinds of officers with complete access for ROs and more limited access for other officers.
- Embed forms into the system and auto-populate fields when data is already entered based on electoral district.
- Improve the modules for election staff and the reporting of time worked by election staff.

## 3. Election Administration Forms

Veteran officers confirmed the electronic forms used in the 2015 event were an improvement over the 2011 forms in that they were now form-fillable and downloadable whereas the previous forms were only available as downloads to be completed by hand. The biggest challenge was that election officers only had Adobe Reader installed on their laptops, which made it impossible to save completed forms. As

a result, if the election officer wanted to share completed documents with other officers they had to print the document, then scan and email or fax the completed document to the recipient. This was a challenge, particularly for some of the less technologically-inclined officers.

Solutions to this issue include installing software that would allow the saving of completed forms or the embedding of forms within TERN. The advantage of the latter suggestion is that forms in .html format online could have certain fields already populated based on information already in TERN; for example, Form 1203 List of Deputy Returning Officers could be completed by simply entering the electoral district while all the other information (i.e. Name, Poll Number, and Poll Address) could all be drawn from data already in the data base. This suggestion is being presented to the TERN service provider.

## 4. Special Voting Opportunities

Special voting opportunities include: advance polls, multi-district polls, absentee ballots, mobile polls, and voting in the Office of the Returning Officer (VIORO). Of all of these, the VIORO was the most popular. The primary suggestion was to extend the office hours for the ORO to 7:00pm to better serve voters who wanted to use the VIORO opportunity. In 2015, office hours were generally set at 10:00am – 1:00pm and 4:00pm – 6:00pm. The recommendation is to extend the afternoon hours to 7:00pm. A second suggestion was to extend the number of days for VIORO beyond the current 10 day period and allow the poll to commence immediately following the close of nominations.

There was some discussion of the issues surrounding absentee ballots, multi-district polls, and mobile polls and a general consensus that these opportunities need a thorough review.

## 5. Voter List Revision

The officers who had previously served were positive about the change in legislation that allowed them greater freedom to manage the register of electors for their district. There was some discussion about the need to amend the legislation to better reflect current practices based on maintaining a permanent list of electors in real time. A further suggestion was to eliminate the 'revision period' and the requirements around the posting of names that were deleted.

## 6. Remuneration and Payment of Election Staff

The requirement to pay all election staff through either the GNWT payroll system or the contractor system has led to numerous complaints from election staff, some of whom have said that they will refuse to participate in future events based on their experience with getting paid for the 2015 event. Related to the challenges of getting paid is the lack of notification when payments are made. Some individuals were expecting to be paid by cheque, but received a direct deposit. The department responsible for issuing payment provided no notification of this deposit and those individuals were then asking their RO and OCEO staff about the status of payments that may have been made weeks previously. The OCEO explained to ROs that it requires 11 different steps to pay a worker, including \$50 witnesses. The collective costs associated with paying some workers out-paced the amount being paid as it costs approximately \$45 to generate a GNWT cheque.



Recognizing the issue internally, the OCEO made a suggestion that was well received: with the newly introduced VISA cards provided to Returning Officers for the 2015 event, it was suggested that additional Visa cheques be issued as well to pay single-event hires. Participants were in heavy favour of this idea. Participants further suggested that election workers could be paid when they attend the Post-Election Thank You Event suggested above.

There was also a discussion about whether or not there should be a policy on time commitments and payment on an hourly rate based on the level of engagement. In some cases, ROs delegated authorities to their AROs who did the bulk of the work. It seemed unfair that the ROs in those circumstances should be paid the same as ROs who were more fully committed. A comprehensive review of the administrative role and degrees of involvement of election officers and the associated tariff of fees regulations is necessary.

Though it was already mentioned during the Training conversation, there was further discussion about linking training to remuneration, especially for ROs, AROs and other officers who participate in the self-directed distance learning. Breaking down the learning into more distinct training modules, implementing a schedule for the completion of the modules, and tying payment to the successful completion of the modules would provide more incentive to personnel to complete the training program.

To assist ENWT in tracking and monitoring expenditures on staff, improvements are also needed with regard to the way personnel are recorded and their work accounted for in TERN.

## CEO Discussion

This discussion was introduced as a means to share information with ROs with the expectation of soliciting not only honest, but knowledgeable, feedback. Participants heard, discussed and shared insights about five of the most substantial recommendations being considered for proposal by the OCEO. This exercise was viewed as a litmus test to measure support and/or opposition to each recommendation from the perspective of administrators, including how they thought the general public would respond. The opinions of the senior officers tasked with administering elections in their districts are of the utmost importance in guiding the direction of how future electoral events need to occur and in establishing a vision for the Office of the Chief Electoral Officer.

### 1. Electronic Voting

There were a number of challenges and issues that arose in the 2015 Territorial General Election primarily related to special voting opportunities. Of particular concern was the administration of the absentee ballot which is delivered by a single officer out of the OCEO. Today's societal expectation is one of convenience, and repeated requests to cast a ballot online were heard throughout the writ period. If the OCEO does not plan to leverage technology now for the 2019 general election it will be 8 years (2023) until the electorate's request for an online option will be met.

Electronic voting, specifically internet based voting, has become more widespread in Canada and elsewhere with a number of political parties, national labour unions, First Nations, and municipal

governments conducting elections either in combination with traditional paper based voting or entirely online. Elections Canada and the election administration and management authorities in some Canadian provinces are investigating the implementation of electronic voting for future electoral events. For example, Prince Edward Island will be delivering a referendum in the fall of 2016, which includes additional registered 16 and 17 year olds, entirely on an online platform.

A number of security and administrative service providers, both domestic and international, are active in the Canadian market. The advancement of technology has addressed security issues that were previously a cause for concern to some, and election administrators have gained confidence in proven and secure technology demonstrated in a variety of election events.

Potential implementation of electronic voting in the NWT would see a staged process beginning with the following changes to special voting opportunities:

- Absentee Ballot – eliminated
- Advanced Poll – eliminated
- Multi-District Poll – reduced to correctional institutions only
- Mobile Poll – RO electronic administration
- Voting in the Office of the Returning Officer – kiosk (assist elector if required)

As a phased approach, ordinary polling day would remain with the paper ballot. It is anticipated that offering the option of the paper ballot would decrease each event. The chart is a reasonable projection of the anticipated use of the electronic and paper offerings in future events.

Election Year	eVote	Paper ballot
2019	50%	50%
2023	75%	25%
2027	90%	10%

Workshop participants had some questions about the security of electronic voting and concerns about the ability of older voters to participate but, in general, were very supportive of the idea. In particular, replacing the absentee and multi-district voting with a vote anywhere opportunity was seen as a positive and effective move that would better serve electors. There was general agreement in introducing electronic voting in stages, beginning with offering it as an advanced polling option.

### 2. Saturday Voting

The *Elections and Plebiscites Act* prescribes Monday as ordinary polling day. However, administering the ordinary poll on a Saturday is thought to be a better option for the following reasons:

- More elector-centered as it allows the vast majority more freedom to attend the poll at their leisure when compared to scheduling a poll visit into a regular business or work day
- Security concerns are reduced in polling stations held in schools as there is an absence of students on Saturdays
- Provides expanded human resources inventory for poll workers who possess the necessary literacy and numeracy skills; those who are normally working at their regular jobs on a Monday are now accessible as election workers



# Appendix C | Workshop Summary

The OCEO's mandate is to remove barriers. Offering a ballot to electors on a Saturday increases the convenience of voting for the elector and could likely result in a higher turnout. This would also remove a human resources barrier for ROs trying to recruit competent and reliable workers.

There was universal agreement that moving ordinary polling day to Saturday is a good idea. Additionally, competent workers could be trained one Saturday and deliver the ordinary poll the next.

### Voting Days around the World:

Day	Country
<b>Monday</b>	Canada, Norway, Philippines and Trinidad
<b>Tuesday</b>	Denmark, Israel and USA
<b>Wednesday</b>	India*, Netherlands, South Africa and South Korea
<b>Thursday</b>	India and UK
<b>Friday</b>	Czech Republic and Ireland
<b>Saturday</b>	Australia, Latvia, Maldives, Malta, N. Zealand, Singapore, Slovakia and Taiwan
<b>Sunday</b>	Albania, Argentina, Austria, Belgium, Bolivia, Bosnia H., Brazil, Bulgaria, Chile, Colombia, Costa Rica, Croatia, Cyprus, Ecuador, El Salvador, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Japan, Lithuania, Luxembourg, Macedonia, Malaysia, Mexico, Montenegro, Nicaragua, Paraguay, Peru, Poland, Portugal, Romania, Russia, Serbia, Slovenia, Spain, Sweden, Switzerland, Thailand, Turkey, Ukraine, Uruguay, Venezuela

Source: Election Day, Wikipedia, [https://en.wikipedia.org/wiki/Election\\_day](https://en.wikipedia.org/wiki/Election_day)  
\* Indian Elections take place over four weeks with polling days on Wednesdays and Thursdays.

### 3. Polling Divisions

The current practice of establishing delineated polling divisions, further complicated by being restricted to 200 (but no more than 450) voters, is a legacy practice based on the use of paper voters lists. For multi-community districts, polling divisions based on a singular community with the administration of a single poll continues to make sense. However, distinct polling divisions in the larger centres with central polling stations may no longer be beneficial or necessary in its current service model.

Presently, the practice is to define polling divisions based on numeric parameters using the most current population data, verified as true but generally two years behind. If the anticipated number of electors surpasses the higher attendee parameter of 450 the poll must be alphabetically split. By law, two poll workers are then assigned to administer each poll.

It is fairly common for some polls to be overburdened while others are barely attended. This can all occur in the same central polling station. Therefore, central polling stations are essentially overstaffed to meet the legislation as it exists.

As a management tool, the introduction of electronic or real-time voters' lists allows both election administrators and campaign personnel to assess who and how many have voted in real time, irrespective of what polling division they are assigned to. Should the list not be subject to a revision period, it can continually be revised with new registrants and can also present the number of voters struck. And, as lists no longer have to be forwarded to poll workers via post, but can be transmitted electronically, lists can remain with administrators until days before ordinary poll is administered.

The delay in transmitting the list would allow administrators to be able to review the real-time Register of Electors information and calculate poll assignments based on the number of electors remaining and

avoid being overstaffed. There are then two options to consider for serving electors in a more efficient manner at a central poll: a) paper based - attend a poll using alphabetical surname splits based on a set of numeric parameters, or b) use a 'bank teller' system that allows the elector entering a central poll to attend the first available poll. The bank teller system is only achievable with electronic support.

Participants fully realize a new era of voting practices is inevitable, and were generally in agreement with the suggestion. The primary issue will be to ensure internet access at the polling stations. Should online voting continue on ordinary polling day, DROs will need to ensure the currentness of the list through real-time striking so no elector votes multiple times. Essentially, all DROs will all be working off the electoral district list as a whole.

### 4. Rewriting the Elections and Plebiscites Act

The *Elections and Plebiscites Act* (the Act) was passed in 2006 to replace an act from 1988. Since its inception it has served as the guiding legislation when administering electoral and plebiscite events of the day. In order to represent electoral 'best practices' and societal expectation, and to maintain the integrity and secrecy of the vote, the Act has undergone numerous amendments in the 10 years since it was enacted.

The more substantial rationalizations to repeal and rewrite the Act are:

- It is very prescriptive – Election administrators could benefit from the flexibility of some sections becoming regulations and/or policy
- It reflects legacy legislation – Some sections are almost obsolete as they appear to support outdated paper-based procedures and practices
- It is peppered with repealed sections – subsection 6(3) of the *Legislative Assembly and Executive Council Act* continues to refer to two subsections of the Act that were repealed in 2010
- The general layout sees definitions appear midway through the document instead of being found in the definitions section at the beginning of the document. The numbering has also achieved confusion as it reflects sections with a numbering format that is not uniform. For example: a section numbered 257(1)-257(4) is followed by a section numbered 257.1(1)-257.1(3). There are also many instances where clauses bear a letter and decimal number. This is a result of crowded sections.
- Should technology be leveraged for election management, the associated language and procedural adaptations will need to be incorporated

Participants agreed that there are requirements in the Act that do not reflect current practices and possibilities, and that a complete revision of the Act in concert with the introduction of initiatives like electronic voting would be a useful and timely project. They also agreed that the prescriptive nature of some parts of the Act is unnecessarily restrictive and that the CEO should have greater flexibility to develop and implement administrative and other procedures to achieve the objectives in, and conform to, the Act.



## 5. Expanded Mandate

The mandate of Elections NWT is to administer the *Elections and Plebiscites Act* when delivering general elections, by-elections, and plebiscites for the Legislative Assembly of the NWT. In other Canadian electoral jurisdictions, some electoral management bodies are also responsible for administering municipal, school board or a variety of other special voting events. A snapshot of responsibilities is included in the chart below:

**Responsibilities of Canadian Electoral Management Bodies**

Event	Jurisdiction													
	FED	AB	BC	MB	NB	NFLD	NT	NS	NU	ON	PEI	QC	SK	YK
Territorial/Provincial														
Municipal			*									*		
School Board												*		
Other			1	2		3				4				

Event delivery  
 \* Finance only  
 1 Senate Nominees  
 2 Petitions  
 3 Health Authorities  
 4 Plebiscites

The OCEO suggests it is reasonable to expand its mandate in a similar nature. A logical expansion of duties would be to include administering the *Local Authorities Elections Act*.

Briefly presented key rationales are as follows:

- Election Officers become better practiced and confident in their administration of events due to the increased frequency of delivering events
- Register of Electors will realize increased accuracy as the list will benefit from being refined in isolation by community
- Fiscally responsible – streamline resources, space and personnel

There was general agreement among the participants that this idea would be worth exploring. Most were inclined to agree that an increased frequency of assignments could lead to better performance and staff retention.

## Conclusion

The meeting resulted in a very positive and constructive discussion amongst participants. Officers expressed genuine appreciation for the opportunity to have open in-depth discussions and to learn of the initiatives being proposed by the OCEO. The CEO committed to ensuring soft contact occurs with group members to provide updates and perhaps solicit more feedback as the CEO Report is tabled and recommendations reviewed.



# Appendix D | Directive for MD Poll

ELECTIONSNWT  ÉLECTIONSTNO

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**WRITTEN DIRECTIVE  
CHIEF ELECTORAL OFFICER**

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**RE: HOLDING A NEW MULTI-DISTRICT POLL**

This Directive is issued on November 21, 2015 pursuant to section 9 of the *Elections and Plebiscite Act* RSNWT 2006 c. 15 (the "Act")

Whereas the Act permits the Chief Electoral Officer to adapt any provisions of the Act to carry out the intent of the act pursuant to section 9 of the Act

And whereas a mistake or unusual circumstance at a multi-district polling station makes it necessary to do so

I hereby direct as follows:

1. The Multi-District Poll (the "Original Poll") conducted at the North Slave Correctional Center (the "Institution") on November 18, 2015 shall be and is hereby rendered void.
2. The ballots cast at the Original Poll shall be preserved, secured, isolated and not counted on Election Day.
3. A new Multi-District Poll (the "New Poll") shall be conducted at the Institution at a time and place to be designated by me but no later than Sunday, November 22, 2015.
4. The New Poll shall be conducted in accordance with direction 3 hereinabove and shall be open to all eligible voters at the Institution as on the date and time for the New Poll.
5. Any elector confirmed to have voted at the Original Poll but who is no longer resident at the said institution for the New Poll shall be contacted by my office and invited to vote in their appropriate polling district.
6. Section 136.1 of the act shall be modified as necessary to permit compliance with the directions herein and, in particular and without limiting the foregoing, the time limitation section 136.1(2) shall be and is hereby extended to midnight, November 22, 2015.
7. Notice or other technical requirements for a multi-district poll pursuant to the act is hereby dispensed with.
8. Other sections of the act shall be deemed to be modified, as necessary, to be consistent with the direction herein so as to permit compliance with this direction



Nicole L. M. Latour  
Chief Electoral Officer

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2015-11-21

electionsnwt.ca

CEO/DIR 15-02

# Appendix E | Modernizing Central Polling Stations



As technology becomes more prevalent in managing and administering electoral events, more options are available to better serve an elector attending a central polling station. This brief synopsis provides insight into current polling practices and some of the outstanding issues, and offers two potential alternative central poll models that utilize partial or fully engaged technology to administer the ballot.

## A | Current Practice

### **Polling Divisions within Central Polling Stations (Paper based)**

- Elector is assigned to an electoral district based on address ranges in a specific geographic area.
- Elector is assigned to a polling division based on address ranges in a specific geographic area within the electoral district.
- On ordinary polling day, an elector must attend a specific poll based on polling division to which they are assigned.
- Poll workers are supplied with a list of electors residing in each polling division.

### **Issues:**

- Does not consider voter turnout at the Special Voting Opportunities prior to ordinary polling day.
- Some polls see little or no traffic while other polls in the same station can experience long lines.
- Central polling stations can be overstaffed.

## B | Alternative Models

### **Model 1: Alphabetical Central Polling Stations (Paper or Technology based)**

- Elector is assigned to an electoral district based on address ranges in a specific geographic area.
- Electors attend a central polling station for their electoral district and attend a poll defined by alphabetical ranges of surnames.
- Poll workers use lists of electors that reflect the remaining number of electors who have not cast a ballot at a Special Voting Opportunity and have been divided alphabetically by surname using a minimum and maximum number of electors per poll.

### **Benefits:**

- Minimizes overstaffing and the number of polls that need to report.
- Removes the need to define polling divisions within the electoral district.

### **Model 2: Bank Teller Central Polling Stations (Technology based)**

- Elector is assigned to an electoral district based on address ranges in a specific geographic area.
- Electors attend a central polling station for their electoral district and go to the first available polling team, similar to attending a bank and going to the first available teller.
- Poll workers use an electronic list of electors for the entire electoral district with real-time striking abilities to prevent electors from casting a second ballot on ordinary polling day.

### **Benefits:**

- More efficient for the elector and removes a potential barrier to casting a ballot by not having to wait in line for an extended period of time.
- Ensures all poll workers are active.
- Could render the need for a poll clerk obsolete.
- Elector data is immediately available.



# Appendix F | Candidates Financial Reporting Status

## Candidates Financial Reports as of January 25, 2016

### Submitted Reports or Granted Extensions Before Deadline

Ronald Bonnetrouge	Deh Cho	Ethel-Jean Gruben	Nunakput
Gregory Nyuli	Deh Cho	Caroline Cochrane	Range Lake
Roy Erasmus	Frame Lake	Daryl Dolynny	Range Lake
Jan Fullerton	Frame Lake	Yvonne Doolittle	Sahtu
Kevin O'Reilly	Frame Lake	J. Michael Miltenberger	Thebacha
David Wasylciw	Frame Lake	Louis Sebert	Thebacha
Glen Abernethy	Great Slave	Tom Beaulieu	Tu Nedhé-Willideh
Chris Clarke	Great Slave	Julie Green	Yellowknife Centre
Robert Bouchard	Hay River North	Robert Hawkins	Yellowknife Centre
Rocky (R.J.) Simpson	Hay River North	Edwin Castillo	Yellowknife North
Jane Groenewegen	Hay River South	Sean Erasmus	Yellowknife North
Brian Willows	Hay River South	Ben Nind	Yellowknife North
Robert C. McLeod	Inuvik Twin Lakes	Cory Vanthuynne	Yellowknife North
Dave Ramsay	Kam Lake	Dan Wong	Yellowknife North
Kevin Menicoche	Nahendeh	Robert R. McLeod	Yellowknife South
Déneze Nakehk'o	Nahendeh	Nigit'stil Norbert	Yellowknife South
Randy Sibbeston	Nahendeh		
Shane Thompson	Nahendeh		

### Absent Reports of Defeated Candidates

Lyle Fabian	Deh Cho
Karen Felker	Hay River North
Desmond Z. Loreen	Inuvik Boot Lake
Jimmy Kalinek	Inuvik Twin Lakes
William Firth	Mackenzie Delta
David Krutko	Mackenzie Delta
Norman Snowshoe	Mackenzie Delta
Rosemary Gill	Nahendeh
Arnold Hope	Nahendeh
Dennis Nelner	Nahendeh
Jackie Jacobson	Nunakput
Robert Kuptana	Nunakput
John Stuart Jr.	Nunakput
Paul Andrew	Sahtu
Judy Tutcho	Sahtu
Don Jaque	Thebacha
Richard Edjericon	Tu Nedhé-Willideh
Samuel Roland	Yellowknife South

### Absent Reports of Duly Elected Members

Michael M. Nadli	Deh Cho	Alfred Moses	Inuvik Boot Lake	Frederick Blake Jr.	Mackenzie Delta	Herbert Nakimayak	Nunakput
Wally Schumann	Hay River South	Kieron Testart	Kam Lake	Jackson Lafferty	Monfwi	Daniel M. McNeely	Sahtu





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15 February 2016

*Delivered by email*

Dear Ms. Latour,

Key members of my campaign team recently conducted a campaign debrief in order to provide you with comments to assist in improving the conduct of future territorial elections, as per your public request.

As a general observation, we note that the Chief Electoral Officer either lacked authority (because it isn't granted in the Elections and Plebiscites Act) or chose not to exercise it with respect to the general conduct of the 2015 election. For example, when I described myself (mistakenly) as a candidate in the election prior to the campaign period, you insisted not just that the word be removed but that the Twitter account be removed. Yet my competitor was able to continue describing himself with the handle @Yk\_Centre throughout the election period (and still does to this day). The line between pre-election and election period activities was not well-defined or enforced. As another example, the decision by some candidates to put up election signs as much as three weeks in advance of the campaign period seemed to go unchallenged – or at least the signs didn't come down. If the intention is to create a level playing field – and I think that's what we all want – then it's up to the Chief Electoral Officer and her staff to make propose changes to or proactively enforce existing provision of the EPA.

Below are more detailed comments that relate to specific issues in my campaign.

**Election timing:** Campaigning became more difficult as winter set in, with voters often unwilling to stand at their open doors to chat or to invite strangers in. Election timing is going to be a recurring issue as the federal election is

scheduled for the third Monday in October while the territorial election is the first Monday, both on the same four-year cycle. Municipal elections in cities, towns and village will also coincide with federal and territorial elections from time to time, as they did this year. This timing may again require the territorial government to change the fixed election date in order to muster enough resources to conduct the election. If so, the fixed date should be brought forward in the year not pushed back

**Voters List:** Long-term election volunteers noted some improvement but the list would still benefit from continued upgrading.

1. In particular, procedures for updating the voters list at the polls are antiquated. There must be provision at the poll to accurately enter the information of voters not on the list, by entry into a computer list, or by completion of a card. Jotting written information into the cramped line of a list doesn't seem to work.
2. We recommend introducing a sequential numbering system by riding, so that the voter number on the voters list is the same as the voter number for the riding. This change would make it easier to staff and volunteers to find voters when they arrive to vote. It is the system used at the federal level.
3. If a voter has just moved into the riding, he or she should have to produce proof of residency such as a rental lease, utility bill, etc. If the voter is unable to produce this documentation, he or she should not be eligible to vote. Campaign volunteers didn't witness the Returning Officer asking for proof at any point. This practice led to an overuse of vouching "on the knowledge of the Returning Officer."

See additional comments from a constituent on the voters list in the attachment to this letter.

**MLA status during election period:** Prior to the 2015 election, the Legislative Assembly stated that the 17<sup>th</sup> Assembly was dissolved and members were no longer members. We believe it is up to the Speaker to respond to members who are representing themselves incorrectly as members during the election period. Given that the Speaker position is vacant during the election, it should then be up to Elections NWT to monitor this issue and request candidates stop calling themselves members if they are doing so. A change to Elections and Plebiscites



## Appendix G | Letters from Julie Green and YWCA

Act may be required to ensure the election process is fair to all participants, incumbents and challengers alike.

**Special voting opportunities:** There is a need for better communication with the Candidate, Official Agent and the public regarding the dates and rules of the advance polls and special voting opportunities. More specific issues include:

1. The count of absentee and mobile polls should take place in front of scrutineers on Election Day. Candidates should be provided with a summary of results by poll types. People who didn't receive their mail-in ballot in time to return it to . Elections NWT should have the choice of voting in person, when possible. If an absentee ballot is returned by Election Day and the voter shows as having cast their ballot already, then the absentee ballot should be destroyed in order to ensure the integrity of the count. The process for absentee ballots was not timely enough for many constituents to be able to receive and return their ballots by Election Day.
2. The Candidate and the Official Agent should be allowed only in the voting place to VOTE and not for any other reason or at any other time. The presence of the candidate and/or official agent in the poll is the situation most vulnerable to abuse and confrontation. Neither person has any legitimate business in the polling place, and their presence should be banned.

**Vouching:** The Act is silent about the administration and monitoring of the vouching process. In order for the restrictions on vouching to be meaningful there needs to be a recorded count of the number of vouches to ensure compliance with the limit of five per person vouching.

The Official Agent should not be allowed to vouch. Relying on the honesty of Elections NWT staff to keep track informally is not adequate response to such an important part of the election process. Proper procedures and policies can ensure that there is an effective process in place to prevent errors, fraud and collusion.

**Polling Agents:** In the future, there should be instructions regarding how the Candidate uses polling agents, including the responsibilities and limitations of polling agents. This information should be shared with Returning Officers and

deputy Returning Officers so that they understand their legitimate role. The role of Official Agent and polling agent should be filled by separate people.

Our polling agents sometimes felt distrusted by the RO and DRO. They also felt a lack of respect by being asked to leave the polling station without being able to do their work. A minor accommodation to allow the polling agent to inspect the record after the last voter left at the end of the day would have resolved this issue. Polling agents would also appreciate being provided with chairs and tables for polling agents on Election Day.

As well, the choice of Returning Officer should consider whether he or she has a pre-existing relationship with a Candidate. If so, the Returning Officer should be reassigned to another riding to prevent appearance of collusion.

**Official Agent:** Elections NWT could better assist the volunteers who fill this unique position by offering an information session prior to the campaign period. This information would likely reduce the number of questions that are asked of NWT Elections staff. An FAQ document may also be helpful.

There were only two directives issued directly to Candidates and Official Agents during the campaign. More directives would provide clarity regarding the election process to the Candidates and Official Agents. For example, my Official Agent received just one official email from the office of Elections NWT regarding the deadline for the submission of the Candidate's financial report.

We encourage Elections NWT to create a communication protocol for Candidates and Official Agents. For example, Elections NWT staff took some questions but referred others to the Returning Officer for the riding. It was unclear which staff was responsible for which questions. A protocol would help avoid confusion and make communication more efficient.

**Administration of the Elections and Plebiscites Act:** There needs to be a clarification of Section 239 (2) of the Act to define what it means for donors to be "carrying on business" in the NWT.

As well, Candidates should include the cost of donations made for use in the election period as a pre-election expense (such as a raffle prize).

# Appendix G | Letters from Julie Green and YWCA



**Legal Representatives:** NWT Elections should support law firms based in the NWT that hire lawyers that live and practice in the NWT. They will have a better contextual understanding of the operating environment.

**Candidate's Financial Report:** The document (Form 2120) provided on the NWT Elections website needs to be reviewed.

1. On the Candidate portal site, the document was fillable and automatically added the numbers and carry forward but in practice, the form was not useful. There is insufficient space to provide information from multiple donation books and significant campaign expenses. Once saved on a computer (such as a Macbook) the automatic addition and carry forward cells did not work and had to be entered manually.

2. Some of the information required is duplicated such as the list of contributions (Section Four) and list of receipts (after Section Six).

3. There is a requirement for donation slips but there is no requirement to provide supporting documentation of e-transfers. Since most banking is now done electronically, copies of the e-transfers should be included in the requirements.

Thank you for asking for our reflections on the 2015 territorial election. We hope these comments will be useful to an even better event in 2019.

Yours truly,

(signed)

Julie Green  
MLA Yellowknife Centre

CC Speaker of the Legislative Assembly  
Clerk of the Legislative Assembly  
Chair, Standing Committee on Rules and Procedures

Attachment



February 16, 2016

Dear Ms Larour,

Thank you for inviting members of the public who participated as electors in the 2015 Territorial General Election for the opportunity to provide feedback about the Northwest Territories electoral system. We write to you on the issue of eligibility for candidacy as it is defined by the *Elections Act*, an issue we also highlighted to MLAs immediately following the territorial election.

Family violence creates a cycle of trauma that we cannot allow to be passed on to another generation. It is time for our northern communities to find a path to healing. We believe the government has an obligation to all citizens to provide leadership on an issue that impacts families at a disproportionate level across the Northwest Territories. The Legislative Assembly has already included this need to act against the crisis of family and community violence among the priorities of the 18<sup>th</sup> Assembly. The NWT can be national leaders in moving the conversation about family violence into the mainstream of Canada's social and political fabric.


The legal statement of who is eligible to hold this office is an important statement of what kinds of behaviours are permissible for a person in this office. Changes made to reflect society's condemnation of family violence would be an important statement about the growing movement against the use of violence within family relationships.

We propose a review of legislated definitions for candidacy to the Legislative Assembly to include consideration of a five-year limitation on eligibility for persons convicted of an offence under provisions of the *Criminal Code* that prohibit violence and threats of violence where such offences relate to a person with whom the offender has a position of trust, authority or intimacy.

Our proposal is time-limited specifically in recognition of the range of complex situations that could be captured by these definitions and that individuals and families who successfully heal after family trauma and violence may in fact become well placed to participate as leaders.

We look forward to your leadership on this important issue.

Yours truly,

  
Caroling Hawzonek  
Vice President of the Board of Directors  
cc. Members of the Legislative Assembly

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